

SUPPORTING REPORT

MAJOR TERRITORY PLAN AMENDMENT

BLOCKS 5, 6 & 11 SECTION 19 FORREST

FEBRUARY 2025



PURDON

Prepared By:

Purdon Planning Pty Ltd

ABN 53 653 124 442

Tel 02 6257 1511

purdons@purdon.com.au

www.purdon.com.au

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1.0 Executive Summary

This Supporting Report, prepared by Purdon, on behalf of the Waldren Group, accompanies an application for a Major Plan Amendment (MPA) seeking to amend the Territory Plan for Blocks 5, 6 & 11, Section 19 Forrest. Currently utilised for hotel accommodation and low-density residential development, the sites are proposed for redevelopment into a high density mixed-use residential development.

The MPA aims to rezone the subject sites from CZ6 – Leisure and Accommodation and RZ1 – Suburban, to CZ5 – Mixed Use, along with incorporating additional specifications in the Inner South District Strategies that identifies Section 19 as a Key Site. CZ5 zoning is deemed most suitable due to its alignment with the zone's objectives of promoting higher density residential development near transport corridors, commercial hubs, and employment centres. The site's proximity to Canberra Avenue, the future light rail station at Sydney Avenue, the Manuka shopping precinct, and the Barton employment hub supports this zoning choice. The analysis provided within this report demonstrates the amendment's impact of the zoning change. The analysis concludes that the loss of CZ6 land would not adversely impact the overall supply of sites for entertainment, accommodation and leisure facilities.

The indicative development proposal presented with this MPA is for Blocks 5, 6 & 11 and includes five residential buildings containing approximately 237 units and a small area dedicated the ground floor for commercial uses on Block 11. The indicative proposal demonstrates that the sites are capable of meeting various strategic planning policies and can mitigate impacts of higher density through design. By treating the three blocks of Section 19 as one block which is sandwiched between National Circuit and Dominion Circuit, development of overall built-form strategies results in cohesive outcomes. The design strategy employs a stepped massing approach, transitioning from 10 storeys along National Circuit to 5 storeys at the centre of the site before rising to 8 storeys along Dominion Circuit. This permits visual breaks and setbacks to transition between the heights.

The indicative development proposal also achieves approximately 37.7% deep soil zone collectively across the blocks, with efficient basement car parking for residents and visitors along with minimal breaks in the street verge through strong vehicular movement strategies. The design and siting of the built form has undergone several iterations to achieve best habitable outcomes. Overall, 71.3% dwellings achieve over two hours of direct sun during winter solstice, while 81% of dwelling achieve natural cross ventilation.

The indicative development aims to demonstrate the feasibility of rezoning and increased density. A detailed design process will be undertaken during the design and siting stage of the Development Application, following the approval of the amendment and subsequent rezoning of the site.

Strategically, the MPA aligns with ACT planning objectives by facilitating high density urban infill with minimal impacts to the larger urban grain. It also aligns with the Inner South District Strategy which identifies the Section 19 as a Key Site with the potential to rezone several blocks zoned as CZ6 and RZ1, to CZ5.

This is best suited for the subject site, as one of the key objectives of the CZ5 zone is to encourage higher density residential development in locations with convenient access to transport corridors, and commercial and employment centres. The sites are within 550m of the proposed Sydney Avenue light rail stop and 500m from Manuka shopping centre. It is also within short walking distances to Telopea Park School, Forrest Primary School, recreational areas, and the Barton Office Precinct. The proximity to these key amenities further supports its suitability for urban redevelopment.

These factors are consistent with key ACT planning documents including the ACT Planning Strategy 2018, Statement of Planning Intent, and Inner South District Strategy. Additionally, the proposal’s sustainable strategies also align with goals outlined in the ACT Climate Change Strategy and Living Infrastructure Plan.

Assessment of the impact of the proposed MPA has been undertaken and is also addressed in this report. Impacts considered as part of this analysis include:

- Metropolitan implications,
- Socio Economic Impacts
- Alternative residential zones,
- Commercial uses,
- Potential local area land use conflicts,
- Building height,
- Density,
- Visual Impact,
- Overshadowing,
- Transport,
- Traffic & Parking,
- Noise,
- Infrastructure and utilities,
- Land contamination,
- Bushfire and Emergency Services,
- Employment, and
- Heritage.
- Climate Change Initiative

Overall, the investigations confirm that rezoning the sites for CZ5 mixed-use (predominantly residential) purposes is appropriate and will generate significant social, economic, and environmental benefits.

The proposed MPA and accompanying indicative development proposal reflect a strategic approach to urban development, expanding residential options while aligning with sustainability goals and community engagement principles outlined in ACT planning frameworks.

Furthermore, this amendment is expected to have minimal impacts on the overall supply of sites designated for entertainment, accommodation, and leisure facilities. As outlined in multiple chapters in this document, the assessment underscores the pressing need to increase residential supply to accommodate growing housing demand. Given these considerations, the proponent team recommends that EPSDD support the proposed amendment to the Territory Plan.

2.0 Introduction

2.1 Purpose

This Supporting Report has been prepared by Purdon for Waldren Group in support of a major plan amendment (MPA) to the Territory Plan 2023 in accordance with Part 5.2 of the *Planning Act 2023*. The MPA is proposed to allow for a mixed-use residential development over the current uses of the blocks listed below:

- Block 11, Section 19 Forrest from *CZ6 Leisure and Accommodation* to *CZ5 Mixed Use*
- Blocks 5 & 6, Section 19 Forrest from *RZ1 Suburban* to *CZ5 Mixed Use*

These blocks form the ‘subject sites’.

This report addresses information requirements set out at Section 55 of the *Planning Act 2023* and accordingly sets out the following:

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

The application seeks to rezone the subject site from CZ6 Leisure and Accommodation and RZ1 Suburban to CZ5 Mixed Use to permit residential, commercial and community development on the site up to ten storeys, which is consistent with the character of the surrounding land as well as government policy pertaining to urban consolidation, infill and housing choice.

The following project objectives were developed to capitalise on the site’s surroundings, diversify local offerings and achieves design excellence:

- Respond to strategic planning directions for Canberra’s future
- Provide a site-responsive and high-quality built form
- Avoid and mitigate potential impacts on adjacent areas
- Foster a strong sense of place and identity
- Provide highly useable and quality communal open spaces
- Allow for sufficient solar access for future development
- Respond to the site’s position along the future light rail network

This report is also supported by the following information:

- Appendix A – Architectural and Landscape drawing pack prepared by Stewart Architecture and CLC

2.2 Background

Blocks 5 & 6 currently have on site six (6) two-storey residential and commercial accommodation buildings, existing surface car parking and hotel amenities. Block 11 currently has on site a two-storey commercial accommodation building. There are no existing protected trees on site with mature street trees existing along the Dominion Circuit and National Circuit frontage.

Additionally, the first iteration of this proposal was developed with higher density for the subject site. Through inputs from the NCA and NCDRP, implications of the proposal were considered and redeveloped to reduce density and match building heights more harmoniously to the larger developments in the surroundings.

Figure 1: Block 5 & 6, Section 19 Forrest Street View

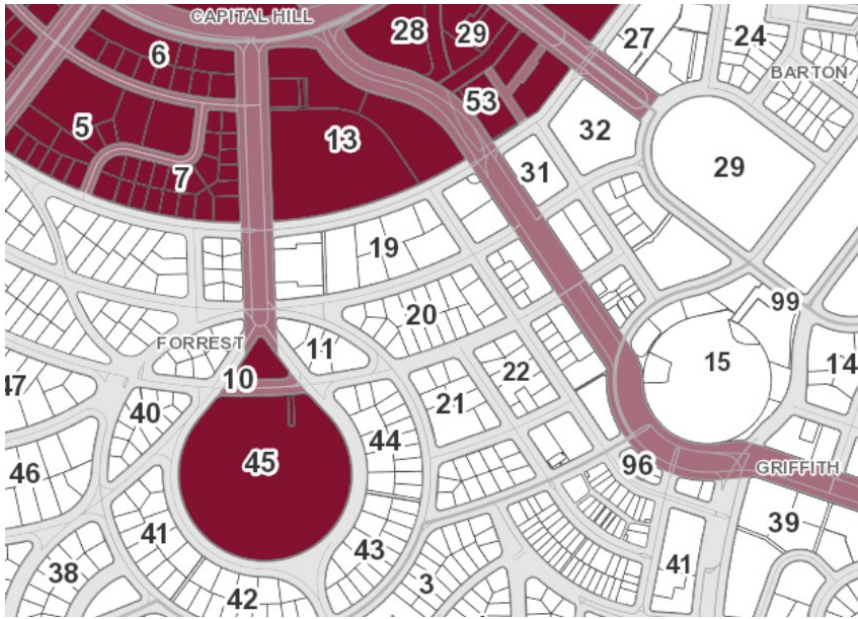


Figure 2: Block 11, Section 19 Forrest Street View




2.3 Site Description

2.3.1 SITE ANALYSIS

Characteristics	Description
Site Area	<p>Section 19, Block 11 has a total area of 4281 m2.</p> <p>Section 19, Block 5 has a total area of 3203 m2 and Section 19, Block 6 has 3305 m2 resulting in an overall total area of 6508 m2.</p> <p>The cumulative area for the above-mentioned blocks is 10,789sqm</p>
Current Use	<p>Block 5 & 6, Section 19 Forrest currently has on site six (6) two storey residential and commercial accommodation buildings, existing surface car parking and hotel amenities. Block 11, Section 19 Forrest currently has on site a two-storey commercial accommodation. These buildings are proposed to be demolished as part of two separate Development Applications. There are no existing protected trees on site with mature street trees existing along the Dominion Circuit and National Circuit frontage.</p>
National Capital Plan	<p>The sites are within the urban area identified under the National Capital Plan. There are no National Capital Plan provisions relevant to the subject site. It should be noted that the area north of the sites are a Designated Area and towards the east of the site sits Canberra Avenue which is identified as MAAR - Main Avenues and Approach Routes.</p> 
Territory Plan Zoning	<p>The site is currently zoned:</p> <p>Block 11 Section 19 Forrest - CZ6 – Leisure and Accommodation Zone</p> <p>Block 5 & 6, Section 19 Forrest - RZ1 Suburban.</p>
Existing Access	<p>Vehicle access and egress to the sites are available as:</p> <ul style="list-style-type: none"> 3 driveway entries into Block 11 Section 19 from National Circuit Single entry into Block 5 Section 19 from Dominion Circuit 2 driveway entries into Block 6 from Dominion Circuit

Existing Parking	These sites currently provide approximately 85 parking spaces altogether. (Source: ACTMapi 2024, aerial imagery)
Vegetation	The sites are largely clear of trees, appearing to contain a couple of landscaping trees. The presence of mature street trees along both National Circuit and Dominion Circuit is noted.
Registered trees	As per ACTmapi, no registered trees have been detected on the subject site.
Regulated trees	As the sites are largely devoid of trees, no regulated trees have been found on site.
Adjacent Uses	The site shares boundaries with: <ul style="list-style-type: none"> • Block 2 - Serbian Orthodox Church, • Block 8 - Forrest Tennis Club • Block 9 - Future residential proposal, previously approved commercial use, and, • Block 12 - Italian Cultural Centre.
Topography & Drainage	The site slopes gently towards the northeast and drains to the surrounding street network.
Biodiversity	There is no biodiversity values mapped across the site (ACTmapi, 2024)
Heritage	The site does not contain heritage values protected under the ACT Heritage Act 2004. (ACTmapi, 2024), however, it is noted that the nearby Block 2 Section 19 is listed on the ACT Heritage Register and contains the Free Serbian Orthodox Church and Murals.
Bushfire	The sites are not located in a bushfire prone area (ACTmapi, 2024)
Flooding	The sites are not mapped as being subject to flooding (ACTmapi, 2024)

Easements	<p>Easements affecting the sites are illustrated in the below figure:</p> 
Site Servicing	<p>The subject sites can readily be connected to all services.</p>
Contamination & Hazardous materials	<p>There are no known contamination or hazardous materials on the blocks. The subject sites are not listed on the register of contaminated sites.</p>
Environment Protection and Biodiversity Protection Act (EPBC Act)	<p>There are no National Heritage Places or Commonwealth Heritage Places over this sites https://www.dcceew.gov.au/environment/epbc/protected-matters-search-tool</p>

2.3.2 CROWN LEASE

Block 5 Section 19:

- Lease granted: 13 December 2013
- Purpose Clause: Residential purpose

Block 6 Section 19:

- Lease granted: 26 Feb 2013
- Purpose Clause: Multi- unit housing of not more than 26 dwellings

Block 11 Section 19:

- Lease granted: 13 October 1998
- Purpose Clause: Motel use, where maximum number of motel rooms shall not exceed 77, maximum GFA of restaurant shall not exceed 136 sqm and the maximum GFA of the building erected on the said land shall not exceed 2481 sqm.

2.3.3 LOCATION

Section 19 Forrest is located within the catchment area of the Manuka group centre, near Canberra Avenue - the Main Avenue and Approach Route from the south. It has been identified in the Inner South District Strategy as a key site and change area. The subject sites are well located in the centre of Forrest on the prominent National and Dominion Circuits.

Figure 3: Aerial imagery outlining Blocks 5, 6 & 11 Section 19 Forrest (red line) - the subject site.



Source : ACTMapi, 2024

2.3.4 LOCAL CONTEXT

The subject sites are situated in the heart of Canberra, under the shadow of Parliament House and close to key elements of the National Capital including Canberra Avenue, Barton and the Parliamentary Zone. This central location provides opportunity for change through a proposed MPA to create a node of residential density and commercial activity commensurate with its surrounds.

Figure 4 : Aerial imagery outlining Section 19 Forrest (red fill) along with green and blue networks.



Source: ACTmapi, 2024

Figure 5: Surrounding context.

<p>1 FORREST TOWNHOUSES Roy Grounds. Post-war Melbourne regional-style townhouses within a landscape setting.</p>	<p>7 ITALIAN CULTURAL CENTRE Community centre celebrating Italian Heritage & Culture.</p>	
<p>2 MANNING CLARKE HOUSE Robin Boyd. A Modernist house within a landscape setting.</p>	<p>7 SERBIAN ORTHODOX CHURCH Church & community building.</p>	
<p>3 FEDERAL CAPITAL COMMISSION English Arts & Crafts heritage listed residence, in a landscape setting.</p>	<p>8 SERVICES AUSTRALIA OFFICES Government, health, & commercial retail.</p>	
<p>4 BLANDFORDIA 5 A heritage precinct developed on the Garden City Planning principles - a harmonious integration of buildings within a landscape setting.</p>	<p>9 DOMINION RESIDENCE Collins Pennington 6-storey multi-res development: responding to the 'gateway' of Dominion Cct and Canberra Ave.</p>	
<p>5 B9 APPROVED SCHEME Previously approved hotel scheme on Block 9. Approved 27,300m from kerb level (7 commercial stores plus roof top plant).</p>	<p>10 REALM PRECINCT A mixed use commercial & residential precinct. 8 commercial stores.</p>	

Source: Stewart Architecture, 2024

2.3.5 CENTRES

Section 19 Forrest is only a 15-minute walk from the Manuka, Barton, and Kingston commercial centres. This distance allows future residents easy access to the shops and other amenities of these prominent commercial areas.

Figure 6: Map identifying the site's position relative to surrounding precincts and centres.

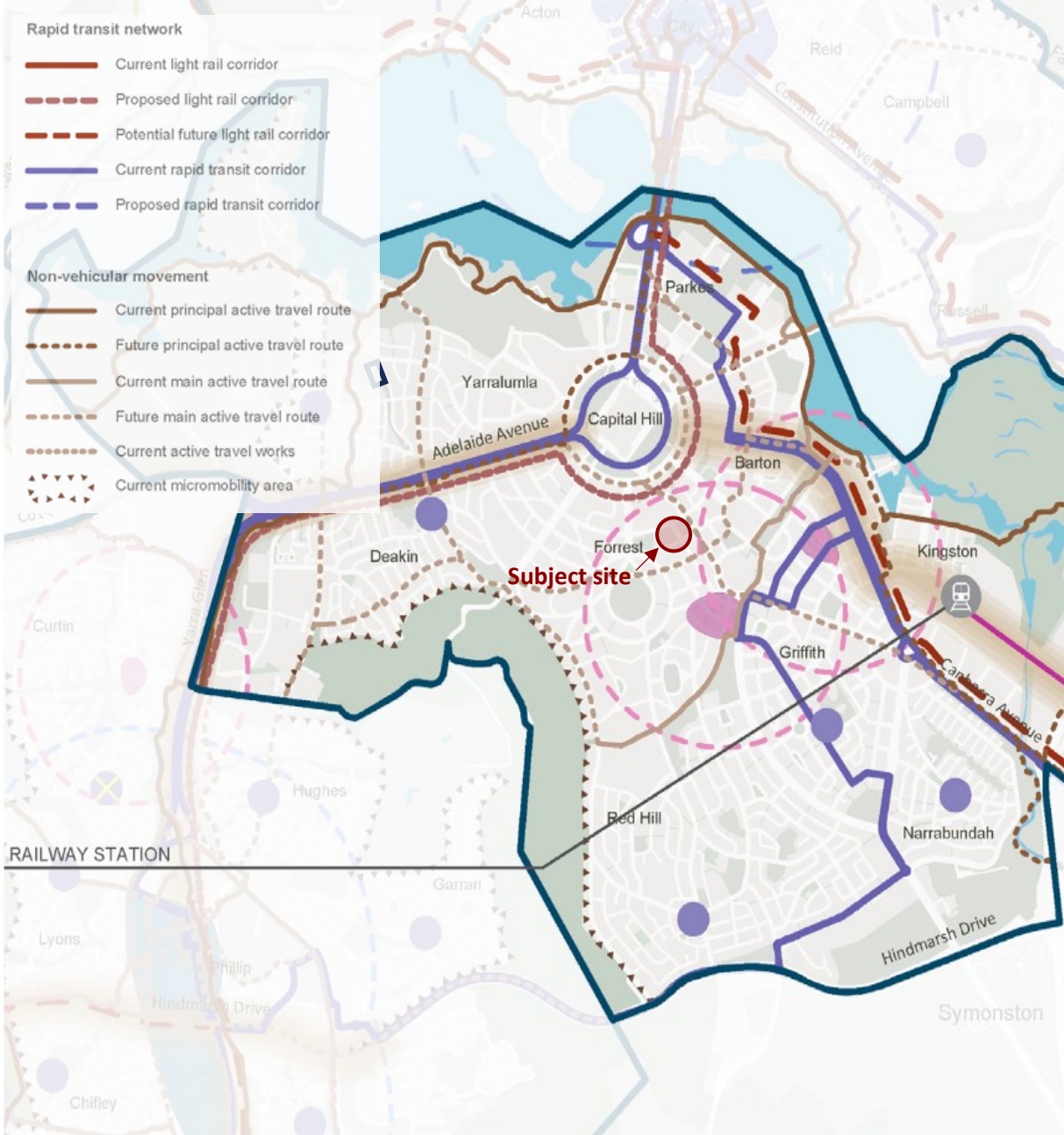


Source: Landchecker, 2024

2.3.6 ACTIVE TRAVEL

In addition to being within walking distance of a broad array of shops, services and amenities in connection with the site’s proximity to centres as set out above, the sites are also well-connected to public transport. It is well connected with Rapid bus routes easily accessible from site, connecting to Fyshwick, Woden, and the City CBD. The future Light Rail stages will see multiple stops within a 5-minute walk from site further connecting Woden and the City. It is in proximity to Canberra Avenue, a Main Avenue and Approach Route from the south.

