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1. Please refer to the Reference section for full details of the documents and policies cited throughout this report.
1. Background to this project

1.1 About the Tuggeranong and Erindale Centres planning project

The overall purpose of the project is to develop a master plan for the Tuggeranong Town Centre, the Erindale Group Centre, and the road corridor that connects them both, Erindale Drive. A master plan is a broad level, strategic document that addresses the question of ‘what is the future of these two areas?’ It is intended that the master plan, although not containing a high degree of design resolution itself, will provide guidance for future rezoning applications, development projects and capital works in the centres.

The master plan will:

- identify and articulate a vision, goals and planning and design principles for the area(s)
- consider a range of issues to inform planning and design including:
  - environmental issues
  - transport including walking, cycling, buses and cars
  - land use relationships
  - housing affordability
  - defining character and identity
  - the amenity and safety of the centres
  - heritage
  - social infrastructure
  - social inclusion and equity
  - economic vitality and employment
  - sustainability
- be a strategic document that will guide schemes and projects to enable the sustainable development of the area
- review the existing planning controls and, where necessary, recommend changes to better reflect contemporary government and community aspirations
- recommend short, medium and long term actions such as zoning changes, capital works, incubator projects, land release, operational activities and partnerships between government, lessees and business.
1.2 Site area

Figure 1. Tuggeranong and Erindale Centres planning project site area.
1.3 Purpose of this analysis report

The project is being undertaken in phases over two years, and this report represents a summary of the initial background phase of work. The following timeline shows the key phases of the project:

This report is designed to:

- synthesise information from a range of sources who have provided input – community members, technical experts and other stakeholders – into a single document
- identify key issues that will need to be addressed in the next stages of the planning and design process
- articulate and illustrate detailed issues using the SWOT method (strengths, weaknesses, opportunities, threats)
- provide information to all people involved in the project as part of an ongoing consultation strategy.

1.4 How this report was developed

The following information was used to prepare this analysis report:

- outcomes from project community consultation activities to date (October – December 2010), including
  - key stakeholder interviews
  - a community workshop
  - a community display at the Tuggeranong Festival
  - comments received on the project web site
- background documents and interviews with designers which provide historical context, for example original planning documents
- synthesis of current planning policy and contextual issues, for example the concurrent ‘Time to Talk Canberra 2030’ community consultation (ACT wide)
- technical background papers which assess specific issues, for example infrastructure (these were prepared for ACTPLA by external consultants)
- ideas generated by specialist planners and designers as part of an Expert Reference Group workshop process (December 2010).
The SWOT analysis has been structured to address the following key topics:

- **Planning and land use**
  What is the overall urban structure? How are different land uses distributed and connected?

- **Urban design and place making**
  What are the qualities of the public domain – the overall built environment fabric as well as particular streetscapes and dedicated urban public open spaces? How can the scale and function of the public domain contribute to ‘sense of place’, community identity, equity and safety?

- **Social infrastructure and demographics**
  Social infrastructure includes a wide range of community facilities, such as places of worship, educational facilities, health facilities, sport and recreation facilities, and cultural facilities. Is the mix of social infrastructure meeting current community needs? What changes to the population of Tuggeranong are forecast, and how can social infrastructure adapt to changing community demographics and needs over time?

- **Access and movement (transport)**
  How do people access the centres and how easily can they get around? How sustainable, attractive and efficient are the paths, roads, car parking, and do they support a balanced range of transport modes - walking, cycling, public transport and car use?

- **Infrastructure**
  What is the quality of infrastructure provision – the stormwater, water, sewer, electricity, gas and telecommunications services? Does this infrastructure support current needs and can it support future growth and change?

- **Economics and employment**
  How do the centres perform economically and how much employment do they generate? How can they achieve sustainable economic and employment growth?

- **Environment, heritage and open space**
  Where are the landscapes of natural and cultural value – places which contribute to the ecology, heritage (including indigenous, settler and aesthetics) and recreational value of Tuggeranong and the region? How can the health and prominence of these landscapes be enhanced?

Some key issues are common to all topics and have been addressed throughout the analysis, underpinning every topic:

- **Responding to climate change**
  How can the centres adapt to the effects of climate change such as hotter temperatures, less rainfall, and more extreme weather events? How can the design and use of the centres reduce greenhouse gas emissions to mitigate against these effects and meet government targets?

- **Addressing population and demographic change**
  The ACT population is projected to increase by 80,000 people by the year 2030. How will these centres accommodate their share of this increase? How can the centres attract a mix of people (demographic) who can sustain a range of services, considering that Tuggeranong will have an ageing population, according to current trends and forecasts?

- **Ensuring a healthy community through active living**
  Physical inactivity has significant negative impacts on human health (physical and mental) and the environment (through increased car use), which also has economic consequences. Active living, defined as ‘a way of life that integrates physical activity into daily routines’ can combat these problems. How can the centres support lifestyles which encourage more walking, cycling, public transport, and active recreation for people of all ages?

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2. Tuggeranong Town and Erindale Group Centre Infrastructure Study. ACT Government is also undertaking the Tuggeranong Town and Erindale Group Centre Infrastructure Study in 2010/11. This work will identify more detailed requirements for civil infrastructure and transport infrastructure. Such information will inform subsequent detailed planning and design investigations that follow on from this study.
2. Tuggeranong Town Centre and Erindale Group Centre in context

2.1 The planning background – Canberra 1970s and 1980s

The development of the Tuggeranong Valley and its town and group centres has been underway for several decades. This section reviews the key documents and events which have resulted in the centres as seen today. This review features key questions which future planning and design should consider in light of Tuggeranong’s planning history.

Tuggeranong is Canberra’s southernmost town centre. Development commenced in 1986. It was the third town centre to be developed (Woden and Belconnen had been developed earlier) and is one of four that currently exists (Gungahlin commenced construction in the late 1990s). Erindale Group Centre is one of seventeen group centres in Canberra, its commercial development commenced in 1985.

Tomorrow’s Canberra (Y-Plan) - 1970

In 1970 the National Capital Development Commission (NCDC) released Tomorrow’s Canberra (NCDC 1984a, p.31). The preferred plan put forth by this document became known as the Y-Plan. Belconnen and Gungahlin Town Centres were identified as the top of the ‘Y’ and Tuggeranong Town Centre as the bottom of the ‘Y’. Refer to Figure 2 for details, note Gungahlin is referred to as Mulligans Flat in Figure 2 (NCDC 1984a, p.31-35).

Tomorrow’s Canberra also identified the site for the Erindale Group Centre.

Tomorrow’s Canberra intended that the Tuggeranong district would develop to the west of the Murrumbidgee River. However, the identification of environmental constraints meant this never occurred. Tuggeranong also did not develop as far south as intended as views to Lanyon Homestead were identified as needing protection from urban development (Quirk 2010).

These changes to the intent of Tomorrow’s Canberra resulted in:

- Tuggeranong Town Centre being situated on the edge of an urban area thus losing a significant catchment area to the west, and
- Tuggeranong Town Centre losing part of its catchment area to the south.

Figure 2. Tomorrow’s Canberra – 1970.

3. The NCDC was Canberra’s planning authority from 1958-1989, the period during which Tuggeranong and Erindale Centres were being established.
Comparisons of Belconnen and Tuggeranong make apparent the importance of catchment location for these centres. A large proportion of Belconnen residents move towards Civic for work. The layout of Belconnen means that many of these residents pass Belconnen Town Centre on the way to Civic. In Tuggeranong a large number of residents head north towards Civic for reasons of employment. If Tomorrow’s Canberra had been realised, like Belconnen, many of these residents would have passed Tuggeranong Town Centre. However, the decision to not develop to the west of the Murrumbidgee River and not to develop further south meant that much of the Tuggeranong population is not required to move past the town centre (Wright 2010).

Initial planning work for Tuggeranong Town Centre – 1970s

In the early 1970’s the NCDC commenced background planning work and produced documents such as:

- Tuggeranong Town Centre Planning Study - internal working document
- Tuggeranong Town Spine Transit Study.

Extensive analysis was also undertaken which was used to determine an appropriate structure and initial principles for the Tuggeranong Town Centre.

Principles

Details of the initial principles developed for the centre in the 1970s can be found in Appendix 1. Of these initial principles it is clear that principles 4 (core to be close to the lake), 5 (town square), 6 (landmark), 9 (main street), 10 (town park) and 15 (residential) have been achieved.

Intensity issues

In Appendix 2 the analysis done in the 1970s to determine the appropriate intensity for the town centre can be found.

There were three options:

- Compact
- Dispersed
- Mixed.

The preferred option was mixed intensity as shown in Figure 3 to the right.
Tuggeranong Town Centre delayed and Erindale Group Centre accelerated

Planning in the late 1960s and early 1970s had anticipated that Tuggeranong would eventually have a population of approximately 150,000 (NCDC 1983b, p.3). However, by the late 1970s it became apparent that Canberra’s rate of growth had decreased due to a change in Commonwealth Government and it was not expected to increase for some time (Quirk 2010). In 1972 the population was experiencing an annual increase of 12,000 people. By 1980 there were only 4,500 new residents per year (NCDC 1984a, p.36). In 1980 the Metropolitan Issues Report was published. This report identified that a population of approximately 60,000 should be located in north eastern Tuggeranong thus there would be “insufficient demand within Tuggeranong at a population of 60,000 to support a town centre similar to Woden or Belconnen Town Centre” (NCDC 1983b, p. 3). In light of the changed population projections it was decided that it was not appropriate to develop the Tuggeranong Town Centre at this time, instead the NCDC investigated alternative retail developments suitable to the situation. At one stage alternative sites for a town centre were investigated including Isabella Plains and Erindale (Quirk 2010). However, it was decided that the Tuggeranong Town Centre site identified by Tomorrow’s Canberra was still an appropriate site for a town centre as it allowed for expansion (Wright 2010).