Figure 7: Inner South Strategic movement map with subject site circles



Source: Inner South District Strategy, ACT Government

2.3.7 OPEN SPACE

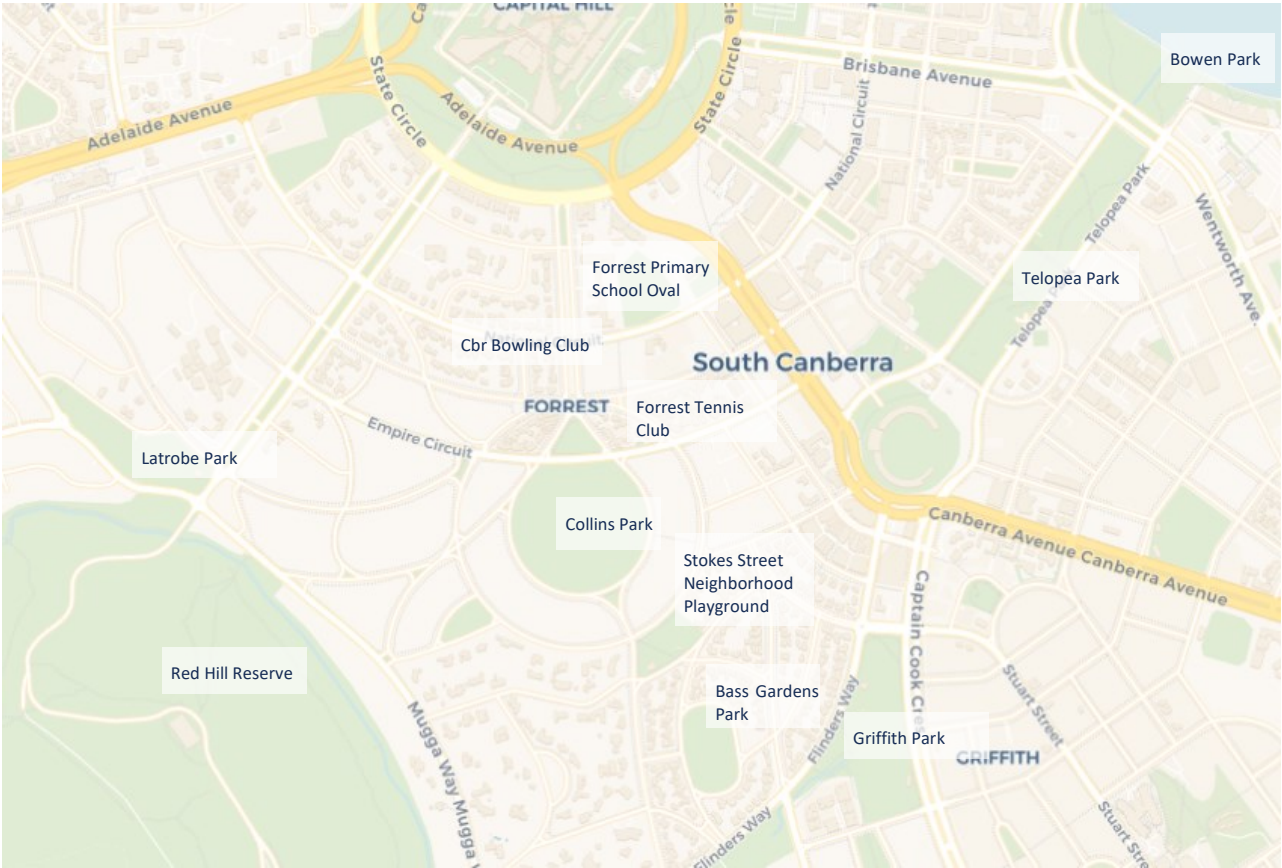
The sites are well positioned to take advantage of excellent access to open space and recreational opportunities within the vicinity. As depicted in the following figure, the sites are situated adjacent to the Forrest Tennis club and within walking distance of Canberra bowling club, Manuka tennis club, Collins park, Miles Trailblazer park, Light Street playground and exercise area, Red Hill local playground, Captain Cook park playground, Telopea park, Bowen park, and the extensive Red Hill nature reserve.

Figure 8: Inner South Blue-green network map with the subject site circled in red.



Source: Inner South District Strategy, ACT Government

Figure 9: Open Spaces including reserves and playgrounds around subject site



Source: Opensource Map

3.0 Proposed Amendment

3.1 Need for the Proposed Amendment

The subject site currently hosts multiple low-rise buildings with residential and commercial accommodation, surface car parking, and hotel amenities. The current lessees have explored higher density development with additional storeys as options for the sites, including activities permitted under the current lease and zoning, as well as broader possibilities encompassing residential and commercial uses.

Among the potential redevelopment options, residential development is viewed as the most suitable due to the existing local development landscape and the desire to promote urban infill and higher densities in central Canberra. The site's proximity to Manuka Group Centre, public transport (near a future light rail corridor), and open spaces further supports the appropriateness of residential use.

As described in the following chapters, there is an increasing demand for diverse housing options to meet the needs of residents looking to downsize from larger homes, as well as natural population growth trends. Forrest, despite being recognised for its affluence and larger block sizes, is notable for a trend among landowners to downsize while remaining within their neighbourhood, prompting a rise in unit developments and townhouses in the area. This is reflected in the statistics, with the Inner South district having the highest share of apartment dwellings in the ACT as of 2021. This proposal aims to further support that and deliver housing choices locally, catering to a larger demographic, including those residents looking to downsize without needing to relocate and those looking to age in place.

Currently, residential development on the subject sites is highly restricted by the existing requirements of the Territory Plan on Block 5 and 6 and prohibited on Block 11. Rezoning this key site for high density residential use aligns with the character of the local area and government policies promoting urban consolidation, improved strategic movement, increased economic development, and expanding housing options. Visual impact of proposed storeys have been undertaken and added as part of this submission and reflects the minimal impact on the skyline from different points around Canberra.

Therefore, a variation to the Territory Plan via rezoning and increased density, is necessary to enable the EPSDD to consider a residential development proposal for the sites.

Indicative concept development plans have been drafted to facilitate impact assessment. These plans are in early design stages, and further iterations will explore different densities, yields, and residential typologies before progressing to the Development Application (DA) documentation stage.

3.2 Indicative Development Proposal

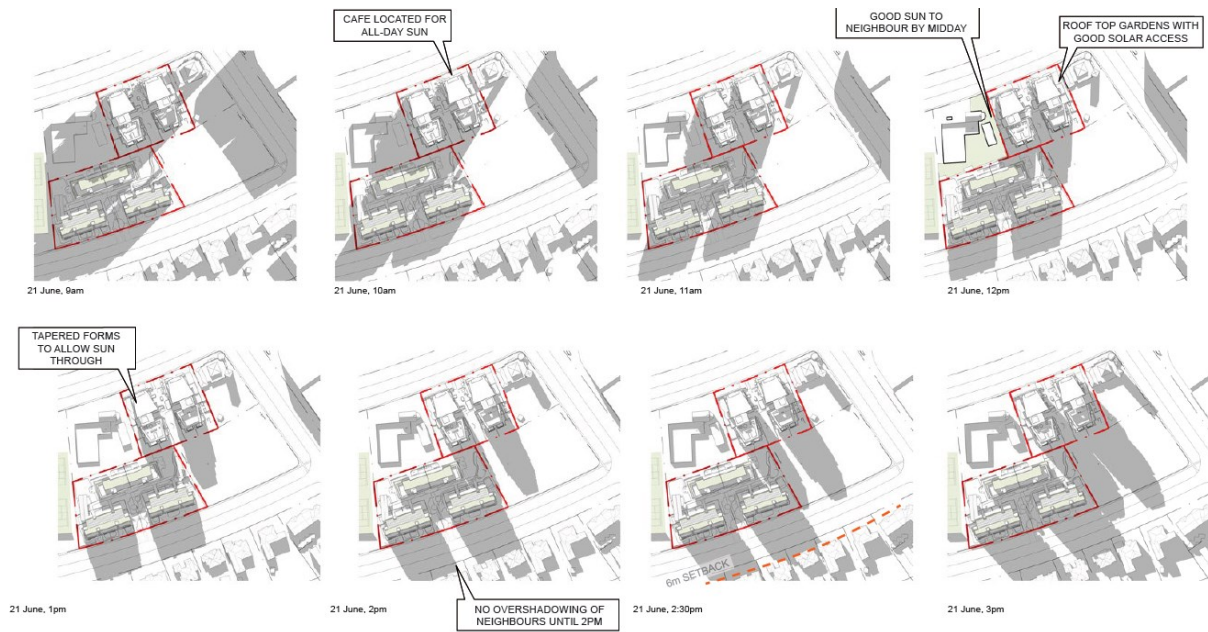
A planning report for the Indicative Development Proposal has been prepared by the proponent team as required to assess the probable impacts of any future use of the sites. At this stage it is intended that the development will be predominately residential apartments across the subject site. Block 11 is intended to have two buildings, up to 10 storeys, with the potential for some minor commercial uses at ground level. Blocks 5 & 6 are intended to have 3 buildings with heights stepping from 5 to 8 storeys.

Figure 10: Potential Future Development



Source: Stewart Architecture 2024

Figure 11: Solar study – Winter Solstice



Source: Stewart Architecture 2024

Figure 12: Solar study - Equinox



Source: Stewart Architecture 2024

The heights vary across the indicative development, starting from 10 storeys in the northern part of Block 11, facing National Circuit. The heights step down to a mix of 5 and 8 storeys in Blocks 5 and 6 to the south. This configuration complements the surrounding built environment and minimise overshadowing impacts. A selection of high-quality materials and treatments have been selected to provide a thoughtful approach to built form set within the landscape, both on and off-site. The proposal will also include a mixture of dwellings from 1 bedroom to 4 bedroom, with the intention to attract a mixture of tenant types.

Early solar analysis across blocks 11, 5 & 6, reflects that 62.9% dwellings achieve more than three hours direct sun during winter solstice, while 71.3% dwellings receive more than two hours of sun.

Apartments achieving no direct sunlight have been minimised as part of the design, with all units having a good outlook to landscaped elements within the precinct and sweeping views for the dwellings situated at higher levels. The proposal currently achieves 81% natural ventilation.

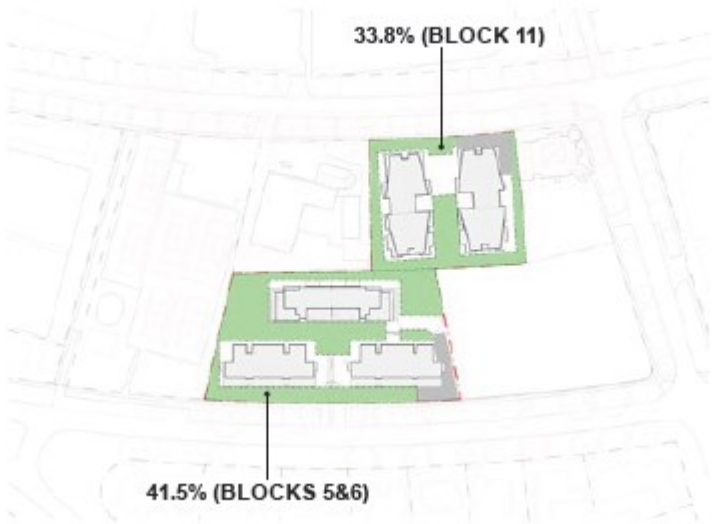
Figure 13 : Solar Access and Natural Ventilation



Source: Stewart Architecture 2024

The basement layout maximises deep-rooted planting zones for the site, to support the generous landscape approach. The combined sites have approximately 37.7% deep soil area.

Figure 14: Deep Soil Zones



Source: Stewart Architecture 2024

Moving from the building siting, the below figure illustrates the proposed ground plan. National Circuit is activated with a common reception and entrance, and commercial tenancy. Residents and visitors are guided through the central deep-rooted landscape – with communal lounge, kitchen, and gym spaces fronting the garden. Building perimeters leverage the landscaping elements, with garden units with expansive courtyards. Along Dominion Circuit, a series of dwellings address the street. Residents and visitors are guided through the central landscape entrance ‘spine’ to the garden

building – which at ground has been wholly dedicated to high-quality common spaces including a pool, wellness centre, and lounge and common kitchen to prioritise and encourage social interaction.

Figure 15: Ground Floor Plan



Source: Stewart Architecture 2024

Pedestrian movement and connection to/from the site has been prioritised as part of the design encouraging walkability and visual and physical penetration. There are multiple paths of entry into the sites, through inviting landscape settings that guide the user to stop, meet or navigate to destinations. The sites are walkable to numerous commercial zones and is within walking distance of the proposed Light Rail Stage 2B route. Vehicular accesses to Block 11 from National Circuit is via two retained verge crossings. Waste and service access is to be finalised through further design. However, it is anticipated to be via the existing verge crossings, minimising impact to the National Circuit streetscape and street trees.

Driveway entry and exit to both the blocks have been thoughtfully designed on both Dominion Circuit and National Circuit to ensure minimum breaks in the verge, compliance with Territory standards and existing driveway reuse whilst maintaining pedestrian priority. Pedestrian mobility and safety is promoted through pedestrian site porosity, with numerous pedestrian paths/accessways to increase points of visual surveillance along the street (see Figure 16: Pedestrian Priority).

Figure 16: Pedestrian Priority



Source: Stewart Architecture 2024

For Block 5 & 6, the landscape concept aims to enhance the streetscape in providing a human scale treatment to the architectural and planting form, provide casual surveillance to/from the site, improve the pedestrian experience and amenity for residents. The Dominion Circuit frontage responds to the streets residential garden character with a range of plant scales and mix of species.

The 'meeting spot' towards the south of the site provides a comfortable pedestrian space to mark the main entry into the site. The entry spine provides a logical transition through the shady retreat garden to the reception area. The area also provides a series of breakout spaces for informal gathering or play. The permeable pebbled surface dotted with grasses ferns and nature play elements invites users. The refreshing microclimate also marks the beginning of the dry creek which meanders through to follow and celebrate the original waterway alignment.

The eastern, western and northern open space areas relate to the community hub building to which they are adjacent. These spaces are an extension of indoor use and amenities for residents and visitors that provide a series of spaces and scales that are inclusive and adaptable. The sole of the development that includes: A water feature and meditative area; an outdoor exercise area; a sunning spot; a community edible garden; a picnic area; an outdoor dining area for a range of group sizes; kickabout area; quiet nooks; meeting and educational options; mail delivery and communal activities; reception and information.

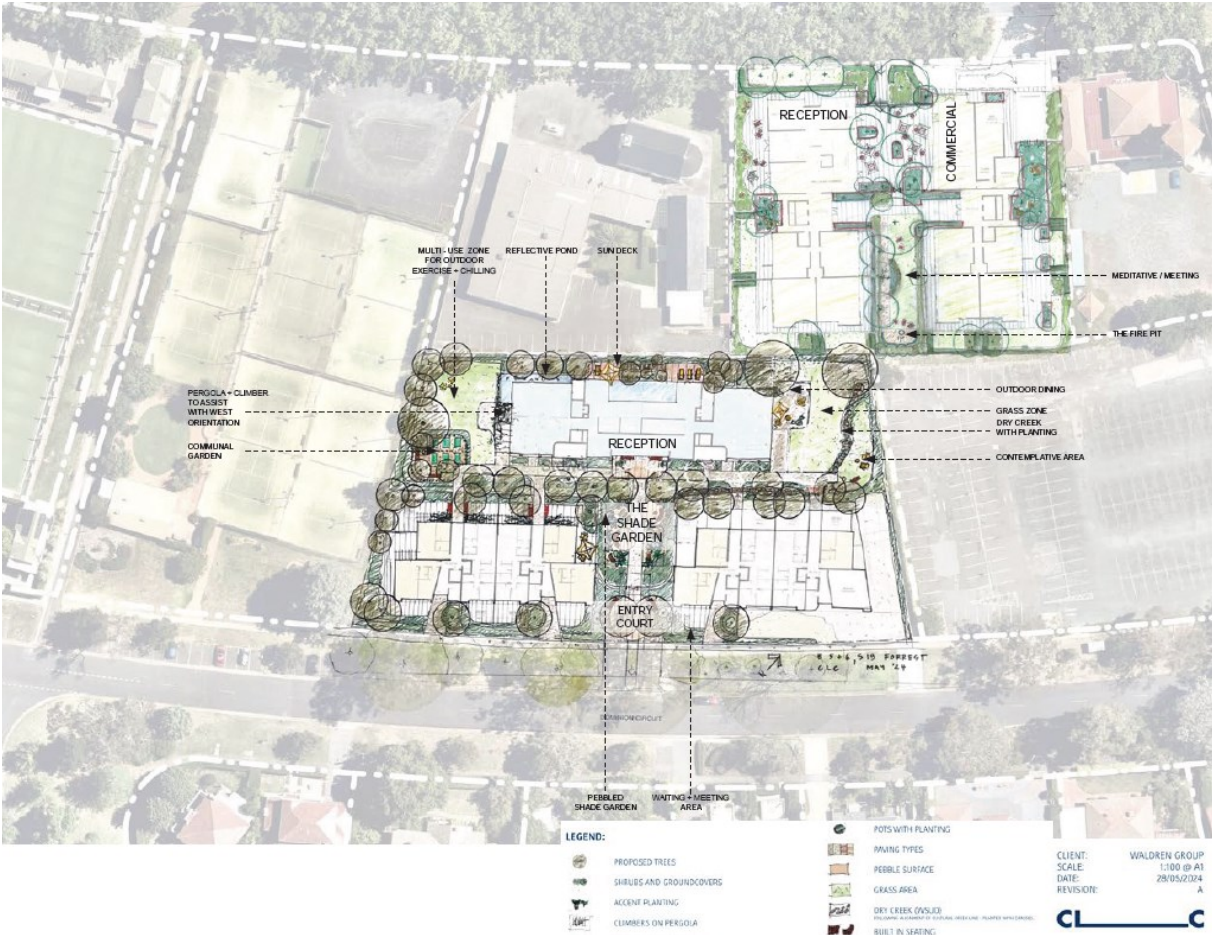
The eastern park aims to provide a sunny outdoor dining and gathering area that abuts the common kitchen and lounge. The spill out space allows for a range of uses and group size options for residents and visitors. A large expanse of drought tolerant grass allows for more active play and/ or picnicking.

Along the east west spine running between the buildings, the plantings are predominantly deciduous trees to invite winter sunlight into the southern block buildings and courtyards.

The indoor pool area breaks out into two sunning pads for residents on the northern face. The western park allows for integration of outdoor exercise and quiet contemplation and gathering. A reflective pond edges the corner of the building providing visual character for the internal and external spaces and potentially a cooling to the micro-climate. A communal garden is located within this park as it sunny and protected.

The extensive roof garden on the community hub building effectively replaces the building footprint with a biodiverse garden of mass planting to reduce the heat island effect.

Figure 17: Concept Landscape Plan – Blocks 5, 6 & 11



Source: Stewart Architecture 2024

The landscape design for Block 11 compliments the building and its surrounds. A more commercial street frontage relates to the more formal National Circuit character. Of note, the existing site has approximately 90% of hardscape. The proposed development includes 37.7% of deep soil landscaping, a marked enhancement to biodiversity and climate sensitive design and living infrastructure principles.

The landscape approach aims to guide the pedestrian to the main entry and draw them to the ‘Gathering Hub’. This sunny terrace connects visually to/ from the site to National Circuit and key views beyond, and allows for commercial use, and gathering of the public and residents. A multi-use space for gathering that responds and extends the building ground floor uses in a seamless and inviting manner whilst logically navigating them through the space to key destinations and building entries. The landscape is dotted with planters and deep root plantings where possible. The resident adaptable ground plane defines the tower entries whilst allowing for a range of gathering and meeting options within the landscape.

The inclusion of green roof designs on the tower buildings further provides residents amenities and options. The roof tops and their sunny locations will allow for a communal area. Plantings and detailing will respond to the setting and maintenance requirements accordingly, whilst encouraging

Figure 19: Floor Plans - Levels 1 - 3



The above diagram illustrates the typical floor plans from level 1 to 3. On block 11, the proposed podium has high quality dwellings organised around a single common core. The core is designed to allow full visibility from interior to exterior at both sides: allowing a high degree of amenity. Solar access and natural ventilation for these spaces. Importantly, the access to natural light and visual connectivity at every level provides connection to the surrounding landscape for all residents.

Similarly, on blocks 5 and 6, high-quality dwellings are organised around common cores with no more than 4 dwellings being served from a single core. This allows a high degree of amenity; with solar access and natural ventilation provided to these spaces. Cores are designed to have natural light access on every level – providing outlook and connection to the landscape beyond.

Figure 20: Floor Plans – Level 4



Source: Stewart Architecture 2024

The above figure illustrates the floor plans at level 4. On block 11 the podium level continues from previous levels. On blocks 5 and 6, the garden building steps in at its penthouse level, increasing interfaces and amenity to adjacent buildings. This level softened with ample planting opportunities: further increasing the biodiversity potential for the site.

Figure 21: Floor Plan Level 5



Source: Stewart Architecture 2024

The above figure illustrates floor plan for level 5. For blocks 5 and 6, a passive green roof tops the garden building cementing its landscape character and providing a desirable outlook for the Dominion Circuit residences.

Levels 6 and 7 of the buildings fronting Dominion Circuit are also set back from the primary building line, minimising impact, and maximising interface. A mix of expansive 3-bed and 4-bed penthouses are provided.

Figure 22: Floor Plans – Level 7



Source: Stewart Architecture 2024

On level 7, for block 11, the podium apartments step in; reducing the scale of the proposal on the skyline. The podium is utilised to provide expansive landscaped terraces to these penthouse apartments. On blocks 5 and 6, the buildings’ final penthouse levels are provided. These again are afforded ample terraces and balconies to all sides.

Figure 23: Floor Plan – Levels 8-9

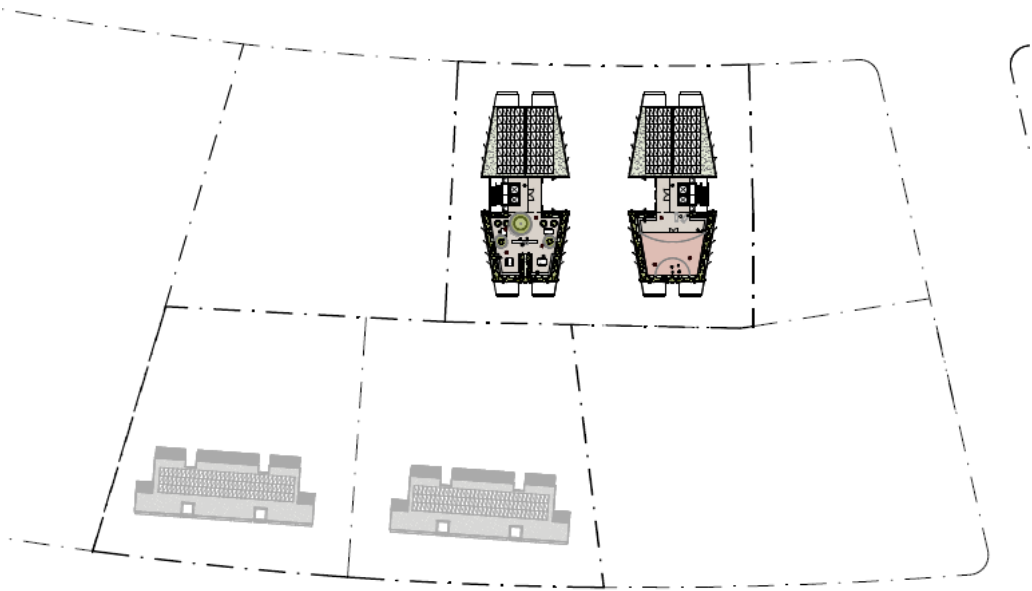


Source: Stewart Architecture 2024

On levels 8-9, for block 11, tapered units carry up to the upper levels of the buildings. External walls tapering to maximise outlook from units, as well as solar access through the site.

Fin details control outlook and privacy between units and balconies are constrained to the north or south facades. On blocks 5 and 6, the rooftop of the Dominion Circuit buildings is given to energy production: with extensive solar arrays proposed. It is envisaged that these arrays will offset power consumed by common spaces, at a minimum.

Figure 24: Roof Plan – Block 11



Source: Stewart Architecture 2024

The roofs of the buildings on block 11, have been given to solar harvesting, and communal open spaces. Solar panels are proposed above a passive green roof; with approximately 300 kw of panels capturing sun and passive greenery. Communal rooftops vary in use; affording residents a range of spaces to gather at, or retreat to. These spaces are highly flexible in design ensuring residents of all ages are accommodated.

Overall, these designs show development on the site can proceed in accordance with the requirements of the Inner South District Policy, Commercial Zones Policy and other relevant outcomes contained within the Territory Plan, in addition to the objectives of the project.

4.0 ACT Planning Context

Whether to accept a proponent-initiated amendment application, the Territory Planning Authority (TPA) must have regard to:

- (a) the planning strategy;
- (b) any relevant district strategy;
- (c) any current or proposed amendments of, or of policies in, the territory plan;
- (d) the statement of planning priorities;
- (e) anything else the authority considers relevant to the amendment.

The table below outlines the strategies, policies and documents of relevance to assessment of the proposal having regard to the above requirements.

Table 1: Snapshot of relevant statutory and strategic policy context		
Statutory	Response provided?	Description
(a) the planning strategy;	Y	ACT Planning Strategy 2018 Reflects and integrates the vision and directions of the community and other ACT Government strategies, particularly housing, government and climate change. As per s37(1)(a)(i) of the Planning Act, the planning strategy must be considered in connection with a proponent-initiated amendment.
(b) any relevant district strategy;	Y	Inner South District Strategy 2023 This strategy captures the character of the inner south district and identifies areas which may be suitable for change to accommodate population growth sustainably. Inner South District Policy (Territory Plan 2023) The Territory Plan forms the key planning policy framework in the ACT to govern land use decision making and contains the relevant district policy, being the Inner South District Policy
(c) any current or proposed amendments of, or of policies in, the territory plan;	N	We are not aware of any planned or proposed amendments to the Territory Plan of relevance to the assessment following the recent planning reform in the ACT.
(d) the statement of planning priorities;	Y	Statement of Planning Intent 2015 Ministerial statement building on the strategic framework set out in the ACT Planning Strategy, Transport for Canberra and the ACT Government’s Climate Change Strategy and Action Plan.
(e) anything else the authority considers	Y	Statement of Principles of Good Planning (Territory Plan 2023)
	Y	ACT Housing Strategy 2018

Table 1: Snapshot of relevant statutory and strategic policy context

Statutory	Response provided?	Description
<i>relevant to the amendment.</i>	Y	ACT Transport Strategy
	Y	Urban Forest Strategy 2021-2045
	Y	ACT Preventative Health Plan
	Y	Canberra Living Infrastructure Plan: Cooling the City Provides strategic direction to help our expanding and diversifying metropolitan areas become better prepared and more resilient to climate change.
	Y	ACT Climate Change Strategy This strategy seeks to help the ACT achieve net zero emissions by 2045. Incremental targets are legislated under the <i>Climate Change and Greenhouse Gas Reduction Act 2010</i> .

4.1 Statement of Planning Priorities (2024-25)

The ACT Government Minister for Planning released the Statement of Planning Priorities for 2024-25, which serves as a guiding document for the ACT Government's planning Directorate for the coming period. This Statement of Planning Priorities focuses on delivering diverse housing choices close to shopping centres and travel networks such as public transport and active travel infrastructure, to create a better-connected, accessible, and sustainable city.

1. *Plan for more housing in and around key precincts, shops and rapid transport connections.*
2. *Enable diverse housing choices and the missing middle.*
3. *Plan for the growth of Canberra's newest regions.*
4. *Outline Canberra's future jobs and innovation precincts.*
5. *Support community needs across the ACT.*
6. *Territory Priority Projects.*
7. *Environmental Protection.*
8. *Design focus and implementing the New Planning System.*

The proposed amendment directly aligns with priorities 1,2,3 and 8, facilitating increased urban residential infill in a well-serviced and growing location of Canberra, while ensuring it supports the implementation of the new planning system. The second and eighth priorities are of greater relevance to a future development application, however, it is noted that the proposed amendment is not expected to adversely affect outcomes in regard to these matters. Overall, the proposed amendment encourages active travel and public transport use to create sustainable, compact and liveable neighbourhoods through the site's ideal location that is:

- Within 550m of the proposed Light Rail stop at Sydney Avenue
- Within 500m from the Manuka shopping centre
- Within 500m of both Telopea Park School and Forrest Primary School.
- Adjacent the Barton Office Precinct

4.2 ACT Planning Strategy 2018

The ACT Planning Strategy 2018 was released on 5 December 2018 and is a refresh of the 2012 Strategy. The Strategy reflects and integrates the vision and directions of the community and other ACT Government strategies, particularly housing, transport, and climate change.

The vision of the strategy is to be a sustainable, competitive, and equitable city that respects Canberra as a city in the landscape and the national capital, while being responsive to the future and resilient to change.

The subject sites are partially within the area identified in the Planning Strategy as 'Urban Intensification Localities' (refer Figure 10). The proposed territory plan variation of the subject site will allow for higher density of residential and commercial accommodation, which is considered to be directly consistent with the intentions of the 2018 Planning Strategy.

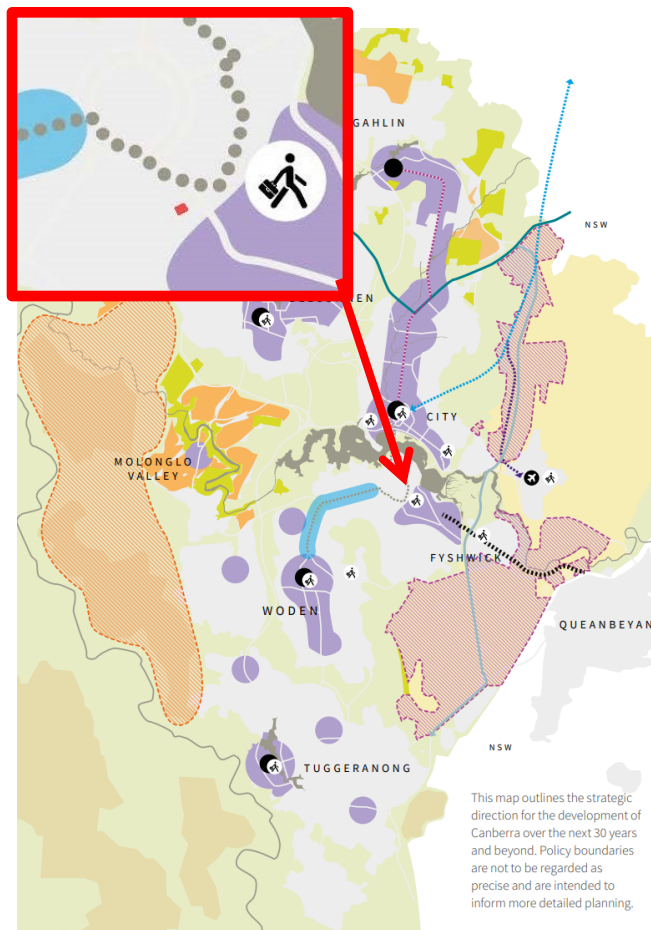
The Strategy has five related themes:

Action	Response
COMPACT AND EFFICIENT CITY	
<p><i>Action 1.1</i></p> <p><i>Support sustainable urban growth by working towards delivering up to 70% of new housing within our existing urban footprint, and by concentrating development in areas located close to the city centre, town and group centres and along key transit corridors.</i></p>	<p>The proposed amendment would facilitate an urban infill project in a highly strategic location, which will afford future residents' convenient access to employment opportunities, goods and services associated with the site's location in Forrest, which is in close proximity to the local and group centres.</p> <p>The proposal contributes directly to the goal of achieving 70% infill of new housing within our existing urban footprint. The indicative development proposal has shown this significant increase in dwellings is able to provide highly efficient dwellings that are provided with significant solar access and natural ventilation.</p>
<p><i>Action 1.3</i></p> <p><i>Use infrastructure efficiently to support our growing community.</i></p>	<p>The proposed amendment would facilitate an urban infill project in a highly strategic location, which will afford future residents' convenient access to employment opportunities, goods and services associated with the site's location in Forrest, which is in close proximity to the local and group centres.</p>
DIVERSE CANBERRA	
<p><i>Action 2.1</i></p> <p><i>Respect Canberra's culturally rich and diverse community to foster inclusion and participation in our community.</i></p>	<p>The site's position nearby the Forrest mixed-use and entertainment precinct, positions it well to accommodate residential accommodation with convenient access to diverse cultural activities associated with this precinct. The proposed amendment would also bolster activation of this precinct by supporting growth of the surrounding residential population.</p>
<p><i>Action 2.2</i></p> <p><i>Enhance the diversity and resilience of our centres to meet the needs of the community, support economic viability and improved livability.</i></p>	<p>With the subject site's proximity to local and group centres, its rezoning to mixed use development is well situated to foster wide range lifestyle choices which would cater to different age groups through infill of diverse residential stock and delivering improved ancillary amenities improving overall resiliency of centres.</p>
SUSTAINABLE AND RESILIENT TERRITORY	
<p><i>Action 3.3</i></p> <p><i>Integrate living infrastructure and sustainable design to make Canberra a resilient city within the landscape.</i></p>	<p>As the proposed amendment promotes density close to existing services and primary transit corridors that promote active travel and reduce reliance on motor vehicles, it strengthens Canberra's push to be a resilient city.</p>

<p><i>Action 3.4</i></p> <p><i>Plan for integrated water cycle management to support healthy waterways and a liveable city.</i></p>	<p>Not applicable - integrated water cycle management may be considered in connection with any future development application over the land. Notwithstanding this, the proposed amendment is not expected to adversely impact potential for achievement of suitable outcomes in the regard.</p>
<p><i>Action 3.5</i></p> <p><i>Protect biodiversity and enhance habitat connectivity to improve landscape resilience.</i></p>	<p>As proposed in the indicative development proposal, the sites are capable of providing significant green spaces, tree canopy cover and deep root planting zones, whilst still providing for significant infill.</p>
<p>LIVEABLE CANBERRA</p>	
<p><i>Action 4.2</i></p> <p><i>Deliver recreation, open (green)space, and public spaces that support social interaction, physical and mental health and engagement in public life.</i></p>	<p>The proposed amendment does not include delivery of public green space; however, it is noted that the sites are well-positioned to deliver well landscaped gardens for its residents. Additionally, it is beneficial by locating more of our population within existing communities which are close to existing green spaces such as Collins Park, Miles Trailblazer park, Light Street playground and exercise areas such as, Red Hill local playground, Captain Cook park playground, Telopea park, Bowen park, Forrest primary school oval, Forrest tennis club, Manuka tennis club, and the extensive nature reserve surrounding Red Hill.</p>
<p><i>Action 4.4</i></p> <p><i>Deliver housing that is diverse and affordable to support a liveable city.</i></p>	<p>The proposed amendment will directly facilitate improved housing diversity in the vicinity by facilitating medium density residential development, which capitalises on the site's strategic advantages while remaining sensitive to the surrounding low density residential development. Future development of medium density housing at the site can be expected to be suitable for an array of potential residents, from singles and students to small families and downsizers.</p> <p>As such, the development proposes to provide diverse housing options for those who wish to remain in their inner-south community but not within single-detached dwellings (which dominate Forrest).</p>
<p><i>Action 4.5</i></p> <p><i>Encourage high quality design, built form and places for a changing climate.</i></p>	<p>The indicative development proposal demonstrates the sites can provide canopy cover to mitigate the urban heat island effect and provide significant solar power generation, natural ventilation and solar access to all dwellings on this site.</p>
<p>ACCESSIBLE CANBERRA</p>	

<p>Action 5.2</p> <p><i>Deliver well designed, safe and sustainable streets and public spaces to create walkable neighbourhoods that are inclusive and fair</i></p>	<p>The site's location will provide future residents with walkable access to employment, goods and services, recreation and public transport and the proposed amendment will provide for increased activation of the neighbourhood.</p> <p>Through integration with the nearby (550m) light rail corridor and promotion of foot traffic and other active travel options by being located close to both the Barton office precinct, the Manuka Shops, local schools and recreational areas, the proposed amendment caters to delivering a safe well connected and accessible Canberra.</p>
<p>Action 5.3</p> <p><i>Create a better experience for walking and cycling into and within the city centre and our town centres.</i></p>	<p>Refer to the response to Action 5.2 above.</p>

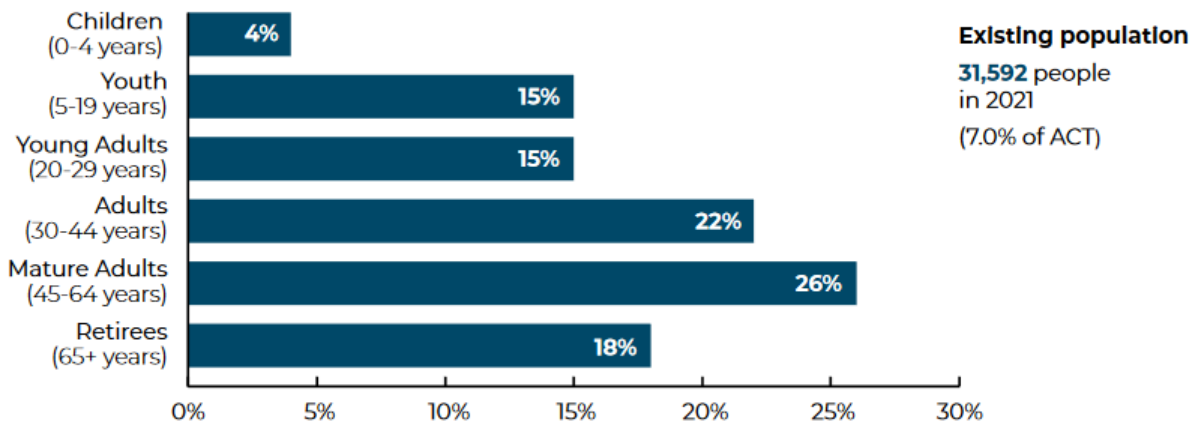
Figure 25: ACT Planning Strategy



4.3 Inner South District Strategy

The introduction of planning reforms in the ACT in 2023 saw the development of district strategies for each of the nine districts across Canberra. The strategies seek to identify areas which may be suitable for change to accommodate population growth sustainably and in a manner which is in keeping with the character of each district.