Despite the location of the town centre being reconfirmed it was still necessary to determine what retail development was suitable for Tuggeranong at the time and where it should be located. Erindale was identified as the most appropriate location for development of a district centre.

“In locating this facility at Erindale, the Commission [NCDC] took into account that Erindale was the site most central to the population of north-east Tuggeranong and, in accessibility terms, was clearly superior to other sites considered” (NCDC 1983b, p.4).

In 1983 the Erindale District Centre Policy Plan Development Plan was released by the NCDC. This document set out how and where development was to occur in the Erindale Group Centre. At the time already existing in the centre:

- a junior college
- a community library
- an indoor gymnasium
- a swimming centre
- the Tuggeranong police station
- sporting clubs, and
- an independent high school.

In 1985 the NCDC released the first block of land for commercial purposes in the centre.

Tuggeranong Town Centre Policy Plan Development Plan - November 1986

Following the decision to delay development of the Tuggeranong Town Centre it was decided by the mid 1980s that planning and construction of the Tuggeranong Town Centre could commence.

In November 1986, after extensive consultation, the NCDC endorsed the Tuggeranong Town Centre Policy Plan Development Plan. The Policy Plan component of this document is made up of general and specific policies. It looks broadly at what should be achieved with the town centre. The Development Plan details how the Policy Plan might be implemented. For example it suggests that on one block there be a post office, on another a health centre and on another residential. It details a program of engineering works for the years of 1985 to 1988 and provides illustrations of what development is to look like i.e. the town square and Lake Tuggeranong College quadrangle (NCDC 1984c).
Planning controls

The key planning documents directly relevant to Tuggeranong and Erindale Centres and mentioned in this paper are the:

- Erindale District Centre Policy Plan Development Plan
- Tuggeranong Town Centre Policy Plan Development Plan.

These plans were not statutory documents and did not include any zoning. As both Tuggeranong and Erindale Centres were essentially greenfield sites the NCDC was able to control development using the ACT’s lease hold system. With the release of each site specific conditions were placed on the lease reflecting the relevant Policy Plan and Development Plan i.e. “this site will be developed for the purposes of retail to the size of 2000m².”

Construction of Tuggeranong Town Centre

Construction of the Tuggeranong Town Centre was initiated by the NCDC in 1986. This was done in accordance with the Development Plan which outlined the development projects that were expected to proceed in the two to three years from the release of the document in 1986.

Tuggeranong Hyperdome Shopping Mall

The Hyperdome Shopping Mall was constructed in 1987. It underwent subsequent development and expansion between 1997 and 1999. In 2006 Centro Properties Group became managers as well as part owners of the shopping centre and undertook minor redevelopment which included the dining and entertainment area along Anketell Street called SouthLife.

Lake Tuggeranong

Lake Tuggeranong was created by the construction of a dam on a tributary of the Murrumbidgee River in 1987. Filling of the lake and preliminary lakeshore structure planting were complete in 1989. Lake Tuggeranong is the third lake constructed in Canberra since 1964 (Lake Burley Griffin and Lake Ginninderra were constructed earlier) (Business Tuggeranong 2009c, p.4).

Town park

The Town park was constructed in 1993 (refer to Figure 4) (Business Tuggeranong 2009c, p.4).

Self governance

“The ACT was managed by the Federal Minister responsible for Territories until 1989. In the late 1980s the Federal Government made the decision that the ACT should be granted self-government. Finally, in 1988, the Federal Parliament passed four Bills setting up self-government for the Australian Capital Territory. The first elections for the ACT Legislative Assembly were held in March 1989, with the first meeting of the Legislative Assembly taking place in May 1989” (Legislative Assembly 2010).

With the introduction of self governance the NCDC was abolished in 1988. The newly established ACT Government set up legislation allowing the new planning agency (Planning and Land Management, PALM) to create a Territory Plan. PALM essentially took all of the plans used by the NCDC and created the Territory Plan, and this Plan remains the legislative instrument determining planning within the ACT (now administered by ACTPLA).
Tuggeranong Lakeshore Master Plan - 2001
As part of the 1998 ACT election campaign, the Liberal Party pledged to develop a Master Plan for Tuggeranong Lakeshore and surrounding areas. A consultant was engaged by the ACT Government in December 1998 to undertake this study. A final Master Plan was published, following a six-month period involving two extensive rounds of community consultation.

The Tuggeranong Lake Shore Master Plan is a vision for the future and a development strategy. It was not a detailed development control plan. The master plan was used by the government to help determine public works initiatives and maintenance operations, advise Canberra Urban Parks and Places on the management of public spaces and provide input to the Infrastructure and Asset Management Group’s land release program, as well as providing input to PALM’s consideration of future variations to the Territory Plan.

The master plan provided a framework to permit additional development, including residential, to revitalise the Tuggeranong Town Centre and to improve the use of facilities and public areas. Furthermore, the provision of a range of housing types within - or in proximity to - a town centre is in accordance with the principles for sustainable development and the Territory’s obligations under the national greenhouse strategy.

2.2 The planning context today
The last significant planning studies undertaken for the Tuggeranong and Erindale centres were the Tuggeranong Lakeshore Master Plan - February 2001 and the Erindale Policy Plan - July 1983. Much has changed since those studies were written. Planning for the future of the centres needs to respond to new challenges and opportunities, and it must be responsive to other broader issues and policy initiatives which are now in place.

Time to Talk Canberra 2030
Time to Talk Canberra 2030, an ‘open conversation’ with the Canberra community about planning for the future, was conducted in the second half of 2010. This deep conversation with Canberrans sought to draw on community wisdom in responding to the challenge of managing Canberra’s future growth. Time to Talk community engagement included two rounds of workshops; a phone survey of 1000 randomly chosen citizens; a website with a series of discussion papers and online forums (visited by over 20,000 people), focus groups with more difficult to reach groups and opportunities for people to comment out in the community.

The Canberra community articulated a ‘future scenario’ for the city. A wealth of information and ideas were shared, and these have been summarised into the following key priorities:

- population growth and demography – meeting the needs of diverse range of people and an increasing population
- management of land energy and water – lowering energy and water consumption, enhancing green / open space and investing in green technology
- housing diversity – providing a diverse choice of housing which is sustainable, accessible, affordable, well designed and located
- integrating transport and land use – shifting toward more sustainable transport options whilst maintaining the convenience of getting around
- a compact city and quality urban development – containing city sprawl by having strategically planned and well designed infill housing, which must be affordable and close to transport
- Canberra’s role in the region – strengthening Canberra’s role as a regional hub and increasing economic activity in satellite towns (e.g. Tuggeranong).

The planning of Tuggeranong and Erindale must reflect these priorities.
Spatial Plan 2004

The Canberra Spatial Plan is the ACT Government’s key strategic planning document for directing and managing urban growth and change, and it provides the strategic directions for the development of Canberra over the next 30 years. The Canberra Spatial Plan outlines a strategic direction to achieve the social, environmental and economic sustainability of Canberra. A review of the Spatial Plan is currently underway.

Key elements of the current Spatial Plan which have a particular bearing on the study site are:

- An urban containment line was established along a 15km radius from Canberra City to ensure more compact urban form. Tuggeranong Town Centre is on the edge of this boundary (refer to Appendix 3).
- Goals (which have associated objectives and indicators) are:
  - Create and maintain a healthy community (housing, services and facilities, safety, recreational activities)
  - Sustain employment opportunities (economic development including town centres, Employment location, protecting opportunities for employment growth)
  - Retain ease of movement and facilitate good travel connections (sustainable transport, ease of getting around, regional linkages and access)
  - Maintain a unique sense of place (open space, cultural and natural heritage, high quality built environment)
  - Respect the natural environment (resource use, biodiversity conservation, water quality, air quality)
  - Ensure fiscal responsibility (regional infrastructure provision, efficient use of infrastructure).

Sustainable environment

The ACT Government has set a target of carbon neutrality by the year 2060, with a peak in per capita greenhouse gas emissions by 2013. The Government’s final decision on medium-term targets, including for 2020, will be further considered and set, in conjunction with the development of the ‘ACT Climate Change Strategy Action Plan 2’, in 2011.

Over three quarters of Canberra’s current carbon emissions originate from building energy use and transport. The latest ecological footprint analysis shows that Canberrans currently use an area of land that is fourteen times the size of our actual boundary. Our rates of consumption increased by 15% between 1998-9 and 2003-4, and by a further 8% between 2003-4 and 2008-9. Meeting the carbon neutrality targets will require significant changes in consumption and technology.