Figure 26: Inner South District Population



Source: District Strategies – Inner South

Figure 27 : Inner South District Housing

Figure 4: Housing types, 2021 – proportion of dwellings

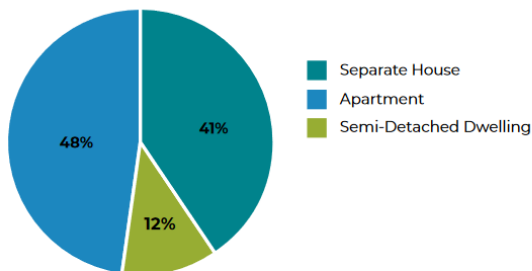
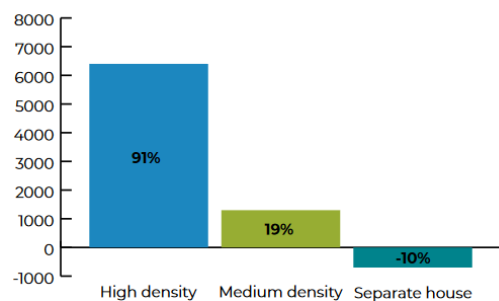


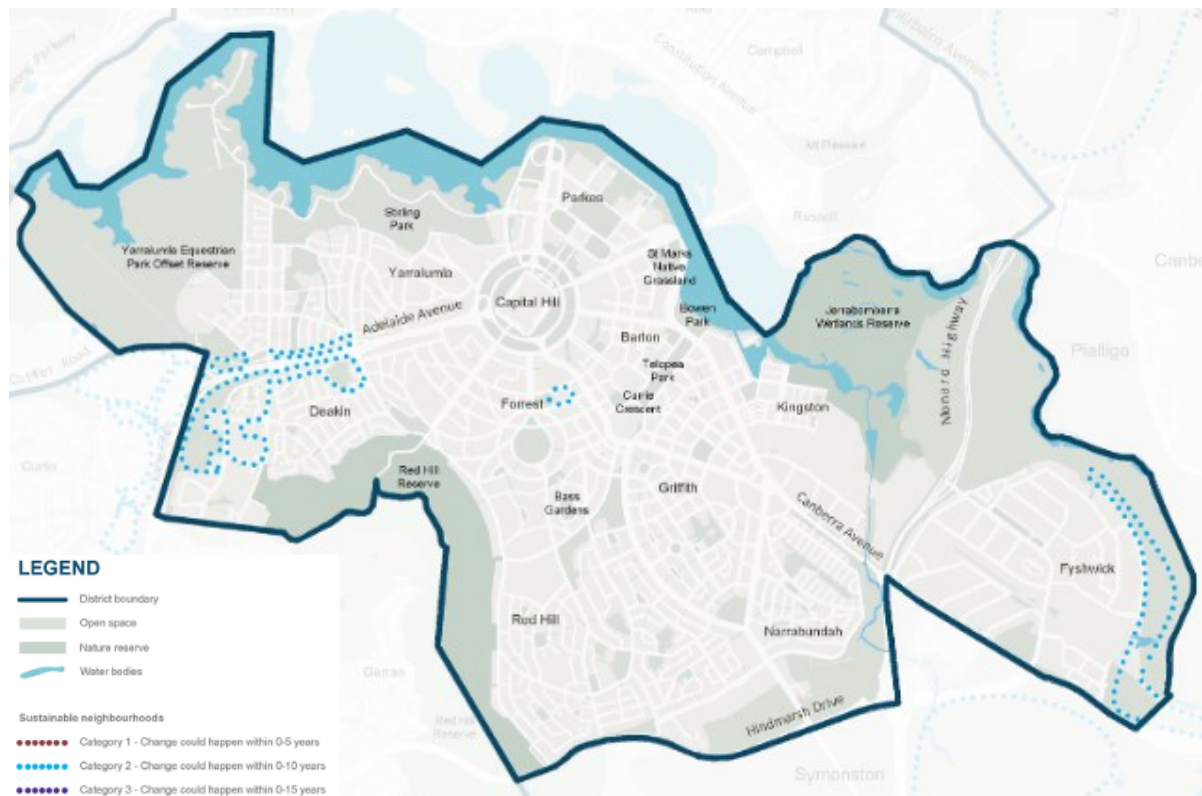
Figure 5: Potential future housing demand based on population projections – additional dwellings (2050)



Source: District Strategies – Inner South

The inner south district strategy identifies Section 19 Forrest, including the subject sites (block 11, 5 & 6) as Key Site 1 and a category 2 change area, with category 2 denoting sites where detailed planning can proceed, consultation needs to occur, and change could take place within 0-10 years.

Figure 28: Inner South – Category 2 change areas map



Source: District Strategies – Inner South

Being for a major plan amendment at the block level, the 5 big drivers, 10 targets and directions for Inner South are of little relevance to the proposal, with the exception of the 5th big driver – sustainable neighbourhoods. This driver and its associated targets and directions have been reproduced below.

Figure 29: Extract from District Strategies – Inner South

<p> Sustainable neighbourhoods</p> <p>New residential development is of a height and density appropriate to neighbourhood characteristics and amenities, provides a mix of housing types and is a means for sustainable transformation, including enhanced active travel and walkability and better connections to centres, net zero emissions initiatives, and social and affordable housing.</p>	<p>Greater housing choice and affordability to meet community needs.</p> <p>More inclusive and fair communities.</p>	<p>Deliver a mix of housing types, social housing and connectivity to transport including light rail in urban renewal precincts, while integrating and protecting environmental, built and cultural heritage values. Build on East Lake as a sustainable neighbourhoods exemplar.</p>
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Source: District Strategies – Inner South

The proposed amendment will directly advance these objectives by facilitating introduction of residential infill development and increased housing diversity in the neighbourhood capable of meeting the needs of a broader array of demographics and lifestyle choices. This will ultimately give rise to a more inclusive and fair community in a well-served and walkable location offering convenient access to centres and amenities. Furthermore, the proposed zoning as CZ5 is sensitive to the existing surrounding and its proximity to blue-green networks, community spaces along with maximising the opportunity provided by its access to future light rail development.

Figure 30 : Extract from District Strategies – Inner South



Source: District Strategies – Inner South

The strategy notes that a full investigation of planning, environmental, infrastructure and traffic issues will be required to facilitate development of change sites and provides the following principles:

Principles	Response
Provide a publicly accessible pedestrian path between Dominion Circuit and National Circuit	This has been achieved by the reinstatement of the path between to Bowling Club and the Forrestdale Tennis Courts
Access to the blocks is by the existing driveways.	The intent of the proposed development is to manage access to the blocks with the existing driveways
Avoid access from Dominion Circuit to Block 9 to reduce impact on the houses opposite.	Not applicable for this MPA
Provide suitable landscaping to the Dominion Circuit frontage to reflect the residential character opposite.	The proposed landscape concept aims to establish well-defined landscaped frontages along Dominion Circuit, with further details to be refined during the design and siting stage of the Development Application.
Consider noise and overlooking impacts of the adjoining tennis courts and church. These uses may extend after hours and must not be compromised by any future redevelopment of these blocks.	As the proposed development is primarily residential, it will generate minimal noise impact on the surrounding area. Landscape buffers have been incorporated to enhance privacy and reduce overlooking of adjoining properties.

The strategy reiterates the need to gradually transform current suburbs to accommodate population growth in an efficient and sustainable manner. As acknowledged in the strategy, density can be delivered through different planning outcomes and a balance in built form massing strategy can help achieve this.

The proposed amendment, which seeks rezoning to CZ5, is cognisant of the above, given the site's local context and seeks to deliver density through varying building heights and orientation of built form in a manner that doesn't allow for overshadowing in the vicinity, providing substantial green spaces through the development, fostering active travel connections, and delivering a mix of predominantly residential unit typologies which is likely to suit people at different stages of life and deliver housing diversity. With the largely residential nature of the development, it is understood that noise impacts are limited within the broader section.

This approach is sensitive to the existing character of the well-established surrounding neighbourhoods, while achieving the goals laid out in district strategies and seeks to push revitalisation of local and group centres. The proposed Major Plan Amendment seeks to vary the zoning of the land in order to facilitate a mixed-use development across the subject sites, which includes a dominant residential component. This proposal is in keeping with the potential for change identified within the strategy.

4.4 Other Strategic Planning Assessments

4.4.1 SOUTHERN GATEWAY PLANNING AND DESIGN FRAMEWORK

The Southern Gateway Strategy, the key strategic planning document is currently underway and not available for public release. The following sections discuss the existing Business Case for the project and publicly available information regarding planning for light rail to Woden.

The ACT Government Business Case for Stage 2A of the Light Rail Project included commentary on overall 'city-shaping benefits and land use assumptions for the Stage B component of the project, being the route from Commonwealth Park to Woden.

The subject sites are within the walking catchment of the proposed light rail station at Sydney Avenue (refer Figure 14). As such, the Business Case considers the implications of likely changes in population and employment through urban renewal. To supplement the conclusions of the Business Case, the ACT Government commissioned a broad area land use analysis that investigates development opportunities along the Light Rail route. No conclusions from this Framework have been publicly released but it is understood that the subject sites forms part of the broader framework considering opportunities for development uplift.

Figure 31: Walking Catchments to proposed Light Rail Stations

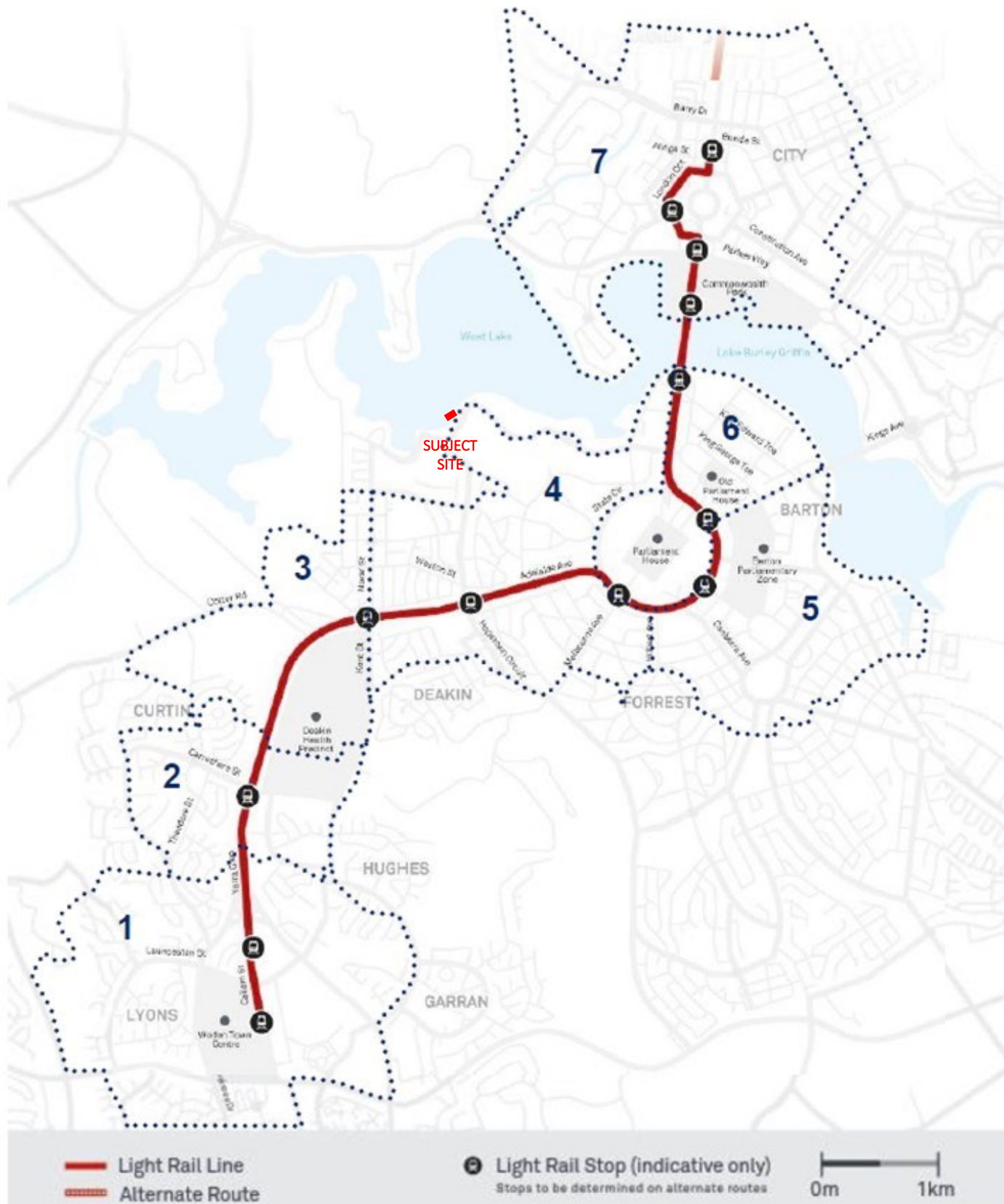


Source: City to Woden Light Rail: Stage 2A City to Commonwealth Park Business Case, Major Projects Canberra

The Business Case identifies that Light Rail projects are city-shaping developments, providing a stable corridor for investment and higher value land uses. On this basis, the Stage 2 City to Woden Light Rail project is expected to be a catalyst to drive land use changes, stimulating urban renewal and economic diversification and helping to create a more connected, compact, and competitive Canberra. This urban renewal will lead to additional benefits (beyond transport benefits) by realising higher and better use of existing land and delivering densification benefits (pp 141-142).

The Business Case divides the Stage 2 Light Rail route into seven (7) urban renewal precincts (refer Figure 15). The subject sites are located within Precinct 5. The Business Case establishes projections for future population within each of the precincts to 2046. It does not change the overall population projections for Canberra but estimates that the City to Woden Light Rail changes the distribution of population growth with the various precincts all increasing their share of population growth (refer Table 4). Table 4 shows that under the ‘business as usual’ scenario (i.e. no Light Rail Project), that population within Precinct 5 will grow to 10,563 people over the next 25 years to 2046. However, the introduction of the Light Rail will be a catalyst to population growth in this precinct with an estimated growth to 13,393 people in 2046, being an additional 2,831 people in the Forreest – Barton area (Precinct 5 in Figure 15).

Figure 32: Light Rail – Urban Renewal Precincts



Source: City to Woden Light Rail: Stage 2A City to Commonwealth Park Business Case, Major Projects Canberra

Table 2: Estimated Precinct Demographic Changes

Precinct	Base case – BAU		Project case – City to Woden	
	Population	Employment	Population	Employment
	2046	2046	2046	2046
1	12,049	25,211	23,256	31,265
2	2,414	1,910	4,977	2,798
3	2,249	5,666	7,181	9,033
4	4,777	2,088	6,036	3,124
5	10,562	24,613	13,393	28,354
6	16	7,238	13	8,641
7	40,428	83,832	46,353	81,571
Total	72,495	150,558	101,209	164,786

Source: City to Woden Light Rail: Stage 2A City to Commonwealth Park Business Case, Major Projects Canberra

It is considered that the rezoning and residential redevelopment of the subject site for high-density apartments is directly consistent with the land use conclusions of the City to Woden Light Rail: Stage 2A City to Commonwealth Park Business Case, Major Projects Canberra and the City to Woden Planning Framework.

4.4.2 ACT HOUSING STRATEGY 2018

The ACT Housing Strategy was released in October 2018 it builds on the considerable achievements of the 2007 Affordable Housing Action Plan. The strategy provides a framework for government and the community to address the multiple factors that influence the supply and demand of housing.

The strategy has 6 key objectives:

- 1) provide land and housing development opportunities to meet demand
- 2) set a 15% target for social and affordable housing
- 3) maintain a healthy land and housing development pipeline
- 4) provide a diverse mix of housing types and choice
- 5) facilitate innovative design and delivery mechanisms
- 6) encourage well designed, environmentally sustainable and accessible housing

The variation and development of the subject sites are considered to be directly consistent with the above key objectives.

4.4.3 CLIMATE CHANGE STRATEGY

The Climate Change Strategy came into action in 2019, when ACT joined many other cities, states and territories around the world in declaring a state of climate emergency. The strategy identifies key priority areas with actions; Energy, Buildings and Urban Development is a key priority area that would support achieving the strategies vision.

By 2045, the ACT will be a leading net zero emissions territory that demonstrates that a healthier, smarter future is possible.

Through the indicative development proposal, it is demonstrated that rezoning of the sites will ensure that the Key actions for buildings as identified in the strategy, can be met on this sites through the provision of:

- 37.7% deep root planting zones
- Roof gardens improving biodiversity
- Statutory WSUD compliance
- Natural ventilation to units
- Strong solar access to existing neighbouring and proposed residents

4.4.4 LIVING INFRASTRUCTURE PLAN

Canberra's Living Infrastructure Plan (LIP) was prepared in 2019 as a tool to provide strategic direction to help our expanding and densifying metropolitan areas become better prepared for and more resilient to climate change. LIP's aim is to maintain and improve the green infrastructure in Canberra. The LIP intends to identify the challenges climate change brings to the Canberra environment and proposing mitigation and adaptation measures for the public and private sector to introduce.

The LIP aims to address the challenges and to enhance Canberra's urban environment by:

- Reducing urban heat island effects and increasing access to shade
- Retaining water in the landscape and using rainfall better
- Improving water penetration to sustain vegetation and allow ground water recharge
- Improving access to and amenity of nature in the city
- Maintaining ecosystem services and biodiversity in the city's landscape

The indicative development proposal shows these measures are possible on the sites if rezoned through the provision of:

- 37.7% deep root planting zones
- Roof gardens improving biodiversity
- Statutory WSUD compliance
- Natural ventilation to units
- Strong solar access to existing neighbouring and proposed residents

Further the redevelopment of the sites will lower the need to expand the urban footprint and develop housing on the edge of the metropolitan area, which will:

- Prevent valuable environmental loss
- Ensure more people will have access to nearby nature in the city
- Maintain ecosystem services and biodiversity in the city's landscape

4.4.5 ACT TRANSPORT STRATEGY

The ACT Transport Strategy 2020 sets out the Government’s approach to achieving the vision of providing Canberra with flexible, reliable and sustainable options and provides a framework for planning the transport for the next 20 years.

Transport network development principles set out in the strategy are:

- People focused
- City shaping
- Connected
- Reliable
- Sustainable
- Safe
- Future focused
- Flexible
- Efficient
- Healthy

Figure 33 Extract from ACT Transport Strategy

Transport network development principles

	PRINCIPLE	DIRECTION
	PEOPLE FOCUSED	Meets the diverse needs of all Canberrans with high-quality customer experience and accessible design.
	SAFE	Improves the safety performance of our network to enable safe and secure travel by all transport types.
	CITY SHAPING	Integrated with land use planning to shape a more compact, vibrant, and accessible city.
	FUTURE FOCUSED	Proactively plans for future scenarios by acting ahead of the curve wherever possible, remaining adaptable and embracing new technologies and ways of doing things.
	CONNECTED	Services work together seamlessly and across Territory borders to create a whole journey experience with a clear path from start to finish.
	FLEXIBLE	Provides a wide range of journey opportunities, and the ability to travel at different times of the day and to change destination mid-trip.
	RELIABLE	Gets people and goods to where they need to be, when they need to be there, in a predictable manner, remaining resilient to unforeseen events.
	EFFICIENT	Uses space and resources well to carry the greatest amount of people and goods around the city.
	SUSTAINABLE	Leads the way in the switch to zero emission transport technologies and provides choices that will reduce the ACT carbon emissions.
	HEALTHY	Improves the health and wellbeing of all Canberrans by expanding opportunities to travel by public transport, walking and cycling.

The proposed development supports the ACT Transport Strategy by providing higher density housing options within 800-900m of two future light rail stations along State Circle.

4.4.6 URBAN FOREST STRATEGY 2021-2045

The Urban Forest Strategy 2021–45 sets out the ACT Government’s vision for a resilient and sustainable urban forest that supports a liveable city and the natural environment and contributes to the wellbeing of the community in a changing climate.

The vision of the strategy is for all Canberrans to enjoy the benefits of streets lined with healthy trees. An urban forest that is resilient and sustainable and contributes to the wellbeing of the community in a changing climate.

The strategy sets out six objectives and the actions needed to overcome these challenges and achieve the vision. These are:

- Protect the urban forest.
- Grow a resilient forest.
- Balance and diversify the urban forest.
- Take an ecological approach and support biodiversity.
- Develop infrastructure to support the urban forest and liveability.
- Partner with the community.

Existing canopy cover at the sites are poor as a lot of the area was utilised as surface car park along with large footprints of the existing low-density hotel buildings. The sites have minimal mature vegetation. Redevelopment of the sites represents an opportunity to reduce building footprint and improve canopy cover at the site, directly impacting the urban forest in the locality.

4.4.7 ACT PREVENTIVE HEALTH PLAN

The ACT Preventive Health Plan 2020 - 2025, also referred to as Healthy Canberra Plan sets out the foundations for reducing and prevalence of chronic disease within Canberra. The plan outlines five areas which are key to achieve the goals set out in the plan, they are:

- Supporting children and families
- Enabling active living
- Increasing healthy eating
- Reducing risky behaviours
- Promoting healthy ageing

The proposed rezoning will enable people to live within walking distance of public transport, schools, employment centres, retail centres and recreational facilities to encourage active living.

4.5 Statutory Planning Assessments

4.5.1 Planning Act 2023

Section 10 of the Planning Act 2023 defines principles of good planning, which are also reproduced at Part C.2 of the Territory Plan. The proposal is considered to be consistent with the principles as set out in Table 2 below.

Table 3: Responses to the principles of good planning

Statutory	Description
2.1 Activation and liveability principles means the following:	
<i>(a) Planning and design should support diverse economic and social activities, including through promoting different but compatible uses for buildings and other areas.</i>	The introduction of residential uses, particularly multi-unit housing uses within this locality would directly promote the achievement of these outcomes by:

Table 3: Responses to the principles of good planning

Statutory	Description
<p><i>(b) Urban areas should include a range of high-quality housing options with an emphasis on living affordability.</i></p> <p><i>(c) Urban areas should be designed to promote active travel and convenient and efficient use of public transport.</i></p> <p><i>(d) Districts should be planned, designed and developed to support active and healthy lifestyles and to cater for a diverse range of cultural and social activities.</i></p> <p><i>(e) Policies should support and enhance the quality of life and wellbeing of residents.</i></p>	<ul style="list-style-type: none"> Improving the availability of smaller dwelling types within this traditionally affluent and low-density suburb, thereby allowing residents to age in place and facilitating the delivery of more affordable housing types. Being situated along the future light rail corridor, residential development at the site will allow for excellent access to active transport for future residents. The site’s proximity to nearby group centres provides an opportunity to provide for development offering excellent lifestyle for potential residents, with excellent access to services and amenities such as shops and cafes.

2.2 Cultural heritage conservation principles means the following:

<p><i>(a) Planning and design should promote the unique cultural heritage of the ACT by acknowledging established heritage significance in design and placemaking.</i></p> <p><i>(b) Development should:</i></p> <p><i>(i) respect local heritage; and</i></p> <p><i>(ii) avoid direct impacts on heritage or, if a direct impact is unavoidable, ensure the impact is justifiable and proportionate.</i></p>	<p>The sites are not listed as being of heritage significance, however, future development is capable of respecting nearby heritage values and the traditional housing values of development opposite the site on Dominion Circuit.</p>
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2.3 High-quality design principles means the following:

<p><i>(a) Development should be focussed on people and designed to:</i></p> <p><i>(i) reflect local setting and context; and</i></p> <p><i>(ii) have a distinctive identity that responds to the existing character of its locality; and</i></p> <p><i>(iii) effectively integrate built form, infrastructure and public spaces; and</i></p> <p><i>(iv) provide appropriate solar access;</i></p> <p><i>(b) Public spaces should be designed to be used, appropriately landscaped and vegetated, and should be designed to contribute to the urban forest.</i></p> <p><i>(c) Built form and public spaces should be designed to be inclusive and accessible to people with differing needs and capabilities, including through the serious consideration of universal design practices.</i></p> <p><i>(d) Developments should be planned and designed to be well connected and integrated with surrounding</i></p>	<p>As per the indicative development proposal provided at Section 4.3, the site can accommodate residential development capable of achieving these outcomes.</p>
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Table 3: Responses to the principles of good planning

Statutory	Description
<p><i>development in ways that facilitate the safe, secure and effective movement of people within and through them.</i></p>	
<p>2.4 housing affordability principles means the following:</p>	
<p><i>(a) planning strategies, plans and policies should support the delivery of reforms that improve housing access, affordability and choice;</i></p> <p><i>(b) planning strategies, plans and policies should support more housing options for people who have a low income;</i></p> <p><i>(c) planning strategies, plans and policies should ensure affordable housing is close to essential services, amenities and affordable transport options, including public and active transport.</i></p>	<p>Forrest is primarily an affluent and low-density suburb with limited options for downsizing, aging in place and affordable housing. The proposed introduction of multi-unit housing at the site would improve housing choice in the area, providing a smaller dwelling typology which is more affordable than the more common free-standing dwellings on large blocks in the area. The sites are ideally situated to accommodate higher density housing given its position along the future light rail corridor and excellent access to the two nearby group centres.</p>
<p>2.5 Integrated delivery principles means the following:</p>	
<p><i>(a) Policies relating to planning, including those arising outside the planning system, should be coordinated to efficiently and effectively achieve planning outcomes.</i></p> <p><i>(b) Planning, design and development should promote integrated transport connections and equitable access to services and amenities.</i></p> <p><i>(c) Infrastructure, public spaces and facilities should be planned to meet future needs and designed to be integrated with related development.</i></p> <p><i>(d) Built form should be durable, designed to be adaptive (including in relation to the reuse of buildings or parts of buildings) and compatible with surrounding public spaces.</i></p>	<p>As per the indicative development proposal provided at Section 4.3, development of the sites for multi-unit housing can achieve relevant built form outcomes. The sites are suited to residential development given its excellent access to public transport, services, and amenities.</p>
<p>2.6 Investment facilitation principles means the following:</p>	
<p><i>(a) Planning and design should be undertaken with a view to strengthening the economic prosperity of the Territory and contributing to diversification of the economy, economic security and growth.</i></p> <p><i>(b) Planning outcomes should be achieved by facilitating coordinated approaches that promote public and private investment towards common goals.</i></p>	<p>The proposal provides for the diversification of housing in Forrest and will contribute to the sustainable accommodation of population growth through infill.</p>
<p>2.7 Long-term focus principles means the following:</p>	
<p><i>(a) Policy frameworks should be based around long-term priorities, be ecologically sound and seek to</i></p>	<p>The proposed amendment would facilitate residential development at the site and in doing so, allow for infill development which accommodates population growth without increasing the urban</p>

Table 3: Responses to the principles of good planning

Statutory	Description
<p><i>promote equity between present and future generations.</i></p> <p><i>(b) Policy frameworks should be able to respond to emerging challenges and cumulative impacts identified by monitoring, benchmarking and evaluation programs.</i></p>	<p>footprint. The introduction of smaller dwelling typologies would also increase the diversity of housing available in the locality and provide a more affordable option than the typical free-standing single dwellings on large blocks found in the area.</p>
<p>2.8 Natural environmental conservation principles means the following</p>	
<p><i>(a) Planning and design should promote healthy and resilient ecosystems, by –</i></p> <p><i>(i) avoiding or minimising loss of habitat and other key threatening processes for biodiversity; and</i></p> <p><i>(ii) considering cumulative and incremental environmental impacts;</i></p> <p><i>(b) Planning outcomes should support the operation of environmental laws applying in the ACT;</i></p> <p><i>(c) Policies, planning and design should integrate and promote –</i></p> <p><i>(i) nature-based solutions to climate change and water security; and</i></p> <p><i>(ii) the valuation and maintenance of the ecosystem services and amenity provided by a healthy natural environment.</i></p> <p><i>(d) Biodiversity connectivity and habitat values should be integrated across urban areas, including through appropriate planning for, and landscaping of, urban open space and travel corridors.</i></p>	<p>The proposal provides for the protection of environmental values through its contribution to sustainable accommodation of population growth via infill. The site has no known environmental values and redevelopment of the site would result in improved canopy cover and planting.</p>
<p>2.9 Sustainability and resilience principles means the following:</p>	
<p><i>(a) Places should be planned, designed and developed to be sustainable and resilient;</i></p> <p><i>(b) Effort should be focussed on adapting to the effects of climate change, including through mitigating the effects of urban heat, managing water supplies and achieving energy efficient urban environments;</i></p> <p><i>(c) Policies and practices should promote the use, reuse and renewal of sustainable resources, and minimise use of resources.</i></p>	<p>The proposed development represents an ideal infill opportunity, providing for higher density residential development in a traditionally low-density residential area which has excellent access to local shops and amenities as well as being situated along the future light rail corridor. These factors position the site as a highly walkable location capable of promoting active transport and reducing car dependency.</p> <p>Redevelopment of the site would give rise to improved canopy cover and planting and as set out in Section 4.3, residential development at the sites are capable of meeting relevant built form outcomes.</p>
<p>3.0 Urban regeneration principles means the following:</p>	

Table 3: Responses to the principles of good planning

Statutory	Description
<p><i>(a) Growth should be mostly within the existing urban footprint, or in areas close to the existing urban footprint, while maintaining environmental values;</i></p> <p><i>(b) Urban regeneration should seek to make the best use (as appropriate) of underlying or latent potential associated with land, buildings and infrastructure.</i></p>	Residential development at the sites represents an excellent urban infill opportunity, with convenient access to local amenities and public transport.

4.5.2 Territory Plan

Key parameters under the Territory Plan are summarised in Table 3 below, along with sources of relevant development outcomes for assessment of the proposal.

Table 4: Territory Plan parameters

Territory Plan	Current Zone	CZ6 – Leisure and Accommodation RZ1 – Suburban	Various uses specified as requiring assessment. Refer to Section 5.3.2.2.
	District	Inner South District	No additional assessable or prohibited development specified.
	Overlays:	Nil.	
Development	District Policy	Inner South District Policy	
	Zone Policy	Commercial Zones Policy	
	Other Policies	Lease variation policy	
Relevant Outcomes	Technical Specifications	Planning (Commercial Zones) Technical Specifications 2023 Planning (Inner South District) Technical Specifications 2023	
	Design Guides	Planning (Housing) Design Guide 2023 Planning (Urban) Design Guide 2023	

The following sections broadly examine current controls contained within the Territory Plan, demonstrating that the proposed development of the sites are generally compliant with all relevant outcomes, with the exception of provisions contained within the Commercial Zones policy.

While the lease variation policy, relevant technical specifications and design guides set out in Table 3 would be relevant to the assessment of a future development application for the use and development of the land, they are of limited relevance in exploring the suitability of the proposal MPA and are not discussed further in this report. Note that the indicative development proposal presented in Section 4.3 demonstrates that key built form parameters can be met on site.

4.5.2.1 Inner South District Policy

The Inner South District Policy regulates development across the Inner South with additional, site-specific assessment outcomes and requirements. The policy does not specify any additional assessable or prohibited development at the site for either CZ6 and RZ1 or the desired CZ5 zone at the site.

The desired policy outcomes are not relevant to the sites with the exception of item 10, which reads as follows:

Deliver a mix of housing types, social housing and connectivity to transport including light rail in urban renewal precincts, while integrating and protecting environmental, built and cultural heritage values.

The proposed MPA would facilitate this outcome by delivering improved housing diversity within a typically low-density residential area and providing increased residential density at a site which is ideally positioned along the future light rail corridor and with excellent access to two nearby group centres. The sites are largely devoid of environmental values and redevelopment of the site represents an opportunity to deliver improved canopy cover and planting as well as opportunities for active transport, resulting in reduced car dependency.

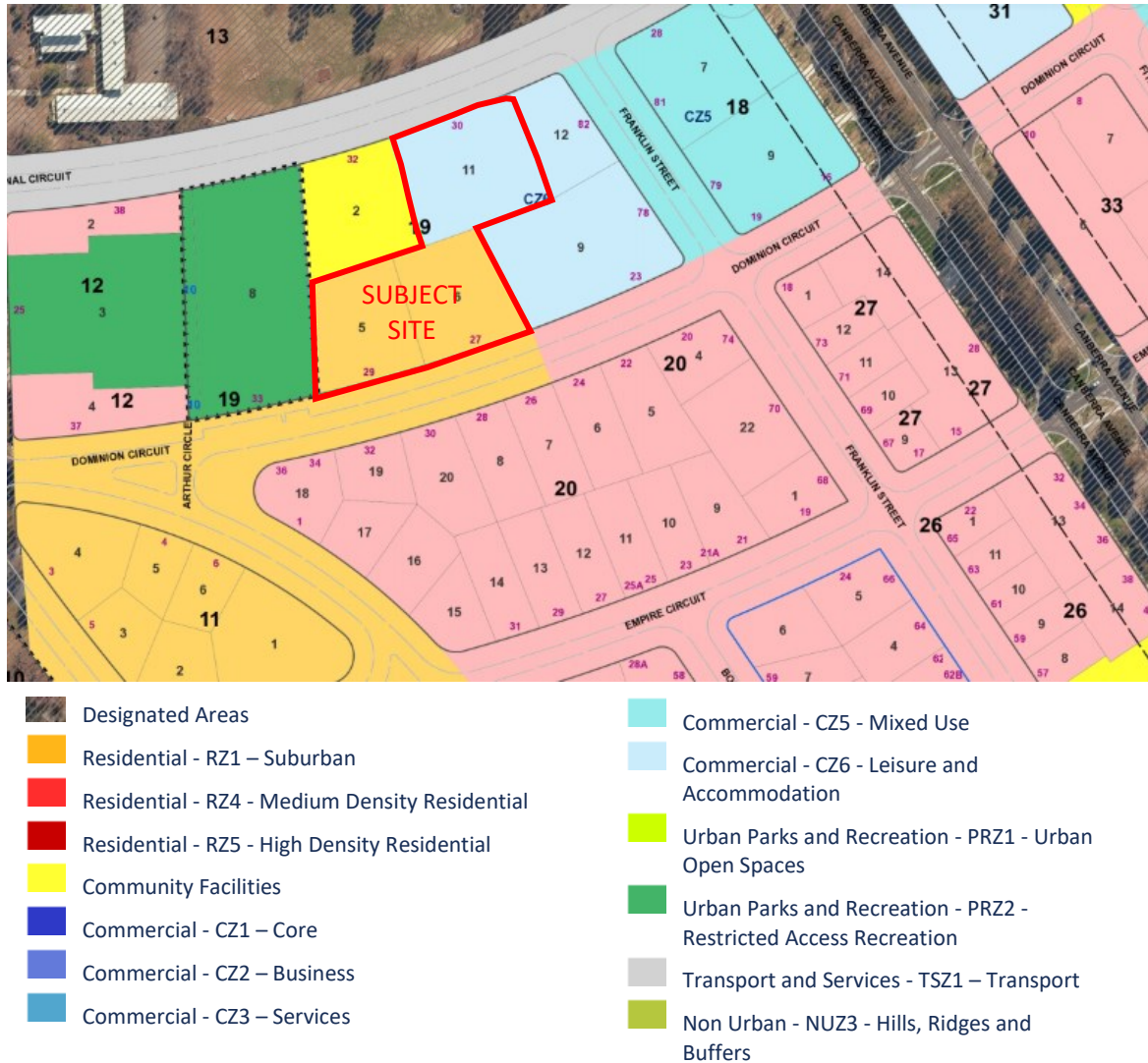
4.5.2.2 Commercial Zones Policy

As shown in Figure 35, the sites are currently zoned CZ6 under the Territory Plan. The uses listed in the following table are generally permissible within this zone. Notably, this list does not include residential uses, specifically multi-unit housing, which is prohibited in this zone. As such, the current zoning of the sites would **not** facilitate the desired development. Accordingly, the desired zoning sought for the sites as part of this MPA application is CZ5, which lists multi-unit housing as a permissible land use within the zone.

CZ6 List of permissible uses		
ancillary use	craft workshop	retail plant nursery
aquatic recreation facility	demolition	shop
café	drink establishment	sign
car park	drive-in cinema	subdivision
caravan/camping ground	early childhood education and care	supermarket
caretakers 'residence	educational establishment	take-away food shop
club	group or organised camp	temporary use
commercial accommodation use	guest house	tourist facility
community USE	health facility	tourist resort
community activity centre	hotel/motel	transport facility
community theatre	hospital	varying a lease
complementary use	indoor entertainment facility	veterinary clinic

cultural facility	religious associated use	zoological facility
consolidation	restaurant	indoor recreation facility

Figure 34: Territory Plan Zoning



Source: Purdon (ACTmapi, 2023)

Given the desired development’s incompatibility with the current zoning for the site, the following section provides an evaluation of the proposal’s ability to comply with outcomes which are broadly applicable to all commercial zones and also to outcomes which are specific to development within the desired zone, CZ5.

Policy Outcomes – All Commercial Zones

1. Commercial zones are primarily for commercial development providing a strong economic focus for the zone and land for the supply of commercial services. In areas not zoned mixed use, other complementary uses are permitted however these should not detract from the primary commercial nature of the zone.
2. Development should be of a scale and nature that recognises and responds to the zone hierarchy.

The proposed MPA would facilitate a change in zoning to CZ5 for the site, being for mixed use development. A primarily high density, well -connected residential development over the site with the potential for small scale ground level commercial uses is appropriate within this zone and meets the above objectives. Further analysis in this regard is provided in Section 7.0 of this report.

Policy Outcomes – CZ5 – Mixed Use Zone

1. *Encourage higher density residential development in locations with convenient access to transport corridors, and commercial and employment centres.*
2. *Create an efficient and sustainable urban environment and provide for a diversity of living, working and recreation opportunities.*
3. *Encourage a standard of urban design that is consistent with selected major avenues, approach routes and other strategically located areas.*
4. *Encourage activities particularly at street frontage level that contribute to an active public space.*
5. *Provide a high-quality public space by facilitating active uses on ground floor level that connect with the wider open space, pedestrian and cycle networks to promote active travel and active living.*
6. *Provide a mixture of compatible land uses and integrate suitable business, office, residential, retail and other development in accessible locations so as to encourage walking and cycling and maximise public transport patronage.*

The proposed MPA would facilitate development which is highly conducive to achievement of the above objectives. The sites are well situated to accommodate higher density residential development given its location along the future light rail corridor, access to nearby group centres and local open spaces. Furthermore, the proposal would result in the diversification of available housing types within the locality, providing opportunities to age in place or downsize and providing a more affordable option than traditional low-density housing in Forrest.

There is potential for the ground floor to accommodate small scale commercial uses of a scale which avoid competition with businesses and services available in the nearby group centres.

Specific Assessment Outcomes

A range of specific outcomes contained within the Commercial Zones Policy would be of relevance to a future development application for use and development of the land. These outcomes are numerous and span several assessment areas and have therefore not been reproduced herein.

The ability of the proposed development and MPA to comply with these objectives is demonstrated by the indicative development proposal at Section 4.3 and the impact assessment provided at Section 7.0. To avoid repetition, separate assessment is not provided in this section.

Assessment Requirements

Section 5 of the Commercial Zones Policy provides assessment requirements, being the mandatory development controls for specific zones. There is only one requirements of relevance to CZ5 (the desired zone), which is noted below.

- Maximum gross floor area – 1500m² for retail uses

The proposed development can readily comply with this requirement.

5.0 Consultation

As per the current Major Planning Amendment process, public notification and representation is undertaken by the Territory.

6.0 Impact Assessment

The following section of the report evaluates the suitability and capability of the land for the proposed CZ5 zoning. It assesses the potential impacts—both positive and negative—of full-scale development under this zoning, considering effects on the social, physical, and natural environment. This includes an analysis of how the land’s characteristics align with the intended zoning outcomes and any constraints that may influence development.