Several Acts under Commonwealth and Territory legislation are relevant to the consideration of other environmental and heritage issues such as heritage, biodiversity, water quality and ecology.
Sustainable transport

Recent changes and directions in transport planning, particularly the “Transport for Canberra” program, demand an integrated land use and transport planning approach to achieve a suitable outcome for these centres. The Sustainable Transport Plan (2004) promotes a mix of uses and higher density development in and around centres and along transport corridors. At a detail level, the draft Sustainable Transport Action Plan 2010-2016 proposes Erindale as Tuggeranong’s primary bus station and a new node on the primary north-south corridor connecting Gungahlin in the north to Tuggeranong in the south. Furthermore the inter-town public transport route to connect Erindale Group Centre onto the route to Tuggeranong Town Centre achieves improved ‘rapid’ services and efficiencies of ‘feeder’ services within the Tuggeranong district. The new station facilities at Erindale have been identified as a major short term priority.

These transport decisions have a direct influence on planning and land use decisions. Where people live in relation to employment and other opportunities is a major influence on the level of travel in the city. Additional housing in established areas, particularly in and adjacent centres and near major transport stops contributes to the better utilisation of existing infrastructure, defers the need for new infrastructure on the fringe, reduces travel, increases the viability of public transport and widens the housing choices available. Growing awareness of climate change, together with increasing energy costs and higher levels of congestion are likely to increase the attractiveness of established areas as housing locations.

Current planning controls and definitions – The Territory Plan (2008)

The Territory Plan is the key statutory planning document in the ACT and its purpose is to manage land use change and development in a manner consistent with strategic directions set by the ACT Government, the Legislative Assembly and the community. The Territory Plan defines the hierarchy and purpose of urban development types within the ACT, including town centres (Tuggeranong) and group centres (Erindale). These definitions suggest types of urban design scale, function and, to some extent, character appropriate to each centre:

“Town centres provide the main commercial and community focus for […] district populations […] They also provide opportunities for business investment and employment and facilitate decentralisation. Planning policies seek to promote town centres as vibrant and viable centres with a wide range of services, facilities and employment and provide opportunities for higher density residential development.”
Town Centres Development Code (Part A – town centres - overview)

“Group Centres are larger shopping centres throughout Canberra that serve groups of nearby suburbs. They incorporate a wide range of shopping, community, recreation and business facilities. As well as providing for major food retailing, they also offer opportunities for specialty shops, non-retail commercial uses such as banks, and residential development. Planning policies for group centres seek to retain a relatively relaxed, low-key character with mainly low-rise development, promote competition and investment, and support improved facilities for the community.”
Group Centres Development Code (Part A – group centres - overview)

Individual zones and codes within the Territory Plan, for example the Urban Open Space Zone and the Multi Unit Residential Code, also determine the form and function of Centres and the individual developments and spaces within them.
3. Analysis: strengths, weaknesses, opportunities and threats (SWOT)

3.1 Tuggeranong
- Planning and land use
- Urban design and place making
- Social infrastructure and demographics
- Access and movement
- Infrastructure
- Economics and employment
- Environment, heritage and open space
- Summary SWOT and map

3.2 Erindale
- Planning and land use
- Urban design and place making
- Social infrastructure and demographics
- Access and movement
- Infrastructure
- Economics and employment
- Environment, heritage and open space
- Summary SWOT and map

3.3 Erindale Drive
- Summary SWOT and map
Tuggeranong Town Centre

Analysis: planning and land use

The Tuggeranong Town Centre has a strong grid layout and exceptional views and vistas to the lake and mountains. These strengths need to be built on whilst encouraging more people to come to the centre to live and work to ensure the centre’s vitality into the future.

Strengths

- Strongly defined urban structure i.e. grid layout
- Clear urban edges
- Some medium density housing has been developed in and around the town centre in recent years which is starting to increase the diversity of land uses and housing options within the centre, and has increased the number of people in the centre
- Views and vistas to the mountains

Weaknesses

- Lack of cohesive logic of retail/private business distribution
- Lack of well defined purpose, centrality or identity of centre
- Views to mountains and proximity of the Murrumbidgee River are neglected assets
- Pedestrian and cyclist connections within the centre are not clearly defined and are of poor quality
- Pedestrian and cyclist connections in the centre and to surrounding residential areas poor
- The centre is dominated by car parks and roads, some roads create a barrier for pedestrians
- Long blank walls unattractive
- Disconnection of Main Street visually from park
- Disconnection of lake from Anketell Street, main retail strip
- The Territory Plan recommends a maximum building height of four storeys
- The Territory Plan does not include much specific detail in regards to design finishes and place making
- There is a lack of affordable and commercial accommodation (currently only one hotel)
Opportunities

• Significant capacity for infill and increased density to support business and employment
• Encourage new buildings to be adaptable in terms of usage
• Provide conference centre facilities
• Lack of affordable and commercial accommodation (only one hotel)
• Greenery, trees, planting could assist in creating a sense of place and character for the centre
• Develop as a self sufficient town
• Develop as an eco-city
• Develop relationship between city and mountains
• Reinforce and define the town centre’s boundary (Athon Drive), and prevent any further development beyond this line
• Provide hotels and serviced apartments
• Introduce commercial accommodation, including a conference centre.
• Provide more varied accommodation options (short-term accommodation, serviced apartments)
• The site of an existing car park at the corner of Athlon Drive and Reed Street (north) has been assessed for suitability as a mixed use development.

Threats

• Under-utilisation of the limited land area within the centre

Improve vistas to the lake through the town square.
Tuggeranong Town Centre

Analysis: urban design and place making

Tuggeranong Town Centre’s sense of place derives from its landscape setting and its highly legible urban grid layout. The town has a distinct town feel thanks to its main street and well considered views to the surrounding hinterland. Despite this the centre has several areas which lack a desirable outlook or ‘sense of place’: car parks and vandalised public open spaces and buildings which do not address the street. The urban planning framework, or ‘bones’, is already in place. With extra development and high quality public streets the centre may become a bustling and attractive town.

Strengths

- Attractive and distinctive regional landscape setting – mountain backdrop
- Direct interface to rural hinterland/landscape areas and lake system offering recreation, landscape identity and visual amenity:
  - Lake Tuggeranong (ornamental/recreational water feature)
  - Murrumbidgee river corridor (Pine Island nature reserve)
- ‘Big country town’ feel
- Grid-based, permeable street layout
- Recent rejuvenation of Anketell Street (South life); example of vibrant streetscape
- Strongly defined urban structure
- Generous street width - boulevard potential

Weaknesses

- Parts of Anketell Street and other main commercial streets lacking full activation or amenity, e.g. blank facades, buildings turned toward car parks instead of streets
- Car parking dominates; this discourages walking and creates unattractive spaces instead of vibrant places
- Lack of connectivity to, or activation of, lake foreshore
- Town Square does not connect main street to lake as intended; visually disconnected, poor maintenance, adjacent uses do not assist with activating the area
- Issues of youth identified – lack of attractive activities, urban places - vandalism
- Several sites are undeveloped, underdeveloped or developed in a bulky scale (deposits etc) which gives the centre a lack of human scale street presence
- Weather protection (street trees and awnings) lacking
- Lack of vibrant public spaces and green spaces
- Lack of community space in the town centre – town square etc

Strong urban structure with landmarks, but car dominant (Homeworld carpark).
Opportunities

- Develop a strong street hierarchy and defined roles for all streets, to guide future development outcomes
- Recast streets as prime open space and plan for buildings to open up to streets - get rid of blank walls and add awnings
- Design finer grain architecture
- Encourage high-density infill development, and avoid under-utilisation of land area within the centre: significant capacity for increased density and residential infill to support business and employment
- Connect to existing adjacent assets – Pine Island reserve, Lake Tuggeranong
- Reduce perception of distances through streetscape design treatments
- Town Square site redesign
- Reduce vehicle space (i.e. car parks) and increase pedestrian space
- Prepare a pedestrian and cycle strategy for the centre
- Build a cycle centre (e.g. secure bike parking, lockers and end of trip facilities)
- Quality public spaces with greenery
- Create lane ways
- More on street dining, family friendly activities, more activities on the lake
- There is potential for Anketell Street to act as a pedestrian plaza – make it a social gathering place and for people to interact informally. 'People attract people'.
- Focus on beautification of the centre

Threats

- Funds required to retrofit streetscapes to improve urban design quality
A number of community facilities have been developed in Tuggeranong Town Centre to date. Many are located in a cluster of education, meeting, and culture performance spaces along the Lake Tuggeranong. The range of facilities in the centre may need to change as the population of it and the broader Tuggeranong district change over time.

**Strengths**

- The town centre serves as a social infrastructure hub for the Tuggeranong district, offering a range of facilities including education, arts, emergency services, age-specific services (child care, youth centre, seniors centre), and places of worship
- Co-location: social infrastructure planning in Canberra seeks to co-locate compatible community facilities, achieving multiple benefits. The existing college/library/community centre/art centre along Lake Tuggeranong foreshore is a generally successful example of this strategy
- New facilities are being developed, while some existing facilities are being expanded: seniors centre; CIT; Tuggeranong community health service
- A range of sporting facilities (aquatic centre, skate park) and privately run clubs are in place offering opportunities for recreation, community gathering, and entertainment
- Communities@Work, a non-profit organisation responsible for the delivery of a range of human services across the ACT, is based in the town centre

**Weaknesses**

- The centre itself has a very low residential population (589 residents in 2006)
- Current supply of childcare facilities – difficult to meet demand
- Perception that Tuggeranong Library and Lake Tuggeranong College are poorly located (their design does not promote connection with the foreshore and lacks connectivity with the main street)
- Limited space or expansion opportunities for some existing facilities (Library, Arts Centre)
- Some complimentary facilities are not clustered together (art centre is distant from outdoor stage in Tuggeranong Town Park)
- The college and library are like fortresses on the lake

A number of community facilities are co-located along the Lake Tuggeranong foreshore. Their connection to the lake and main street could be improved.
Opportunities

- Significantly increase housing within the centre to allow more people to access existing and future services. This housing might be adaptable to meet the needs of older people wishing to live near services.
- Provide diverse accommodation choices for people within and around the centre to reflect the needs of a diverse population and encourage social mix
- Be adaptable: retain existing community facilities sites and review their use over time, adapting to new services if necessary
- Investigate opportunities for the relocation and or redevelopment of some facilities (CIT, art centre, library), co-locating complimentary services wherever possible
- Create a community farm on the outskirts of the centre
- Potential for a new sporting field in Tuggeranong; this could act as a home ground for a sports team

Threats

- The ageing of the Tuggeranong population will increase demand for a wide range of services, while the number of younger people in the district is anticipated to decrease in the years ahead
- Lack of universal accessibility (pedestrian paths, disability access) to services

Access to community facilities, including good connections to transport, inviting safe pedestrian paths and universal access, should be ensured for all facilities.
Tuggeranong Town Centre

Analysis: access and movement

Currently the majority of people rely on cars to travel to Tuggeranong Town Centre, and private vehicle travel is the dominant means of getting around. Despite this, the centre has an underutilised supply of surface car parking, which represents an inefficient, expensive and environmentally unsustainable transport situation. Tuggeranong has the potential to achieve an increase in walking and cycling trips, especially short trips, through better path systems, urban design and active street development which makes the most of the town’s permeable grid street layout. Public transport usage also has the potential to be increased through network and streetscape improvements.

Strengths

- The permeable grid street layout allows people and vehicles to get around easily: the local road network in the Tuggeranong Town Centre is a relatively fine grained grid offering reasonable connectivity and access, along with easy navigation and way-finding
- The location of the Tuggeranong bus interchange provides good access to the main commercial and community facilities as well as recently developed housing in the northern area of the town centre
- No traffic congestion problems

Weaknesses

- Car parking is low cost, encouraging unsustainable car dependence and unattractive surface car parking spaces
- Car parking space is inefficient (average 62% utilisation)
- Almost 86% of work trips arriving in Tuggeranong Town Centre are coming by car (compared to approximately 81% for the ACT)
- Very low sustainable transport mode share (walk, cycle, bus) likely due to several barriers including
  - long distances to reach the centre from surrounding suburbs
  - high speed roads which act as barriers to pedestrian movement
  - poor connectivity and legibility of pedestrian and cycle networks
  - some streets are difficult to cross due to a combination of road reserve width and limited pedestrian crossing facilities
- Very low self-containment requiring residents to leave the Tuggeranong Valley to access employment
- Access points in and out of the town centre are limited (four roads)
- The centre location is not central to the Tuggeranong district, meaning passing traffic is limited
- Speed of traffic is too fast particularly in Anketel Street

The centre has a legible grid street layout. Surface car parking (left) and the bus interchange (right) are both underutilised spaces (Anketell Street looking south).
Opportunities

• Creating convenient and attractive pedestrian and cycling connections by linking existing paths and establishing new ones, for example a complete Lake Tuggeranong circuit
• Plan cycle and pedestrian connections which link the centre to surrounding suburban and recreational paths
• Employ traffic calming measures (road treatments, speed controls) and attractive street scaping (shade trees, wide footpaths) to make the centre more pedestrian friendly
• Make better use of interchange area, which currently has spare capacity as only half of the platforms are in use
• Develop underutilised car parking space. This can increase the number of people living within walking distance of work, shops and community facilities that are already within the centre and will improve environmental performance: 'Shorter trips to work enable lower energy use, less air pollution, less congestion and more leisure time'
• Slow speed of traffic in the centre to 30 km/hr
• Consider the relocation of the existing bus station (short-medium term) and electricity facility in the south of the town area, to other locations
• Improve pedestrian links throughout the town centre
• More underground parking – make it a requirement for new development to include underground parking

Threats

• Perception of need for surplus car parking space
• Pressure on road network if development of the centre increases; for example the intersection of Soward Way and Anketell Street may need to be upgraded to provide acceptable performance for traffic and public transport operations

Cycling and pedestrian facilities are good in some areas but there is room to improve connectivity and increase usage throughout the centre (Lake Tuggeranong north foreshore).
Tuggeranong Town Centre

Analysis: infrastructure and utilities

Tuggeranong Town Centre currently has sufficient gas, stormwater, electricity, sewer and water infrastructure. This planning project will generate a need to review the infrastructure provided and its ability to cope with additional development and redevelopment in the future.

Strengths:

• There are no problematic areas in the centre in terms of storm water

• There are plans (2012/ 2013) for a secondary gas main extension from Hume to Tuggeranong. This will connect into and increase pressure in the existing Tuggeranong system

• The reticulation sewers located within the centre have spare capacity which will allow for some future development

• There are no known water infrastructure deficiencies within the centre

• Sewers in the centre have spare capacity

• There are no electricity constraints in the centre

Weaknesses:

• Gross Pollutant Traps for stormwater in the centre remove gross pollutants but do not remove nutrients

• Increased development in the centre may put stress on stormwater infrastructure

• Overall Lake Tuggeranong stormwater catchment does not meet current WSUD guidelines. Proposed developments are reviewed on a ‘block by block’ basis rather than as ‘whole of catchment.’

• Development may be limited by the capacity of the truck sewer located to the west of Lake Tuggeranong

• The existing gas network may inhibit large commercial and industrial developments in the short term (prior to completion of the secondary gas main extension)
Opportunities:

- Flood studies (storm water) along the Erindale Drive corridor may find there is the opportunity for additional development
- Provide at source water treatment measures
- The existing gas network has sufficient capacity to accommodate growth in the centre
- ActewAGL will review proposed future development in the centre and incorporate it into their master planning for water and sewer if required
- The gas network will be able to meet future development needs once the secondary gas main extension is completed
- Explore the use of renewable energy sources in new developments

Threats:

- This planning project may nominate areas for development/redevelopment that is not included in ActewAGL's forward planning for electricity provision
- Areas require a strategic approach to planning – don't allow to be developer led: we need an integrated plan that considers requirements for improvements in infrastructure

Stormwater swale along Erindale Drive.
Tuggeranong Town Centre

Analysis: economics and employment

Tuggeranong Town Centre has the potential to be the retail and commercial hub for a district of over 80,000 people, however it is not meeting its full economic or employment potential. Commonwealth departments provide a strong employment base, although a high dependency on a small number of organisations presents a risk. Introducing more people into the centre – as residents as well as workers – has the potential to provide the additional market needed to support economic activity in the longer term.

### Strengths

- The town centre has a potential ‘strong internal market’ of tens of thousands of district residents. According to the Australian Bureau of Statistics (ABS) census 2006, the population of the Tuggeranong district was more than 86,000 which represents around 26% of the ACT population. Tuggeranong’s population has a relatively high income when compared to Australia as a whole and to Canberra/Queanbeyan.

- According to the Census 2006, Tuggeranong has a 3.2% unemployment rate which is significantly lower than Australia as a whole which has 5.2%; however, it is very similar to the ACT unemployment rate of 3.4%.

- Tuggeranong’s population has a relatively high income when compared to Australia as a whole and to Canberra/Queanbeyan.

- Commonwealth offices currently provide a strong employment base and drive demand for office space. The office floor-space at the town centre has increased from 29,000 m² to 123,000 m² of Net Leasable Area (NLA) between 1991 and 2010. This increment was mainly driven by Commonwealth Government offices.

- Commerce will be the driver of change, but planning needs to create the environment.

- Viability works on critical mass – population drives services and services attract people.

- Government offices are important to viability of the town.

### Weaknesses

- The Tuggeranong district’s population is projected to decline over time, which would have a negative effect on the economic turnover.

- There is a high outflow of retail expenditure from Tuggeranong. Consultants (SGS economics and planning) estimate that the Centre’s turnover would increase by around 35% if they captured the outflow of retail expenditure from Tuggeranong.

- Location of the Tuggeranong Town Centre; its position on the western edge of residential development means the Centre does not attract passing trade.

- Low employment share: Tuggeranong Town Centre currently has a low share of the overall office employment market in the ACT.

- The Hyperdome has a relatively low retail turnover density (RTD).

- Approximately 6% of the commercial floorspace in the core of the Town Centre is vacant and 7% of Services Trade Area (STA) floorspace is vacant.

- Low attractiveness of Tuggeranong Town Centre compared to competitors (e.g. Woden, Canberra city).

- Currently the reasons to come to Tuggeranong are ‘few and far between’.