Additionally, the report explores alternative development scenarios, including potential rezoning options, to assess whether different zoning classifications might offer a more appropriate planning response based on site conditions, policy objectives, and broader urban planning considerations.

6.1 Metropolitan Implications

6.1.1 CZ6 IMPLICATIONS – BLOCK 11 SECTION 19

A rezoning of Block 11, Section 19, would reduce the land area allocated to CZ6 but the proposed CZ5 zoning will continue to allow many of the uses already provided within CZ6, with the addition of residential use. The comparison of permissible land uses under the current CZ6 zoning and the proposed CZ5 zoning is listed in Table 5.

Table 5: Permissible Land Uses – Comparison CZ5 vs CZ6

Permissible Uses in CZ5 Zone	Permissible Uses in CZ6 Zone
Ancillary use	Ancillary use
	Aquatic recreation facility
Boarding house	
Bulky goods retailing	
Business agency	
Café	Café
	Caravan park/camping ground
	Caretakers' residence
Car park	Car park
	Club
Co-housing	
Communications facility	
	Commercial accommodation use
Community activity centre	Community activity centre
Community housing	
Community theatre	Community theatre
Complementary use	Complementary use
Cultural facility	Cultural facility
Consolidation	Consolidation
	Craft workshop
Demolition	Demolition
Drink establishment	Drink establishment
	Drive-in cinema
Early childhood education and care	Early childhood education and care
Educational establishment	Educational establishment
Financial establishment	
	Group or organised camp
Guest house	Guest house

Health facility	Health facility
Home business	
Hotel / motel	Hotel / motel
Hospital	Hospital
Indoor entertainment facility	Indoor entertainment facility
Indoor recreation facility	Indoor recreation facility
	Light rail
Minor road	Minor road
Minor use	Minor use
Multi-unit housing	
Office	
Outdoor recreation facility	Outdoor recreation facility
	Overnight camping area
Parkland	Parkland
Pedestrian plaza	Pedestrian plaza
Personal service	Personal service
Place of assembly	Place of assembly
Place of worship	Place of worship
Public agency	
Religious associated use	Religious associated use
Residential care accommodation	
Restaurant	Restaurant
Retail plant nursery	Retail plant nursery
Retirement village	
Secondary residence	
Shop	Shop
Sign	Sign
Single dwelling housing	
Subdivision	Subdivision
Supermarket	Supermarket
Supportive housing	
Take-away food shop	Take-away food shop
Temporary use	Temporary use
	Tourist facility
	Tourist resort
Transport facility	Transport facility
Varying a lease	Varying a lease

Veterinary clinic	Veterinary clinic
	Zoological facility

Table 5 above shows that land uses such as those listed below would no longer be permissible. This is not considered to be an adverse impact as these uses are mostly not considered compatible with the existing land uses in the immediate area:

- aquatic recreation facility
- caravan park/camping ground
- club
- craft workshop
- drink establishment
- drive-in cinema
- group or organised camp
- indoor entertainment facility
- overnight camping area
- public agency
- tourist facility

Table 6: Area of Land Zoned CZ6

	Total area of CZ6 Land (ha)	CZ6 % of Total Zoned Land	Reduced area after site rezoning	Reduced % of CZ6 Land
South Canberra	82.83	22.04%	82.29	21.93%
North Canberra	135.67	36.11%	135.67	36.16%
Tuggeranong	90.40	24.06%	90.40	24.09%
Gungahlin	34.89	9.29%	34.89	9.30%
Belconnen	14.33	3.81%	14.33	3.82%
Woden / Weston Ck	17.62	4.69%	17.62	4.70%
ACT	375.75	100.00%	375.20	100.00%

Figure 35: Existing Areas of CZ6 Zoned Land – South Canberra



Source: ACTMapi

The proposed redevelopment of the sites for residential use aligns with sustainability goals across economic, environmental, and social factors. It supports the ACT’s economic recovery by contributing to employment growth within the development sector. The project can meet all environmental sustainability requirements under the Territory Plan, including Water Sensitive Urban Design (WSUD) and Living Infrastructure provisions. Additionally, the development will enhance housing diversity and reinforce the objective of a compact city.

South Canberra already has significant CZ6 zoned land, with 82.83 hectares representing over 22% of the ACT’s total CZ6 area as illustrated in the above image. The rezoning of the 0.54-hectare Block 11 will have minimal impact on this overall distribution. While recreational facilities exist nearby, expanding them onto the sites are not feasible, and the site’s retention as CZ6 is not necessary. The sites, at 4,832 square metres, is relatively small and not on a key approach route to Canberra. Given that a seven-storey development was previously approved on an adjacent site, a similarly scaled residential project—potentially stepped in height—would be compatible with the surrounding context. The site’s proximity to Canberra Avenue, the Manuka Group Centre, and the future light rail corridor supports high-density residential use in line with current and anticipated land use patterns.

The proposed rezoning for Block 11 Section 19 Forrester is consistent with the EPSDD CZ6 Rezoning Assessment Criteria.

6.1.2 RZ1 IMPLICATIONS – BLOCK 5 & 6, SECTION 19

A rezoning of Block 5 & 6, Section 19, would reduce the land area allocated to RZ1 but the proposed CZ5 zoning will continue to allow many of the uses already provided within the RZ1 with increased density. The comparison of permissible land uses under the current RZ1 zoning and the proposed CZ5 zoning is listed in Table 7: Permissible Land Uses – Comparison CZ5 vs RZ1

Table 7: Permissible Land Uses – Comparison CZ5 vs RZ1

Permissible Uses in CZ5 Zone	Permissible Uses in RZ1 Zone
Ancillary use	Ancillary use
Boarding house	Boarding house
Bulky goods retailing	
Business agency	
Café	
Car park	
Co-housing	
Communications facility	
Community activity centre	Community activity centre
Community housing	Community housing
	Community garden
Community theatre	
Complementary use	
Cultural facility	
Consolidation	Consolidation
Demolition	Demolition
Drink establishment	
Early childhood education and care	Early childhood education and care
Educational establishment	
Financial establishment	
Guest house	Guest house
Health facility	Health facility
Home business	Home business
Hospital	
	Home occupation
Indoor entertainment facility	
Indoor recreation facility	
Minor road	Minor road

Minor use	Minor use
Multi-unit housing	Multi-unit housing
Office	
Outdoor recreation facility	
Parkland	Parkland
Pedestrian plaza	
Personal service	
Place of assembly	
Place of worship	
Public agency	
Religious associated use	
Residential care accommodation	Residential care accommodation
Restaurant	
Retail plant nursery	
Retirement village	Retirement village
Secondary residence	Secondary residence
	Service reticulation
Shop	
Sign	Sign
Single dwelling housing	Single dwelling housing
Subdivision	Subdivision
Supermarket	
Supportive housing	Supportive housing
Take-away food shop	
Temporary use	Temporary use
Transport facility	
Varying a lease	Varying a lease
Veterinary clinic	Veterinary clinic

The above shows that land uses such as those listed below would no longer be permissible. This is not considered to be an adverse impact as these uses are minor in nature and could be incorporated as ancillary to any proposed development on site:

- Service reticulation
- community garden

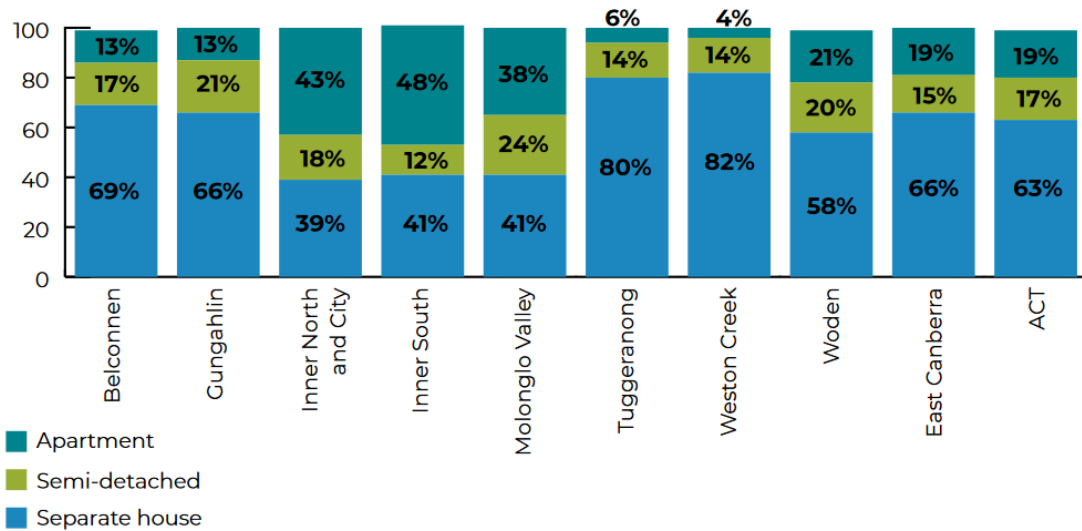
6.1.3 CENTRAL NATIONAL AREA

The Central National Area identified in the National Capital Plan includes Canberra Avenue and Hobart Avenue as Main Avenues and Approach Routes. The subject sites are located on Section 19 Forrest, and there are two sections either side, separating the site from these Main Avenues. Whilst the sites are in close proximity to these areas, it is not considered that development of the site for residential use, would create any adverse impact.

6.2 Socio-economic Implications

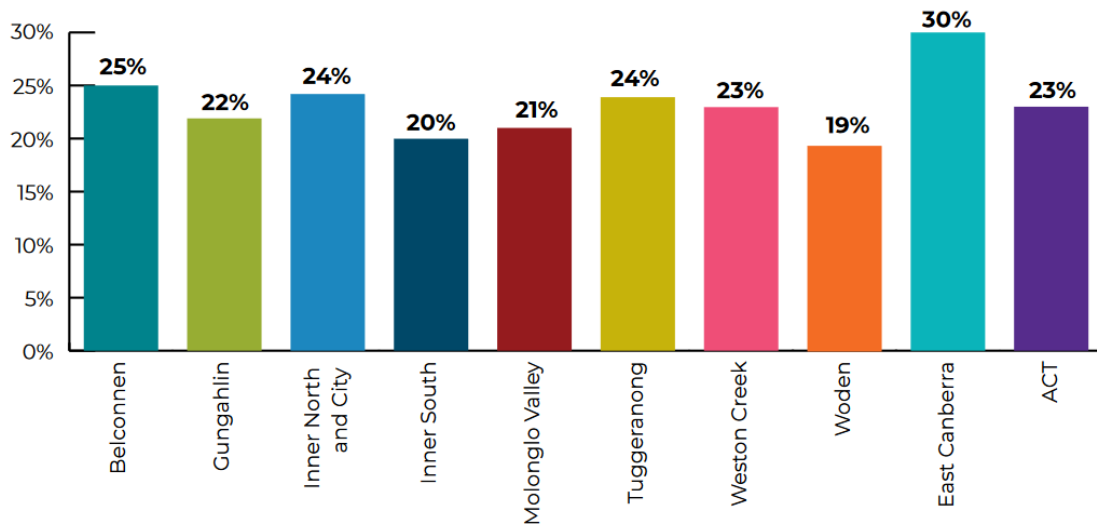
In 2022 the ABS released Census data and in response, in 2023, ACT Treasury released population projections indicating a need for 100,000 new homes by 2050. This is described in the District Strategies Volume 1 Metropolitan Context and Big Drivers. Currently, there is a notable shift in housing patterns within the Inner South region, with a growing percentage of residents opting for apartment living. This trend reflects broader demographic changes and preferences towards more compact urban lifestyles.

Figure 36: Housing types by district, 2021 (excludes 'other' dwelling types) – proportion of dwellings



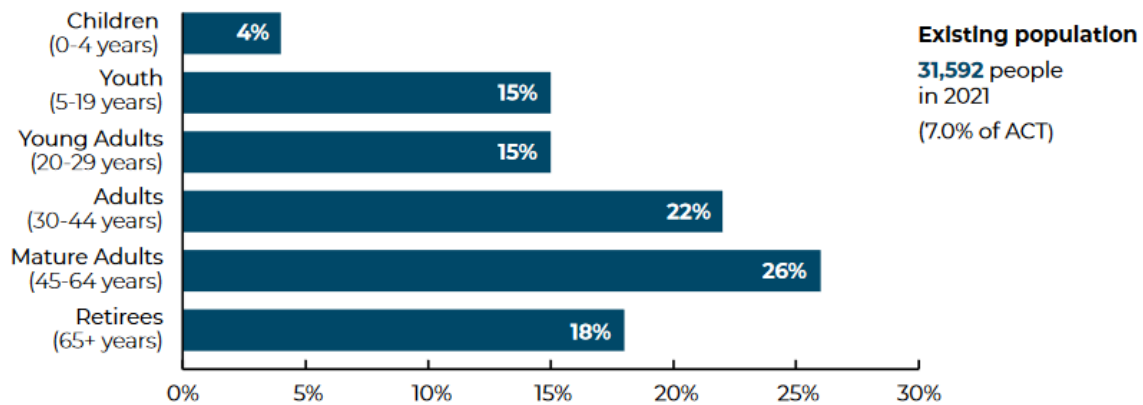
Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

Figure 37: Proportion of rental households in rental stress by district, 2021



Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

Figure 38: Inner South District Population, Age profile 2021

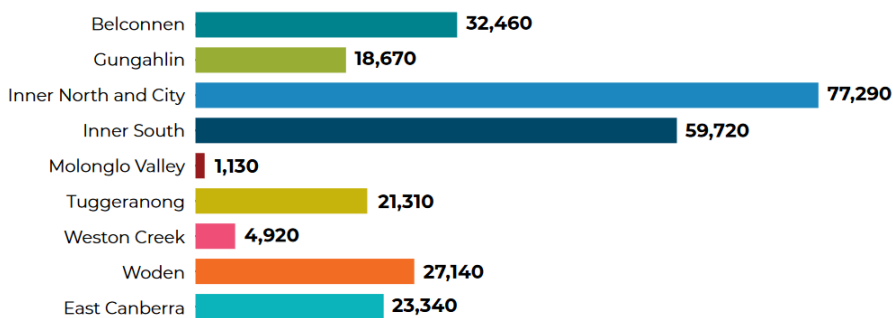


Source: District Strategies Inner South

In 2021 approximately 31% of ACT households were renting. Rental households are considered to be in housing stress if they spend more than 30% of their income in housing. The above figure clearly shows 20% of Inner South renters in stress, lower than the ACT average of 23%, possibly indicating higher-than-average incomes in the district. The Inner South also has a large mature adult demographic that would prefer to age-in-place; and there is a healthy number of adults who prefer to downsize and live in apartments as reflected in Figure 8. Furthermore, Inner South has one of the highest shares of apartment dwellings in the ACT based on the Inner South District Strategies.

These trends underscore the need for housing solutions that are not only diverse but also accessible across different demographics, aiming to alleviate rental burdens exacerbated by the ACT's high median rent of \$669 per week (Source: CoreLogic Quarterly Rental Review, 2023) and instead provide purchasing opportunities for varying income levels through delivery of greater housing choice.

Figure 39: Number of jobs by district, 2021

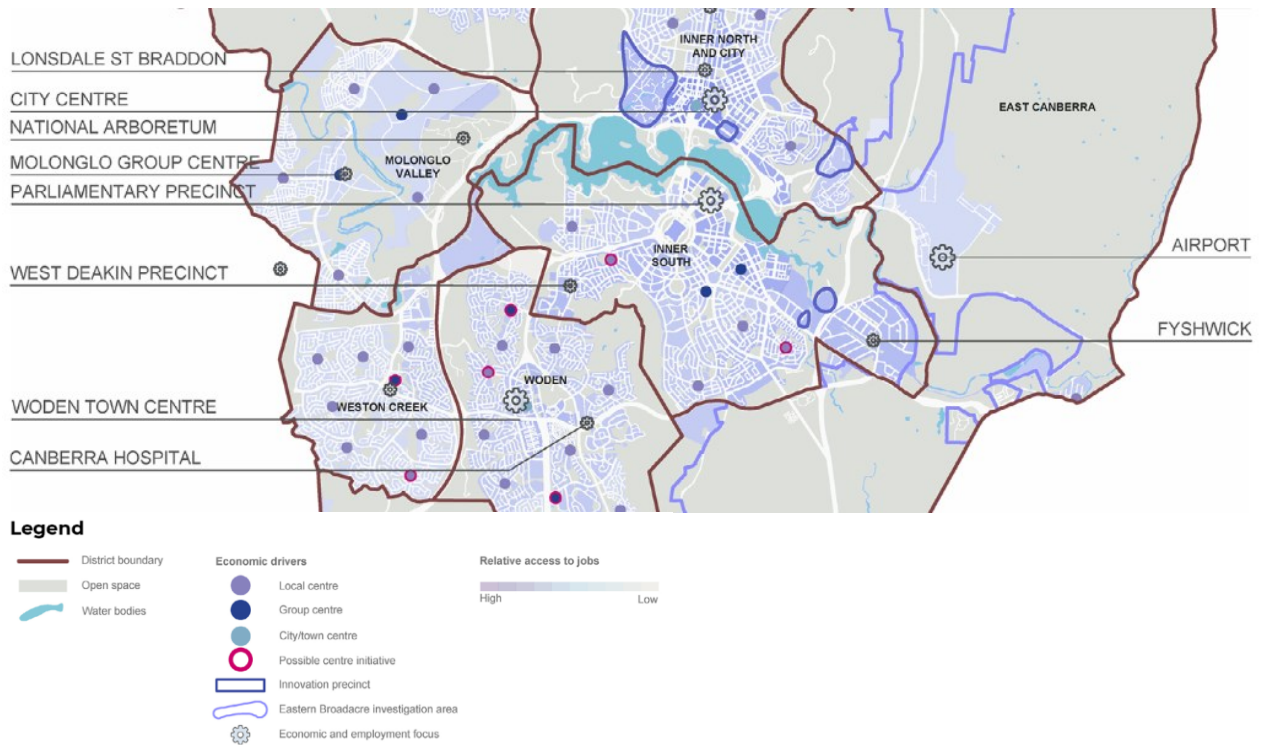


Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

Furthermore, as per District Strategies, of the 270,000 jobs across the ACT (2021), the Inner North and City had the highest share (28%), followed by the Inner South (22%) as seen in the figure above.