- “A white elephant”

- We are concerned about vacant shops in town centre.
Opportunities

- Increase the localised market for retail
  - encourage mixed use developments which increase housing densities in and around the town centre

- Encourage additional office-based employment in the town centre – land is available

- Target market differentiation - provide what local centres and Erindale group centre does not

- Consider a business incubator such as a sustainable IT hub

Threats

- Competition from Tuggeranong’s local centres: the other providers of retail space in Tuggeranong – the local centres – are currently experiencing above average vacancy rates. If these centres increase their tenancies in ways which directly compete with the town centre this could potentially draw market share

- Oversupply of commercial land – extra competition within the centre could have negative impacts on existing retailers

- Government dependency - Tuggeranong, similarly to the rest of Canberra, is highly dependent on the Federal Government in terms of the strength of the ACT economy

- Slow employment growth – employment forecasts based on current figures suggest

- Employment in the Tuggeranong district is expected to grow at a slower rate than for the ACT and Queanbeyan region as a whole (ACTPLA)
Tuggeranong Town Centre

Analysis: environment, heritage and open space

The Tuggeranong Town Centre sits within a unique landscape setting of environmental, recreational and cultural value. Key features include Lake Tuggeranong, the Murrumbidgee river corridor including Pine Island reserve, the distinct backdrop of surrounding mountains, and various localised heritage and cultural sites highlighting the histories and creativity of the region. Numerous opportunities exist to capitalise on these assets whilst improving their environmental performance. These landscape features contribute to the character of the centre and should be reinforced and enhanced through future development and management.

Strengths

- Proximity to natural areas including the Murrumbidgee river corridor
- Wide views of the surrounding mountain ranges
- Significant heritage features in the surrounding region e.g. Lanyon homestead
- Large areas of public open space which include natural values and recreational opportunities, all of which are in accessible locations
- Existence of ecological values including threatened plant species and communities which provides interpretation opportunities
- Overall consistency of original town centre architectural colour scheme – red and white

Weaknesses

- Town centre does not connect well with the surrounding natural values despite their proximity
- Water quality problems in Lake Tuggeranong
- Large sealed areas in Tuggeranong without natural relief (i.e. parks with shade) creating increased runoff, increasing temperatures and reducing local amenity
- Pine Island is an under-utilised recreation resource – currently unsafe and not well used

Lake Tuggeranong fringed with vegetation and providing good views to surrounding ranges.

Pine Island reserve is an important resource providing a link between urban settlement and conservation landscape. It currently lacks a clear connection to the centre, feeling remote.
### Opportunities
- Emphasise the environmental and landscape context through developments and landscape treatments which reinforce views to important landscape features
- Emphasise views of the surrounding mountain ranges
- Emphasise the recreational opportunities of Pine Island by making it more visible/accessible from approaching roads
- Improve recreational opportunities around Lake Tuggeranong
- Create environmental awareness and ownership through ‘cues to care’, eco-revelatory design, and inclusive management programs
- Preserve or enhance areas of vegetation with high conservation value, or areas of perceived value important to the community: protect and interpret endangered temperate grassland sites in the region
- Explore green infrastructure and water sensitive urban design (WSUD) opportunities to improve environmental conditions
- Consideration of a whole-of-catchment approach to the management of water quality in Lake Tuggeranong
- Interpret heritage values through design cues and sympathetic development
- Activate the waterfront and consider the possibility of establishing a yacht club, an alfresco dining and promenade area
- Pine island reserve is a potential unique point of difference
- Need to plan for higher density residential – take advantage of outlook to ranges and lake
- Create more passive recreation trails
- Genuinely green, interesting, innovative design

### Threats
- Water quality impacts on Lake Tuggeranong and Murrumbidgee River through increased urban development if this does not implement WSUD systems
- Impacts on the Murrumbidgee River corridor (habitat and aesthetics) from urban expansion if this is not carried out sympathetically
- Views from surrounding high points, such as Mount Taylor, Bullen Range and the Brindabella’s may be impacted from increased development if this is not carried out sympathetically
- Presence of threatened species and heritage items posing development constraints in some specific isolated areas
- Increased development towards the river corridor may fragment habitats and reduce connectivity
- The position of Tuggeranong at the outskirts of the urban environment increases bushfire risk
- Construction in the town centres could temporarily reduce ambient environmental qualities for residents, including noise, vibration and air quality
- Further development may impact environmental conditions such as light and microclimate, impacting people and flora and fauna
Tuggeranong Town Centre summary

The Tuggeranong Town Centre has a robust urban structure (street grid) and exceptional views and vistas to the lake and mountains. The centre offers a range of services, commercial and employment opportunities but has limited residential availability. The centre is in need of change to improve its viability, vibrancy and environmental performance. Opportunities include encouraging increased development to simultaneously improve economic viability of businesses and create a more active and vibrant public realm; attractive, connected, activated streets which connect people to natural assets; and ensuring the right mix of uses to create a ‘self-contained’ town for work, recreation and living.

Strengths

- Strongly defined urban structure i.e. grid layout
- Clear urban edges (with the exception of boundary to the west)
- Some medium density housing has been developed in and around the town centre in recent years which is starting to increase the diversity of land uses and housing options within the centre; this has also increase the number of people in the centre
- Views and vistas to the mountains

Opportunities

- Significant capacity for infill and increased density to support business, increase local employment and enhance/frame/capture views
- Develop as a self sufficient town with places for work, recreation, shopping and living
- Reinforce and define the town centre’s boundary (Athllon Drive)
- Retrofit the main structure of the centre – its streets – so that they offer a permeable and uninterrupted network of walkable spaces
- Reinvent the centre’s streets with greenery, paths and water sensitive urban design to create a sense of place and character, reduce perception of walking distances and improve environmental quality
- Connect to existing adjacent assets – Pine Island reserve, Lake Tuggeranong

Weaknesses

- Lack of cohesive logic of retail/private business distribution
- Lack of well defined purpose, centrality or identity of centre
- Views to mountains and proximity of the Murrumbidgee River are neglected assets
- Pedestrian and cyclist connections to and within the centre are not clearly defined and are of poor quality
- The centre is dominated by car parks and roads, some roads create a barrier for pedestrians
- Many buildings have long blanks walls or poor street ‘address’ (turning in to face car parks) – this is unattractive and detracts from street life and safety
- Disconnection of Main Street from park and from lake (visual/activity connections needed)
- Potential development limitations (the Territory Plan recommends a maximum building height of four storeys)

Threats

- Under-utilisation of the limited land area within the centre
- Funds required to retrofit streetscapes to improve urban design quality
NATURAL ASSETS – Lake Tuggeranong, the Murrumbidgee river corridor and the Brindabellas beyond are all unique features which the Centre should visually / physically connect to.

LAKE FORESHORE – currently under-utilised / disconnected space. Opportunity for increased activation and continuous public access.

ANKETELL STREET – opportunity to strengthen as a fully activated pedestrian friendly ‘main street’ with clear connections to key destinations.

TOWN SQUARE – awkward space, not linking main street / commercial to lake as intended, needing work, a potentially important central public site.

HYPERDOME – a large ‘anchor’ and activity generator, with potential to activate surrounding streets. It’s current scale interrupts the street grid.

COMMERCIAL / TRADES / INFRASTRUCTURE – a mix of low-value uses; more efficient/high order land uses desirable. Can improve streetscapes.

EMPLOYMENT – offices provide important employment ‘anchor’ and enjoy good location, opportunity for more attractive links (street) to commercial centre.

Key

- primary access points / routes
- secondary access points / routes
- access barriers / problem spots
- views
- retail
- recreation
- community / education
- residential
- open space
Erindale Group Centre

Analysis: planning and land use

Erindale Group Centre provides many services and facilities such as retail, education, entertainment, recreation and medical facilities which are well used by the surrounding community. It is important to ensure these services and facilities are retained whilst improving the attractiveness and walkability of the centre by improving pedestrian connections, encouraging shops to front out onto public areas and improving landscaping.

Strengths

- Some specialised housing (Yallum Gardens) positioned with convenient access to community facilities and shops
- Diverse mix of land uses and urban/spatial typologies
- Unsuspected and interesting uses in some buildings i.e. hairdressers in old car wash office
- Erindale is a ‘friendly centre’ – it is ‘little enough but big enough’
- Erindale benefits from a developed road hierarchy that minimises through traffic

Weaknesses

- Little sense of arrival i.e. when do you arrive in the centre and where is the main entrance?
- Limited diversity in terms of housing choice. The majority of the Tuggeranong area’s housing stock is single detached dwellings, with only around 2% of the households being apartments
- Pedestrian and cyclist connections within the centre are not clearly defined and are of poor quality
- Pedestrian and cyclist connections between the centre and parts of the surrounding residential areas are poor
- Noted that pedestrians crossing Sternberg Crescent avoided using the underpass, preferring to cross the road at an unmarked crossing
- The centre is dominated by car parks and roads, some roads create barriers for pedestrians
- Few facilities for cyclists, yet schools and residences in close proximity
- Long blanks walls unattractive
- Neighbourhood house/community facility located on extremity of centre and appears to be underutilised – opportunity to relocate, en-liven
- Some parts of the centre are ‘ill defined’ … a ‘no man’s land’
- Lack of healthy food options

Blank wall in the Erindale Centre. There are quite a number of streets that have blank walls facing them. This makes the area feel unsafe and unattractive.
### Opportunities

- Significant capacity for infill and increased density to support business and employment
- Encourage new buildings to be adaptable in terms of uses
- Greenery, trees, planting could assist in creating a sense of place and character for the centre
- Improve way finding and pedestrian and cyclist experience
- Potential for a fresh food market and a proper day-time food precinct

### Threats

- Under-utilisation of land in centre

The dominance of car parking in the centre is a weakness as it makes for undesirable pedestrian environments.
Erindale Group Centre

Analysis: urban design and place making

Erindale Group Centre has a local relaxed character which has evolved over time. It is not one coherent place but consists of a diverse mixture of shops, facilities and some open spaces, which are mixed in their quality and character. Getting around the centre – its legibility – is not clear. Although the centre is not vast, the absence of clear street patterns and the dominance of car parking can make it impractical to walk around the centre. Nevertheless, it is a valued local place where people meet (for example on Gartside Street or within the shopping centre). Significant potential exists to provide high quality relaxed spaces where people can enjoy this place and take pride in it.

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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</table>
| • Scale of Erindale Centre is in keeping with ‘group centre’ hierarchy – has a sense of being convenient, central, relaxed and low key, ‘organic’ | • Poor legibility and structure:  
  - front of house/back of house functions are not clearly delineated  
  - commercial uses not always appropriately located for good access or amenity (especially Gartside Street)  
  - pedestrian paths ill-defined and indirect where they exist  
  - inefficient and wasted space – pockets of space between buildings and infrastructure which are not utilised  
  - disconnected built form |
| • Valued local urban hub | • Perception of distances around centre – large expanses between functions which are not inviting for pedestrians |
| • Range of complimentary, co-located community facilities and health facilities clustered within walking distance | • Surface car parking dominates site; this dictates movement and it is unattractive |
| • Centre offers some spaces for public interaction – plaza, urban open space, and within the internally focussed Erindale shopping centre environment | • Public transport facilities appalling – location poor, amenity pitiful, unsafe (Comrie Street bus) |
| • Lively – vibrant, activated, thriving precinct in certain areas and at certain times of the day (centre) and night (Gartside Street) | • Quality of architectural fabric and surrounding spaces lacking (tired) |
| • Diverse user group – school youth, elderly, family, health/sport niche market | • Relationship to Erindale Drive not resolved (pedestrian bridge in place but connectivity not ideal, address) |
| • Existing locations (takeaway food strip, youth quarter etc) have ‘good bones’ and just need modest refinements. | • Not well lit at night |
| • Partially defined /precincts’ within the centre – takeaway food/cafeteria area, youth-based area. Recreation area, residential area etc | • Limited sense of ‘street’ life or outdoor vibrancy – shopping centre typology dominates, no ‘café culture’ or places to ‘stay’ |
| • Evidence of flexible adaptation of built form for different uses | • Erindale Centre looking tired |
| | • Erindale has no central park/square; nothing to give it a feeling of township or amenity |
Opportunities

- Many functions already in place – much scope for urban design improvement and additions to link existing facilities
- Scope for redevelopment of car park space for additional new facilities and improved public civic spaces
- Improvements to built fabric can be made (redevelop/retrofit)
- Build on good management relations and diversity (young, old, family hub)
- Create a main gateway/entrance/arrival point at the existing footbridge
- Retain and enhance the youth-focussed precinct
- Reduction of ‘vehicle space’ and increased pedestrian space
- Opportunities for more housing and more compact housing types within the centre so current residents can age in place if they choose
- Build on the existing co-located facilities e.g. add cafe with out-door eating and plaza area with public art. Ensure view to the hills is maintained
- Introduce more greenery throughout the centre including in the car parks
- More lighting
- We need to plan for areas for young people to hang around – seating, different types of shops, food outlets
- Gartside Street – would be good to have a nicer outlook and an outdoor dining area

Threats

- Possible resistance to change – car parking, built density, possible (perceived) loss of small ‘local’ character
- Financing improvements

The centre has diverse attractions (shopping, education and community facilities with a health focus) but few outdoor spaces to link them. This space starts to link key public urban spaces, uses and offers places to meet and stay, however the centre would benefit from a more comprehensive system of public urban spaces.

‘Dining precinct’: a vibrant active space in the evening, but designed for cars instead of pedestrians (Gartside Street dining strip).
Erindale Group Centre

Analysis: social infrastructure and demographics

The Erindale centre offers a very good range of community facilities, several with a youth focus. If the demographic shifts projected for Tuggeranong take place - resulting in an ageing population - residents would potentially require different specialist infrastructure whilst demand for youth-orientated facilities may decline.

Strengths

- The Erindale Centre serves as a social infrastructure hub for much of North Tuggeranong, offering a range of facilities including education, arts, age-specific services (child care, youth centre) and places of worship
- The Gugan Gulwan Youth Aboriginal Corporation is located within the centre, providing services to the whole ACT
- The combined Erindale College, library, theatre, and leisure centre facility is a good example of ‘co-located social infrastructure’ – combining complementary community facilities within walking distance of each other. Advantages of co-location include shared car parking and the ability to be a ‘one-stop-shop’
- Several of the community facilities and businesses have developed successful management relationships and partnerships
- A cluster of public housing adjacent to the centre is well located to access these services

Weaknesses

- The centre itself has a modest residential population (430 residents in 2006)
- Current supply of childcare facilities – difficult to meet demand

Erindale has a strong cluster of community facilities catering to different age groups and needs (the buildings shown in colour have a recreation, education or community focus).
Opportunities

- Significantly increase housing within the centre to allow more people to access existing and future services. This housing might be adaptable to meet the needs of older people wishing to live near services
- Provide diverse accommodation choices for people within and around the centre to reflect the needs of a diverse population and encourage social mix
- Be adaptable: retain existing community facilities sites and review their use over time, adapting to new services if necessary

Threats

- The ageing of the Tuggeranong population will increase demand for a wide range of services, while the number of younger people in the district is anticipated to decrease in the years ahead
- Lack of universal accessibility (pedestrian paths, disability access) to services
Erindale Group Centre

Analysis: access and movement

Erindale Group Centre benefits from a central location, making it highly accessible for public transport connections, convenience shopping and access to services. Current transport is highly reliant on car use, however, with pedestrian and cycle connections being compromised by a dominance of car parks, roads and poor provision of paths. Access can be improved through better ‘active transport’ infrastructure (path networks, lighting, public transport facilities) and more efficient car parking options.

Strengths

- The ACT Strategic Public Transport Network Plan notes that an interchange at Erindale is a key short-term priority
- Centrally located centre attracts passing traffic – good for public transport use and economic viability
- Corridor location – ‘on the way’ to/from Tuggeranong
- Ease of access and convenience is key - close to surrounding suburbs

Weaknesses

- Car parking is free in Erindale, which supports unsustainable levels of car dependency and can cause some isolated congestion issues. The centre is dominated by car parks and roads, to the extent that some roads create a barrier to getting around:
  - car parking and traffic has some peak hot spot problems
  - Gartside Street evening trade congestion
  - people driving at high speeds within Centre
  - entrance roundabout congestion (Erindale Drive/Sternberg Crescent)
  - congestion and overflow parking during special events at Vikings
- Low cycling and pedestrian trips, likely due to several barriers including:
  - long distances to reach the centre
  - limited crossings over Erindale Drive
  - large roundabouts
  - poorly linked / uninviting underpasses
  - lack of legible or attractive routes within the centre. This can result in a perception of long distances which do not promote walking
- Walking environment is poor - need wider, well maintained footpaths, clear routes to schools, recreation facilities, safe crossings and signage
- The current Erindale bus interchange on Comrie Street has a number of problems associated with bus operation (conflicts) and station quality (blank wall)
- Taxi rank poorly located
- Traffic in Erindale and the noise that it generates is an issue
- Poor parking options, dangerous traffic system

Example of disjointed paths on Ricardo Street. Clearly defined and attractive paths are needed for safe universal access, making the centre pedestrian and cycle friendly.
Opportunities

- Upgrade the public transport network to increase frequency of services to facilitate a frequent rapid route. A new Erindale interchange will provide a direct connection between these rapids and the Tuggeranong local network. Feasibility is being done to examine bus route network, priority facilities, station location, park and ride facilities, and bike and ride facilities. Opportunities for complementary urban design and land use (safe and convenient pedestrian connections, park and ride, high quality station design).

- Erindale car parking is not used to capacity (average 68% use, measured in school holidays) and is scattered throughout the centre – opportunities to revise parking provision to achieve better quality spaces and still meet parking demand.

- Opportunity to improve amenity of the centre by creating streets with car parking structures behind or at basement level.

- Redevelop the Erindale Centre to have a denser grid road network allowing better pedestrian access and penetration – create an attractive and legible pedestrian environment.

- Increase residential development in the centre to support improved public transport service.

- More housing and more compact housing types in the centre so current residents can age in place if they choose.

- Slow speed of traffic in centre to 30 km/hr.

- Establish a wayfinding/legibility system, to assist pedestrian and cyclist based movement through the centre.

- A bus station adjacent to the footbridge.

- Improve pedestrian access in the centre.

- Introduce traffic calming.

- Encourage students to walk or cycle to school.

- Bus interchange could become a catalyst for social gathering spaces and economic activity.

Threats

- Community sentiment to retain car parking.

- Current congestion levels interfere with the operation of public transport in some parts of the study area, increased development in Erindale may increase congestion (but increased public transport availability may balance this).

- Conflicts between different land uses (commercial noise and residential development – quality construction will be required to soundproof new developments).

- Plans for new development would require improvements in roads.

Existing Comrie Street bus station. Opportunities exist to improve facilities to create a central, safe, well serviced public transport interchange.
Erindale Group Centre

Analysis: infrastructure and utilities

Erindale Centre currently has sufficient gas, stormwater, electricity, sewer and water infrastructure. This planning project will generate a need to review the infrastructure provided and its ability to cope with additional development and redevelopment in the future.