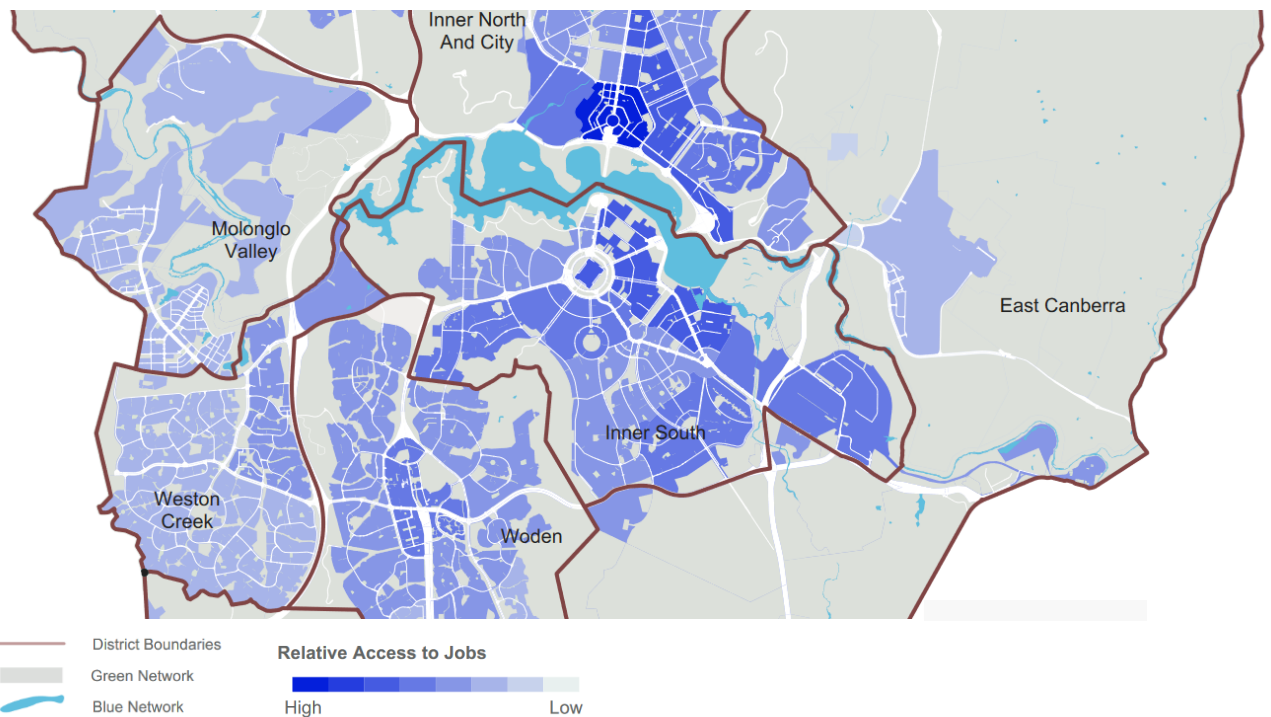
This further speaks to the objectives of District Planning's economic access and opportunity across the city, where the Inner South has the potential to provide homes close to jobs in town and group centres, reinforcing the idea of Canberra being a '30-minute city'.

Figure 40: Economic access and opportunity across the city



Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

Figure 41: Effective job density (EJD), 2016

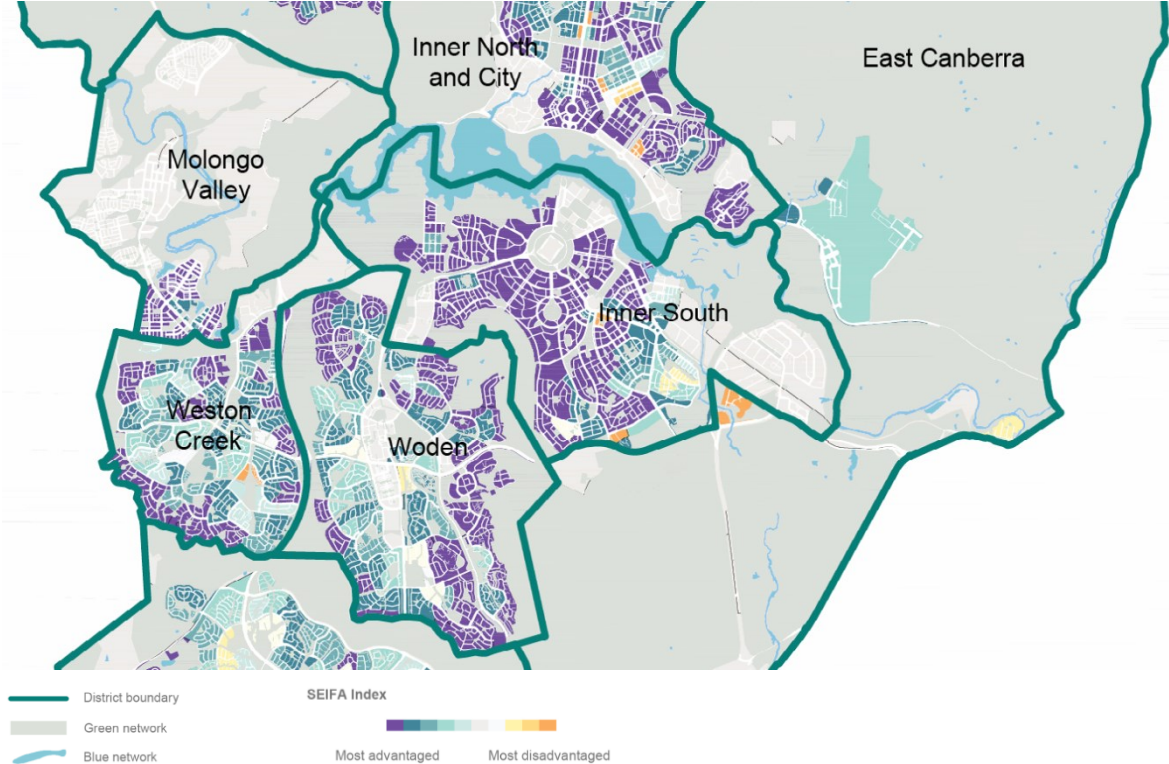


Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

The maps above illustrate the significant concentration of existing employment centres and economic drivers in East Canberra, Inner North, and the City and Inner South Districts. These areas are bolstered by a strong existing and proposed public transport systems.

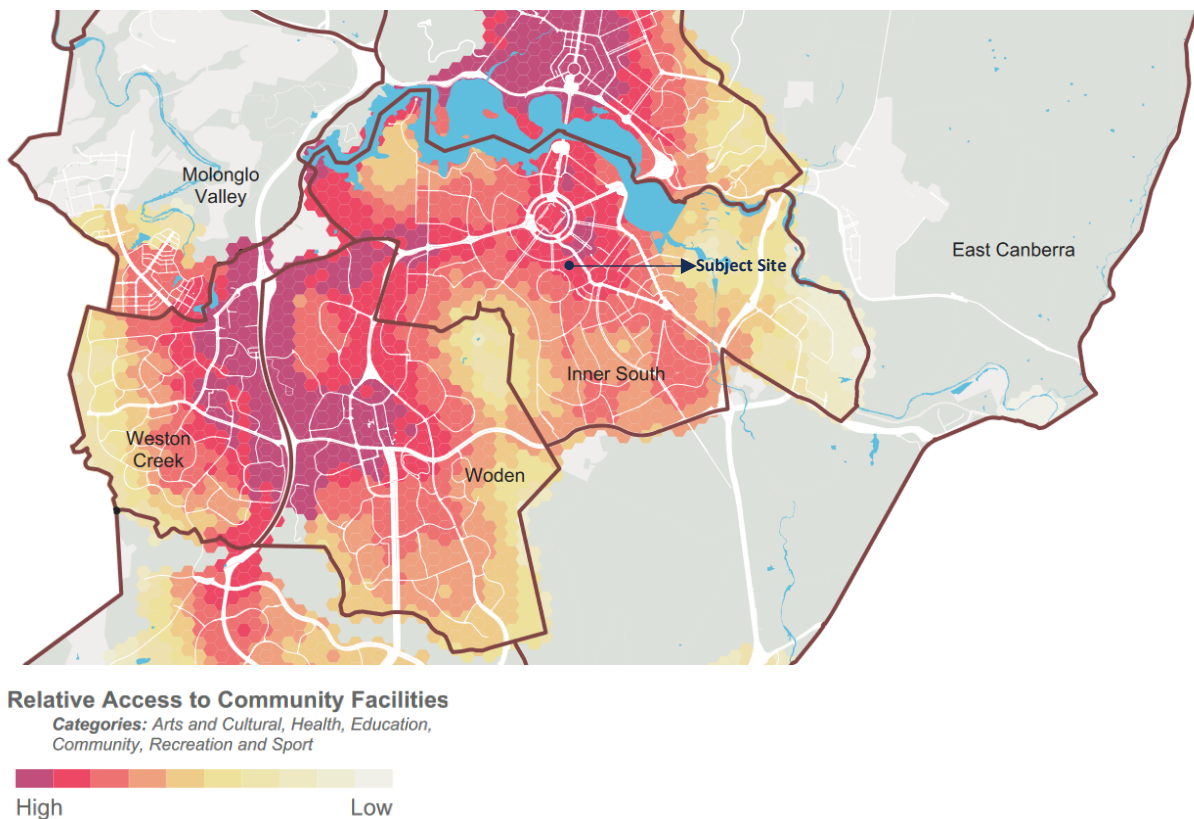
Residents of the subject sites would benefit from unparalleled access to employment opportunities due to the proximity and connectivity provided by this established infrastructure. This strategic advantage not only enhances convenience for workers but also fosters economic vitality and sustainability within the community.

Figure 42: Socio-Economic Indexes for Areas (SEIFA Index), Statistical Area Level 1, 2021



Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

Figure 43: Relative accessibility of community facilities, 2022



Source: District Strategies 2023, Volume 1 Metropolitan context and big drivers

The above maps clearly show the subject sites sit as part of Inner South, which is highlighted as a more advantaged area with high job density and ample access to contemporary centres and community facilities. Planning urban infill, in accordance with the provision of community infrastructure enhances the focus on centres as vital hubs of community life.

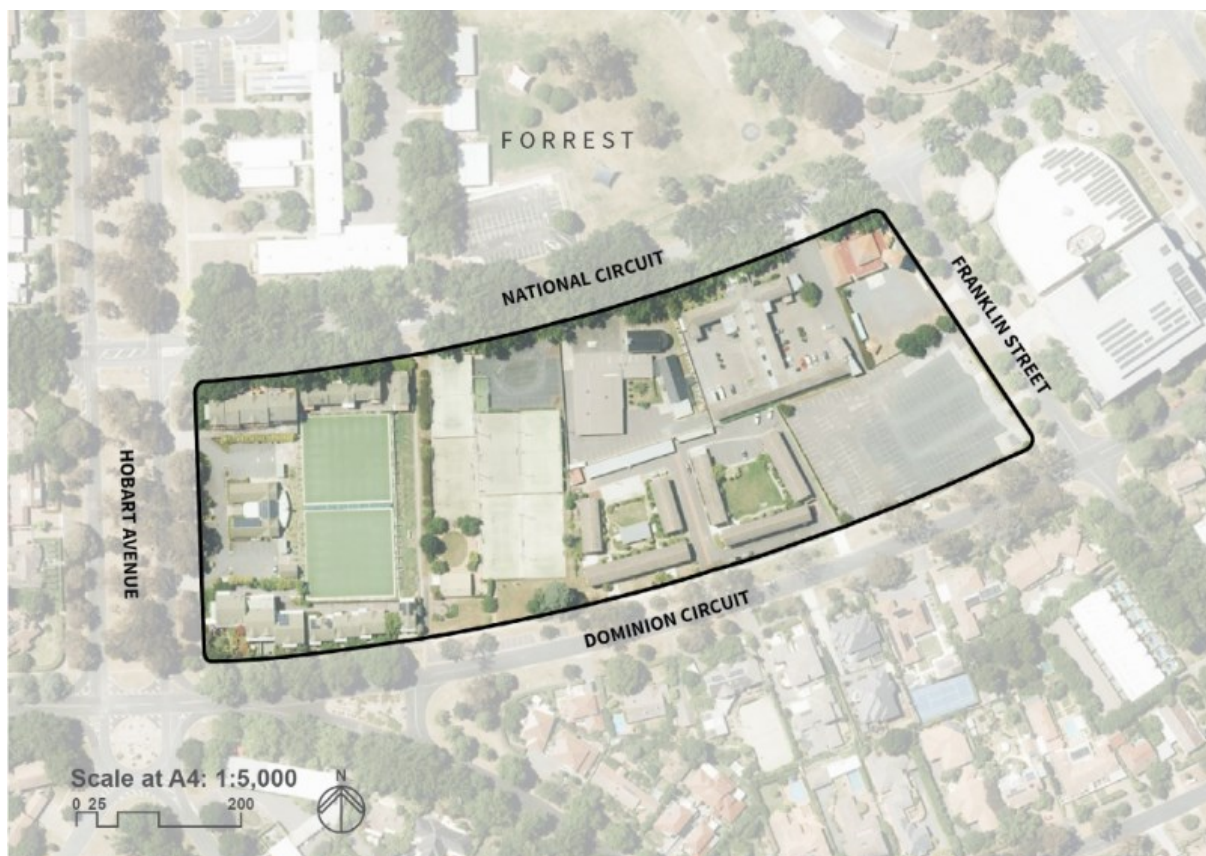
By addressing the intersection of improved strategic movement, availability of ample community facilities, shift in housing trends and increased economic development in the Inner South, the district requires proactive planning and targeted investments. By aligning with ACT government projections and leveraging current socio-economic data, the proposal aims promote sustainable growth and improve quality of life for residents.

To summarise, the subject sites sit in a spot that can support higher urban infill and should emphasise mixed-use developments that incorporate diverse building types and sizes, ensuring housing options cater to a range of needs and preferences. By supporting urban infill in such precincts and improving multi modal transportation, the ACT can create vibrant economic hubs that attract talent and stimulate local businesses. This holistic approach not only will support economic growth in the centres but also enhance community resilience by providing integrated living and working environments.

6.3 Section Master Plan

The entire block includes Section 12 and 19 with a range of land uses and zonings, as follows:

Figure 44: Section 12 and 19 Key Site District Strategy Inner South



Source: Inner South District Strategy

Table 8: Section Table

Section, Block	Zone	Uses
Section 12, Block 3	PRZ2 Restricted Access Recreation Zone	Canberra Bowling Club
Section 12, Block 2	RZ2 Suburban Core	Residential Units
Section 19, Block 8	PRZ2 Restricted Access Recreation Zone	Tennis Court
Section 19, Block 2	CFZ Community Facilities	Serbian Church
Section 19, Block 12	CZ6 Leisure & Accommodation	Italian Cultural Centre
Section 19 Block 9	CZ6 Leisure & Accommodation	Vacant temporary car park
Section 19 Block 10	PRZ2 Restricted Access Recreation Zone	Public walkway

The diversity of land uses and the likelihood that the recreation and community facilities will be retained highlights the challenge in establishing a coherent master plan for the Section. Figure 17 shows the existing land uses and sites that are considered as likely subject to future redevelopment. These sites are limited to four of the eleven blocks and are in the eastern half of the Section.

6.4 Alternative Residential Zones

The sites are suitable for any form of residential development. The current Territory Plan residential zonings include:

- RZ1 – Suburban
- RZ2 – Suburban Core
- RZ3 – Urban Residential
- RZ4 – Medium Density Residential
- RZ5 – High Density Residential

The residential zones vary in relation to the desired outcomes through different zone objectives and planning controls applying to development within each zone. Table 8 summarises some of the key planning controls applying to development in the various residential zones.

Table 9: Key Planning Controls – Residential Zones Policy

Zone	Plot Ratio	Max Number of Storeys	Max Building Height
RZ1	45%	2	
RZ2	45%	2	
RZ3	50%		10.5m
RZ4	50%		12.5m
RZ5	50%		21.5m*

* Limited to 3 storeys for any part of a site within 50m of RZ1, RZ2, RZ3, CFZ, PRZ1 and PRZ2 zones as per the Residential Zone Technical Specifications

The low density RZ1 or RZ2 zones also have limits on the number of dwellings per land area, which generally equates to 1 dwelling per 250m² of site area. This limit would result in site yield of approximately 20-22 units if the land was zoned for low density residential use. It is considered that applying a low-density residential zone to the site would not be appropriate and be contrary to current urban infill strategies and policies.

A medium density zoning with a plot ratio limit of 80%, and a 3-storey height limit, would allow for about 30 units. Due to the site dimensions this would possibly result in a built form outcome of a continuous 'wall' of 3 storey townhouses across the full length of the Dominion Circuit and National Circuit frontage. It is not considered that the under-utilisation of the site yielding only 30 units gives an appropriate urban form result in comparison to the indicative development described in Section 4.3 where the stepping of the building height results in the northern building being 10 storeys fronting National Circuit but this extends for less than a quarter of the length of the National Circuit frontage together with the southern building at 5 storeys stepping to 8 storeys along Dominion Circuit additionally layered with landscape treatment. With these indicative outcomes, it is considered that a medium density residential zoning is not appropriate.

A high density RZ5 zoning for the site is considered appropriate, on face value. However, block 11 shares its western boundary with CF zone, its eastern boundary with CZ6 and southern edge with RZ1. Additionally, the dimensions of Block 11 are approximately 61 meters in depth and 68 meters across in width. Applying the residential technical specifications, from the western edge, up to 40m

of the boundary could only be built to 3 storeys while from the southern edge, up to 50m from the boundary edge could only be built to 3 storeys.

Similarly, for blocks 5 and 6, on the western edge it shares boundary with PR22, northern edge with CFZ and CZ6 and the eastern edge with CZ6 too. Additionally, the dimensions of Block 5 and 6 combined are approximately 60 meters in depth and 120 meters across in width. Along the blocks southern boundary, separated by 30 meters of carriageway and verge, sits blocks with RZ2 zoning. Applying the Residential Technical Specifications, this would entail that up to 20m of the southern 120m long edge fronting Dominion Circuit could only build up to 3 storeys while the western edge and partial northern edge would only be able to build 3 storeys up to 40 meters of those boundaries.

This means that allowing for boundary setbacks, there is no part of the site that could be developed to the potential intended for RZ5 high density residential sites. If the land was zoned RZ5 the same built form outcome would be achieved as per the RZ4 zoning described above. As such it is considered that an RZ5 residential zoning is not appropriate.

It is considered that a CZ5 Mixed Use zone is the most appropriate zoning for the subject site

6.5 Commercial Uses

Although the CZ5 Mixed Use zone is a commercial zone, its objectives are focussed on achieving predominately residential outcomes through provisions such as:

- Encouraging higher density residential development,
- Providing for a diversity of living opportunities,
- Promoting active living and active travel.

The indicative development described in Section 3.2 does not include any commercial use. However, this will be further reviewed at detailed design stage including a market analysis to determine whether there is any scope for inclusion of commercial uses.

Metropolitan planning for Canberra is based on a retail hierarchy with the City Centre, Town Centres, Group Centres and Local Centres. There is no South Canberra Town Centre but both Manuka and Kingston are Group Centres. The sites are approximately 500m from Manuka and 1.5km from the Kingston Group Centre. Although most suburbs have a local centre, there is not one in Forrest with Deakin approximately 2.5km away, being the closest. The proximity of commercial facilities at Manuka means there is no warrant for any significant commercial/retail activity to be located within the subject site.

The Commercial Zones Development Code allows for shops up to 1,500m² floor area. This would allow for a supermarket or substantial retail store. Development of a ground floor shop at this scale would require 75 car parking spaces under the Parking and Vehicle Access General Code. The land take of such a shop and car parking area would effectively occupy most of the ground level preventing communal open space areas for residents. As such it is not considered feasible to develop the sites for the scale of retail shops permitted within the zone.

Even though CZ5 zoning will allow commercial opportunities over the sites, however it is not considered that the sites would generate competition with existing commercial centres. The location would more likely attract small-scale community and non-retail commercial uses, rather than retail shops or similar which would create competition with Manuka.

The sites are within easy walking distance from the Manuka shops and residents and increased residential development and residential development on the subject site will have a positive impact on the Manuka Centre through increased patronage and resulting flow on effects.

6.6 Potential Local Area Land Use Conflicts

As outlined in the Site Analysis, adjacent land uses are mixed, with low to medium density residential developments to the south of the subject sites. To the west of the site there are two-storey residential apartments and recreational uses, such as the Forrest Tennis Club and Canberra Bowling Club. To the east sits Block 9 which is used as a carpark and was previously developed as the Italo-Australian Club. This block currently is under process to be rezoned as CZ5. Also, within Section 19 Forrest is the Free Serbian Orthodox Church of Saint George and Italian Cultural Centre Canberra. These community and recreational uses are considered compatible and complementary with residential development as they could be utilised by future residents. To the east of the site is the Department of Human Services which is zoned CZ5.