### Strengths

- No problematic areas in terms of stormwater
- The sewers located to the east and south of the centre have spare capacity
- The existing gas network has sufficient capacity to accommodate growth in the centre
- There are plans (2012/2013) for a secondary gas main extension from Hume to Tuggeranong. This will connect into and increase pressure in the existing Tuggeranong system. The Tuggeranong gas network will be able to meet future development needs once the secondary main extension is completed
- There are no known water infrastructure deficiencies within the group centre

### Weaknesses

- Overall Lake Tuggeranong stormwater catchment does not meet current Water Sensitive Urban Design (WSUD) guidelines. Proposed developments are reviewed on a ‘block by block’ basis rather than as ‘whole of catchment’
- There are a number of sewers in the group centre that are functioning at near capacity including the main located to the northwest side of the shopping centre
- The existing gas network may inhibit large commercial and industrial developments in the short term (prior to completion of the secondary main extension)

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Stormwater swale along Erindale Drive – may have opportunities for development and to improve water treatment and quality.
<table>
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<td>• ActewAGL will review proposed future development in the centre and incorporate it into their master planning for water and sewer if required</td>
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<td>• The gas network will be able to meet future development needs once the secondary gas main extension is completed</td>
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<table>
<thead>
<tr>
<th>Threats</th>
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<td>• Increased development in the centre may put stress on stormwater infrastructure</td>
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</table>
Erindale Group Centre

Analysis: economics and employment

Erindale Group Centre is thriving as a provider of specialist retail and health services (food, sport and medical). Ensuring sustained economic performance for this group centre means building on its strengths: convenient location; focussed but sufficiently diverse range of services; and offerings which cater to a mixed demographic.

Strengths

- The Erindale Shopping Centre is one of the strongest performing shopping centres in Canberra, according to economic data, it enjoys the highest retail turnover by floor space ($13,458 per m²), compared to other group centres.

- The Erindale services trade area has a very low vacancy rate of only 0.9%, while the Erindale core has a 4.6% vacancy rate; overall, only 3.4% of total commercial floor space in the Erindale Group Centre is vacant; this is significantly lower than the average rate of 6.3% for group centres across the ACT.

- The low employment rate and relatively high income of Tuggeranong district residents (compared to national averages) is advantageous.

- The central location of the centre adds to its attractiveness as a convenient place to shop and access regular services.

- The centre offers a mix of services and goods which appeal to young and old, ensuring the centre can attract users (and market share) at different times of the day and night.

- The centre has an emerging function as a specialist services cluster (health and medical facilities), making the centre an attractive one-stop-shop with complimentary co-located services on offer.

- One stop shopping.

- Gartside Street food precinct busy at night.

Weaknesses

- There is limited space for expansion of retail and other mixed uses at Erindale.

- Erindale Centre does not have the capacity to become a major employment centre compared to Tuggeranong Town Centre due to space limitations.

Erindale’s convenient food retailing is an economic success.
Opportunities

- Develop under-utilised land and improve infrastructure to build on current demand and ensure continued economic growth
- Continue to encourage investment and expansion of complementary services to cement Erindale’s position as the place to cater to health needs (exercise, medical and allied health) and food retailing in particular
- Erindale more focussed on convenience shopping and health – this gives it a different purpose and market compared to Tuggeranong Town Centre

Threats

- Not meeting the critical mass of residents to support a vibrant economic and employment hub if development is not supported (for example if building heights are severely restricted)
- Competition from Tuggeranong’s local centres; the other providers of retail space in Tuggeranong – the local centres – are currently experiencing above average vacancy rates. If these centres increase their tenancies in ways which directly compete with Erindale this could potentially draw market share away from the group centre
- Increased internal competition (development) leading to oversupply and rising rental prices (however current strengths suggest this threat is not high)

Co-located exercise, medical and allied services provide a one-stop-shop for health.
Erindale Group Centre

Analysis: environment, heritage and open space

The Erindale Group Centre is dominated by urban infrastructure and hard surfaces (car parks, roads and buildings) which are relieved to a limited extent by pockets of green space, street plantings and large areas of adjacent open space to the north and west. The open space and environmental conditions within the centre can be greatly improved as well as its overall landscape outlook.

Strengths

- Some glimpses of regional landscape and mountain backdrops (limited by low heights of development)
- Proximity to large areas of open space (school grounds and stormwater management areas)
- Attractive existing vegetation (mixture of native and exotic species) in some areas
- Interesting heritage feature – skate park construction (Malcolm Munro designer)

Weaknesses

- Limited views of surrounding natural areas from within Erindale centre
- Limited visual presence within the landscape – the centre is hidden away
- Large proportion of surface car parking creating increased runoff, increasing temperatures and reducing local amenity
- Some areas lacking vegetation or landscape quality – patchy, lacking visual coherence or environmental value

Erindale centre’s only heritage site – the skate park – offers potential as a unique urban open space feature.
Opportunities

• Improve visual presence of the centre from main approach routes
• Capture potential views to surrounding mountains (building height and orientation) and create more accessible physical linkages for pedestrians and cyclists
• Explore green infrastructure and water sensitive urban design opportunities to improve environmental conditions
• Improve access to quality green open spaces within the centre, for example new pocket parks and playgrounds, linear green links with tree planting; apply WSUD (Water Sensitive Urban Design) features to improve environmental conditions, increase environmental awareness and make the centre a pleasant place to stay
• Create better links to adjacent open spaces (to the west of the centre and Erindale Drive)
• Ensure the water quality reaching Lake Tuggeranong is considered (run-off and WSUD measures)
• Consider WSUD measures which can help adjacent open spaces to stay green
• Highlight the presence of a unique heritage landscape feature – the skate park – as part of urban open space provision

Threats

• Construction in the town centres could temporarily reduce ambient environmental qualities for residents, including noise and vibration
• Possible effects of climate change - increasing temperatures, less overall rainfall and more extreme rainfall events (flooding) – could make the centre’s outdoor environment less habitable (especially surface car parks)

Vegetation within the centre is of mixed environmental and aesthetic quality, ranging from well established to poor. It is generally subservient within a landscape of hard surfaces and infrastructure.
Erindale Group Centre summary

Erindale Group Centre provides many valued services such as community facilities, retail, education, entertainment, recreation and medical facilities which are well used by the surrounding community. Future planning and urban design changes have the opportunity to build on these strengths by: improving and defining the public domain (streets, car parks, public spaces); making the centre easier and more attractive to access and walk around with better public transport and encouraging future development which can enhance the economic viability and quality of the centre. Keeping the current ‘low-key’ feel and relaxed quality of the centre is important.

Strengths

- Diverse mix of land uses and urban/spatial typologies
- A friendly centre – low key, relaxed place where people like to work and shop
- Convenient – centrally located and offering a range of services in one place
- Gartside Street precinct at night
- The centre is one of the strongest performing shopping centres in Canberra, according to economic data
- Erindale Centre currently has sufficient gas, stormwater, electricity, sewer and water infrastructure, with no major infrastructure constraints to further development

Opportunities

- Significant capacity for infill and increased density to support business and employment
- Encourage new buildings to be adaptable in terms of uses
- Greenery, trees, planting could assist in creating a sense of place and character for the centre
- Improve way finding for better pedestrian and cyclist experience
- Improve visual presence of the centre from main approach routes
- Continue to encourage investment and expansion of complementary services to cement Erindale’s position as the place to cater to health needs (exercise, medical and allied health) and food retailing in particular
- Redevelop bus station, with opportunities for ‘transit oriented development’

Weaknesses

- Pedestrian and cyclist connections within the centre and to surrounding residential areas are not clearly defined and are of poor quality
- The centre is dominated by surface car parks and roads. These are inefficient, unwelcoming, environmentally undesirable and present barriers for pedestrians
- Elements of the public domain are lacking: mixed success of “plaza” (lining Erindale Shopping Centre Erindale Library), poor lighting, limited seating, some traffic and parking issues
- Some buildings have blank walls and servicing/delivery/waste areas which clash with pedestrian use and are unattractive
- Some areas lacking vegetation or landscape quality – patchy, lacking visual coherence or environmental value
- Limited visual presence within the landscape – the centre is hidden away and entrances or ‘gateways’ are not clear
- Bus station condition and location on blank façade

Threats

- Under utilisation of land in centre
- Increased internal competition (development) leading to oversupply and rising rental prices (however current strengths suggest this threat is not high)
GARTSIDE STREET – lively food retail, opportunity to improve car traffic and public domain quality

MCBRYDE STREET – opportunity to define as centre entrance and redevelop with bus station/streetscape/new buildings

ERINDALE SHOPPING CENTRE – popular, opportunity to improve adjacent spaces and linkages

COMMUNITY FACILITIES – good range of facilities with youth/health focus, opportunity for complimentary additional facilities

LEISURE CENTRE / SCHOOL / LIBRARY – quality facility, could be better connected to rest of the centre

BUSINESS PARK – high potential for redevelopment
Erindale Drive summary analysis

Erindale Drive is a generously proportioned road corridor linking the Erindale Centre with Tuggeranong Town Centre. It was originally designed with the potential for road duplication, however traffic flows have not necessitated this, leaving an under-utilised open space. This space has the potential to become an enhanced linear park incorporating ‘green infrastructure’, better pedestrian and cycle links and strategically located development. The sweeping quality of the road and the views (particularly travelling west) should be retained.

Strengths

• The views when travelling west: the distinctive red roofs of Tuggeranong in the foreground and a striking distant mountain backdrop
• Space: generous corridor width sufficient to allow for change/intensified use
• Some quality spaces and legibility (trees)
• Established east-west pedestrian/cycle route (north side of corridor only)
• Part of a road heirachy which minimises through traffic

Weaknesses

• Erindale Drive is a relatively high speed environment that has very limited crossing opportunities; walking trips to the Erindale Centre from the south are likely to be impeded by Erindale Drive; pedestrian crossings (one overpass and two underpasses) have limited place making qualities and are not desirable from a CPTED point of view
• Quality of corridor poor along some sections: ‘placeless’ grass, easement spaces, wasted potential
• Relationship of corridor to context sometimes poor: interface with Erindale Centre and with suburban housing for example
• Connectivity from road corridor to Erindale Centre is particularly poor due to distance, lack of legibility/interest/quality of route

Opportunities

• Improve quality of views from approach routes and main intersections leading to the centres (e.g. Ashley Drive and Drakeford Drive)
• Ensure views to the mountains are maintained
• Install signage along the shared path with distances, travel times and points of interest
• Possible space for a community garden – if access issues can be resolved
• Enable safe walking and cycling access to the schools and recreation facilities along the route
• Install a safe pedestrian crossing at the intersection of Ashley Drive and Erindale Drive
• Possible sites for infill housing adjacent to western entrance to Erindale Centre
• Explore green infrastructure and water sensitive urban design opportunities to improve environmental conditions: solar energy, biofiltration and wetlands
• Establish Erindale Drive as a major public transport corridor: build a dedicated public transport lane, integrate high quality stations/ stops, explore the feasibility of transit oriented development to support this
• The Strategic Public Transport Network Plan identifies three major stop locations on Erindale Drive
• Long term public transport: Erindale bus station interchange and space needed for this could be accommodated here
• Is there a need to duplicate Erindale Drive?
• Build better public transport (light rail or monorail)

Threats

• Under-utilisation of the limited land area within the centre
• Funds required to retrofit streetscapes to improve urban design quality

Evidence of ‘desire lines’ (foot tracks) within the corridor suggest need for additional footpaths and opportunities for additional uses.
MAIN INTERSECTIONS – the main intersections and crossings along Erindale Drive currently lack a defined sense of entry or ‘identity’ – their function as gateway markers to connecting areas e.g. Erindale Centre, could be enhanced.

AREAS OF OPEN SPACE – currently functioning as stormwater and pedestrian / cycle spaces. Opportunities for enhancement of environmental value, landscape quality, and potential development.

TRANSPORT – currently single high speed road carriageway road and single cycle / pedestrian path. Excellent westerly views. Opportunity to improve pedestrian / cycle paths, dedicated bus lane.

FUTURE TRANSIT NODES – potential for underutilised space to become transit oriented nodes when rapid bus route is fully operational (2031).

Key

1. primary access points / routes
2. secondary access points / routes
3. access barriers / problem spots
4. views
5. retail
6. recreation
7. community / education
8. residential
9. open space
4. What Next?

This analysis report will be used as the basis for subsequent consultation, design and planning. It will:

- be published on the project web site, where members of the community are invited to provide comment
- be used as a resource for stakeholders (government agencies and organisations) to provide additional comment
- be used as part of ongoing community consultation events, including activities with schools
- provide the knowledge base for the next phase of work – developing a vision for the areas, devising key design and planning principles to achieve the vision and detailed ‘scenarios’ for future change
- become part of the final master plan which is published by ACTPLA. The master plan will present this analysis (‘what exists’) alongside a preferred scenario or master plan (‘what could exist’), to illustrate how strengths are enhanced, how weaknesses are addressed, how opportunities are acted on, and how threats are managed.
5. References


ACT Department of Urban Services (2001) Tuggeranong Lakeshore Master Plan, Canberra ACT Government

ACT Government (2010a) The Canberra Spatial Plan

ACT Government (2010b) Time to Talk Canberra 2030 Outcomes Report

ACT Government (2010c) Territory Plan


ACT Planning and Land Authority (ACTPLA) (2009a) Employment location in Canberra

ACT Planning and Land Authority (ACTPLA) (2009b) Retailing in Canberra, Background Paper

Business Tuggeranong 2009c, Draft Tuggeranong Master Plan


Legislative Assembly 2010, Fact Sheet – Number 1: A brief history of self-government in the ACT, Legislative Assembly for the Australian Capital Territory, Canberra


NCDC 1984b, Erindale District Centre Policy Plan Development Plan, National Capital Development Commission, Canberra

NCDC 1984c, Tuggeranong Town Centre Policy Plan Development Plan, National Capital Development Commission, Canberra


Interview with D. Wright, Land and Property Services, Section, 25 November 2010

Interview with M. Quirk, ACT Planning and Land Authority, Development Policy Section, 25 November 2010
6. Appendix

( NCDC initial planning for Tuggeranong Town Centre)
<table>
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<tr>
<th>ELEMENT</th>
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| 7. Core access provided by system of loops. Connectivity achieved through undercroft parking. | - Creates traffic free environment in main pedestrian areas.  
- Minimises traffic intrusion in core.  
- Allows generally unimpeded access by pedestrians to lake foreshore and town square. | ![Diagram](attachment://image1.png) | - Connected grid or other system would allow improved traffic distribution to lake foreshore areas.  
Connectivity relies on retail developer co-operation. |
| 8. Major east-west pedestrian spine linking lake (a town square) with river corridor. | - Based on logical desire line.  
- Related to natural features (Urambi & Strangr).  
- Can be used as major structuring element.  
- Provides link between main street and town square. | ![Diagram](attachment://image2.png) | |
| 9. A ‘Main Street’ be established containing mainly hard edged mixed commercial uses. A busy street of shops and services with other uses (e.g. offices and housing). Above character is achieved through continuous but modulated facades, colonnades and pitched roofs. | - Re-establishes a traditional Australian concept in T.T.C.  
- Can operate as a dominant axis within grid.  
- Conforms to existing Urambi-Strangr tree axis.  
- Helps in expressing the identity of the centre and provides good address to the core.  
- Contributes a lively, urban environment.  
- Provides the opportunity to satisfactorily accommodate secondary retailing uses.  
- Can relate effectively to other major core elements e.g. E-W spine & a town square, and mall arcades. | ![Diagram](attachment://image3.png) | - Difficulty in reconciling character of main street with scale and bulk of retail mall.  
- May spread uses too far and make concept of consolidated hub difficult to achieve. |
| 10. An intensive town park on the north side of town square and related to lake. | - Allows convenient public access for town centre users to recreation facilities.  
- Allows good integration of open space and recreation uses with other major town centre activities.  
- Provides facilities in core of town which encourage weekend and evening use of facilities.  
- Allows a gradation of open space and recreation activities from intensive adjacent to core to preserve at northern end. | ![Diagram](attachment://image4.png) | |
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<tr>
<td>11. Offices to be developed generally in landscaped office park environment.</td>
<td>* Attractive and different setting for office development. * Flexible and comprehensive system which can cater for a variety of office sizes and office uses. * Open space component can link to town centre open space system including foreshore uses.</td>
<td><img src="image" alt="ILLUSTRATION" /></td>
<td>* Landtake will increase in order of 25% less efficient use of land to be traded off with better environment. * Increased landtake/lower densities results in increased walking distances to over 350 metres. * Not consistent with &quot;Neud-Edge&quot; core concept.</td>
</tr>
<tr>
<td>12. Secondary retailing to be co-located with prime retailing core.</td>
<td>* Avoids competing &quot;Retail - Presence&quot; in trades area. * Contributes to activity mix in core and increases convenience and accessibility. * Achieves a link between prime and secondary retailing uses.</td>
<td><img src="image" alt="ILLUSTRATION" /></td>
<td>* Lease enforcement may be difficult. * Location, vis a vis offices prime retail and other uses important.</td>
</tr>
<tr>
<td>13. A trades and depots area be established to accommodate legitimate services, trades, and depots at southern end of site.</td>
<td>* Area still required for legitimate service industries, storage, automotive uses, depots etc. * Southern end of site is least attractive and suitable for depots etc. * Allows quick truck access without entering balance of town centre site.</td>
<td><img src="image" alt="ILLUSTRATION" /></td>
<td></td>
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<tr>
<td>14. Special development area between town centre edge and river corridor to accommodate broad acre institutional uses where on site treatment of run off &amp; effluent is visible.</td>
<td>* Allows uses complementary to town centre and compatible with river corridor to be accommodated. * As an interface zone provides an opportunity for transitional uses between river corridor and town centre.</td>
<td><img src="image" alt="ILLUSTRATION" /></td>
<td>* River catchment location and visual relationship may generate hostile public concern on environmental issues.</td>
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<tr>
<td>15. Residential opportunities to be provided in the town centre with relationship to lake. Where possible.</td>
<td>* Will lend some economic support to commercial and community facilities. * Contributes to lively character particularly evenings and weekends. * Increases the range of housing options available in Canberra.</td>
<td><img src="image" alt="ILLUSTRATION" /></td>
<td>* Does town centre land have greater value for higher and better use. i.e. residential is most dispensable.</td>
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