Further to the north, across National Circuit is Designated land. This area of Forrest contains a mix of land uses itself, including the ACT Jewish Community (National Jewish Memorial Centre), Forrest Primary School (where the Lakeside Christian Church regularly meets), Forrest Early Learning Centre, and 'Estate' (a multi-unit residential development).

It is considered that proposed residential use of the sites will not generate any land use conflicts with surrounding development. Specific potential impacts relating to height, density, overshadowing, and traffic is further considered in the following sections.

6.7 Building Height

The indicative development concepts establish the building up to 10 storeys for Block 11 along National Circuit and up to 8 storeys for Blocks 5 and 6, along Dominion Circuit. The following diagrams clearly demonstrate that the subject sites can support the proposed heights. Additionally, lift overruns and other mechanical rooms are not considered as part of GFA and will not add to building storeys.

The indicative concept plan features multiple building heights, descending from National Circuit towards Dominion Circuit. The two buildings along the northern edge facing National Circuit on Block 11 sits at 10 storeys, while the two buildings along the southern edge facing Dominion Circuit on Block 5 and 6, have been stacked to 8 storeys. In between these two edges, in the middle sits a 5-storey building to create variation in building heights, offering stronger design outcomes.

This massing presents a formal and enduring architecture to National Circuit, as the buildings pull away from their adjacent heritage and cultural neighbours. The buildings facing National Circuit, have a 6m set back from the site, along with a 10m verge, offering 16m of cumulated length from the street, providing a mediated street presence and connection and outlook through site. Heights are consistent with those established along National Circuit.

Similarly, the massing along Dominion Circuit provides formalised urban edges, with ample landscaped gaps providing a mediated street presence and connection and outlook through site. The buildings sit 6m away from the site edge, and have a 10m of verge width. To passersby walking along

southern edge of Dominion Circuit, there is 36m of horizontal distance before the building begins. This is further visually broken with mature trees of sufficient heights.

The stepping of the building away from Dominion Circuit ensures the buildings do not adversely impact on existing adjacent residential dwellings in Dominion Circuit. The shadow diagrams demonstrate that this built form outcome only overshadows a small part of 2 dwellings for a short period in the late afternoon during the winter solstice.

To the east of the site is the Department of Human Services which is a 4-storey building with an approximate overall height of 22m resulting from significant floor to ceiling heights to accommodate the Grade A office use. The proposed building on the subject site will be marginally higher than the Human Services office building.

Figure 47: Dominion Circuit Indicative Streetscape Elevation



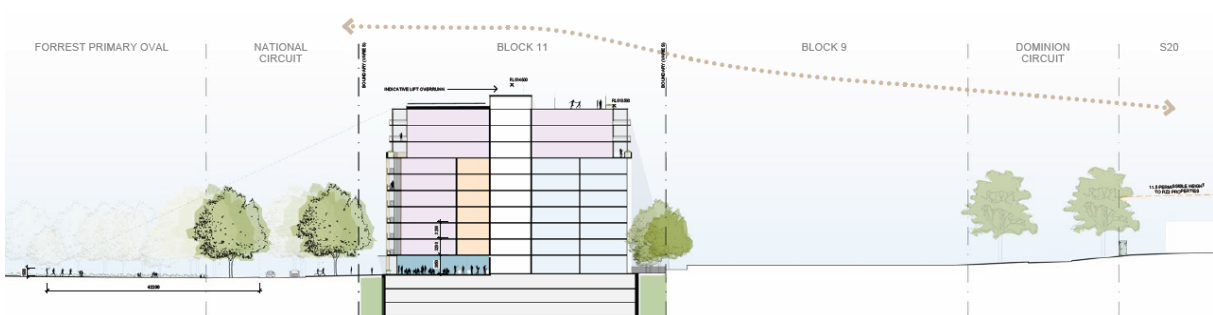
Source: Stewart Architecture 2024

Figure 48: National Circuit Indicative Streetscape Elevation



Source: Stewart Architecture 2024

Figure 49: Proposed Built Form Interface



Source: Stewart Architecture 2021

6.8 Density

The indicative development plans indicate a potential yield of 235-245 units. Any yield calculations at this early design phase are a fluid estimate. Yield is a factor of unit sizes, site planning and market response usually undertaken at Development Application stage and further reviewed detailed design and construction stage. However, the proposed 240 units represents a site density of about 222 dwellings per hectare. The ACT Indicative Land Release Program 2021-22 to 2025-26 provides details for future development capacity on sites to be released by the ACT Government over the next 5 years. Two sites in Kingston zoned CZ5 are on the program, which includes an indicative yield for the sites. One site at 4,982m² and has an upper limit of 167 dwellings representing a density of about 83 dwellings per hectare. The larger site of 2.9ha has a limit of 518 units representing a density of 185 dwellings per hectare. Therefore, the indicative density of the site is suitable for contemporary development in the area.

6.9 Visual Impact

The visual setting of the area is strongly influenced by the dominance of mature street trees, particularly along Dominion Circuit and a denser canopy along National Circuit. The street trees along Franklin Street are *Quercus palustris* (Pin Oaks) that are not considered healthy with the tops of the trees experiencing a form of die-back. This contrasts with more significant canopy trees along Dominion Circuit dominated by *Eucalyptus macrocarpa* (Grey Box) interspersed with lower level *Brachychiton populneus* (Bottle tree).

Figure 50: Pin Oaks in Franklin St in decline

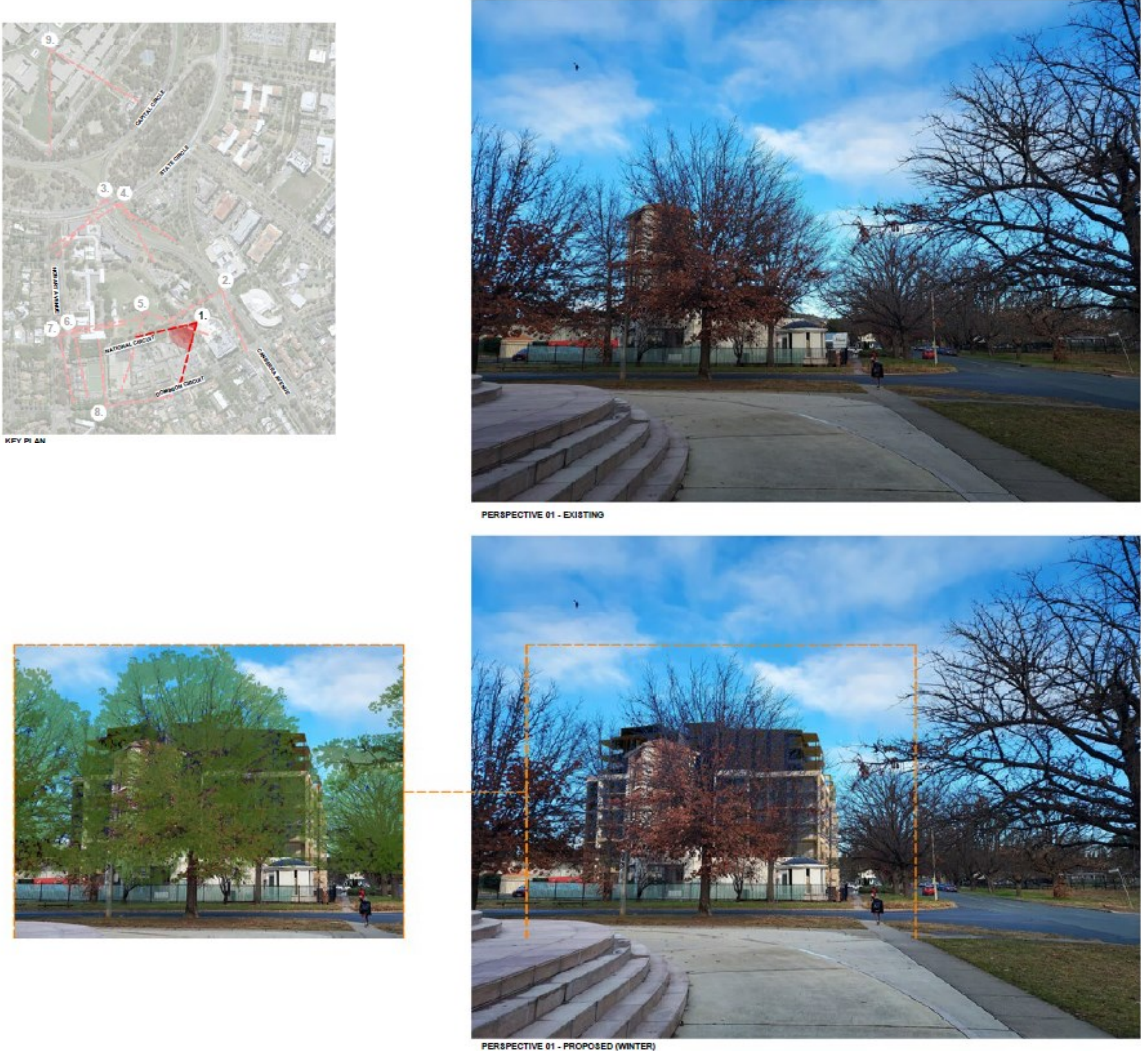


The proposed buildings are to be set back 6m from the Dominion Circuit and National Circuit boundary which together with the wide verge of about 11m gives a landscaped area of 17m at the front of future buildings.

New landscaping in the front setback zone and significant deep root planting areas will further mitigate views of the development over time. Proposed variations in building heights and gaps between buildings will also add to visual interest.

Lastly, several visual impact studies have been undertaken to better understand the impact of the built form from different points around the site area. The is ‘stacked’ in a manner that allows the massing to visually sit within the tree canopy from different perspectives, as seen in the below images. This along with the drawings illustrated under the Building Heights section aim to demonstrate the viability of additional storeys on the proposed development.

Figure 51: Visual impact study from Section 18



Source: Stewart Architect 2024

Figure 52: Visual impact study from Canberra Ave and National Circuit



SMALL PORTION OF ROOF VISIBLE ABOVE NATIONAL CIRCUIT TREE CANOPY FROM NORTHERN LANES OF CANBERRA AVENUE



Source: Stewart Architecture 2024

Figure 53: Visual impact study from State Circle



KEY PLAN



PERSPECTIVE 03 - EXISTING

SMALL PORTION OF ROOF VISIBLE
BEHIND ROOFSCAPE OF THE ESTATE

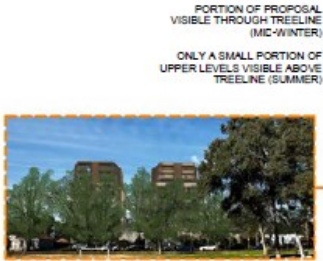


Source: Stewart Architecture 2024

Figure 54: Forrest Primary School Oval



PERSPECTIVE 06 - EXISTING



PERSPECTIVE 06 - PROPOSED (WINTER)

Source: Stewart Architecture 2024

Figure 55: From Hobart Avenue



PERSPECTIVE 06 - EXISTING

SMALL PORTION OF PROPOSAL
VISIBLE BEHIND TREE LINE
(MID-WINTER)



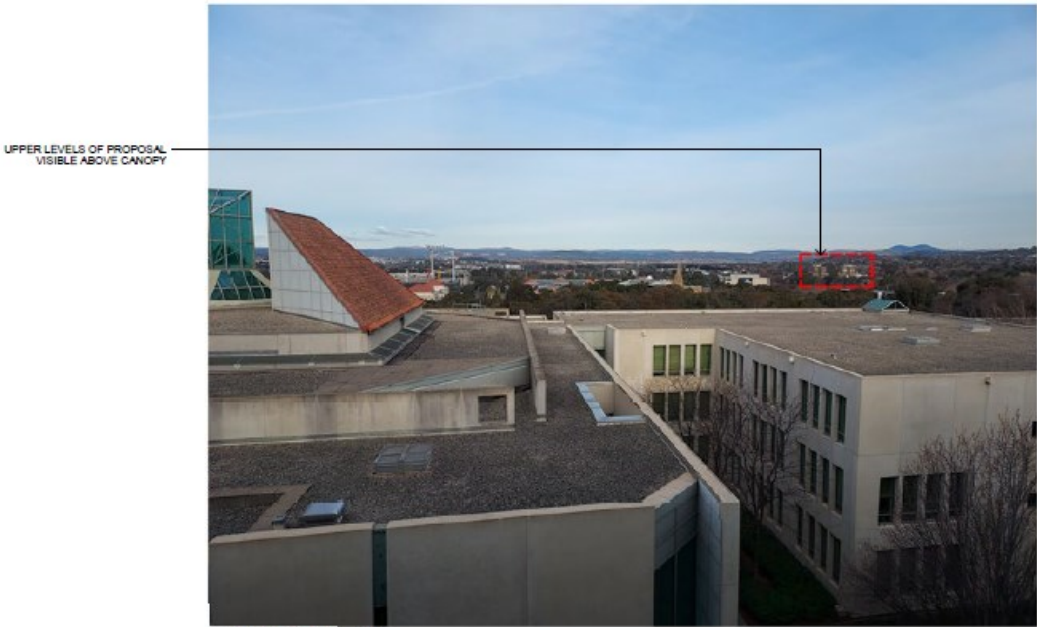
PERSPECTIVE 06 - PROPOSED (WINTER)

Source: Stewart Architecture 2024

Figure 56: From Parliament House



PERSPECTIVE 08 - EXISTING



PERSPECTIVE 08 - PROPOSED

Source: Stewart Architecture 2024

Figure 57: From Hobart Avenue



KEY PLAN



PERSPECTIVE 07 - EXISTING

SMALL PORTION OF PROPOSAL
VISIBLE BEHIND TREE LINE
(MID-WINTER)



Source: Stewart Architecture 2024

Figure 58: From Dominion Circuit Tennis Club



PERSPECTIVE 08 - EXISTING

PROPOSAL VISIBLE THROUGH GAP IN EXISTING VEGETATION BEYOND TENNIS COURTS



PERSPECTIVE 08 - PROPOSED (WINTER)

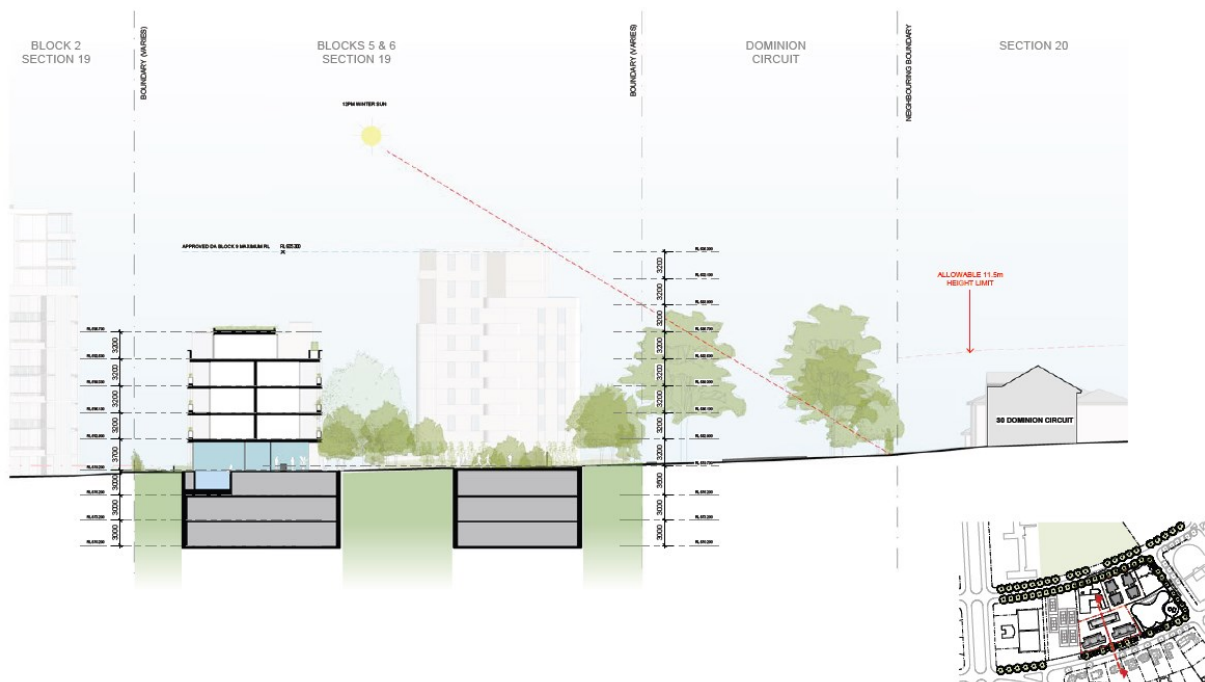
Source: Stewart Architecture 2024

6.10 Overshadowing

The figures below show the impact of building shadows on spaces within the development as well as adjacent areas.

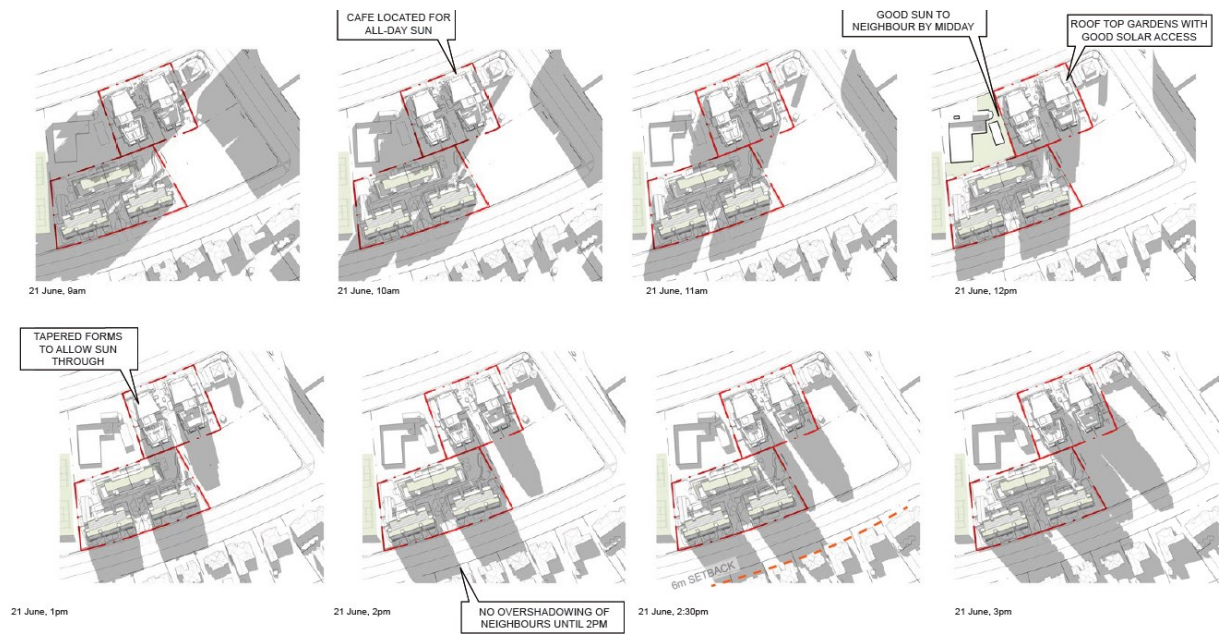
The section below is taken through the central garden landscape spine of Block 5 and 6 the building sitting comfortably within the surrounding of Dominion Circuit. The proposed building massing and its setback from the street, allows minimal overshadowing across the southern neighbour's boundary at 12pm mid-winter.

Figure 59: Dominion Circuit – Building Section – Garden Entry Spine



Source: Stewart Architecture 2024

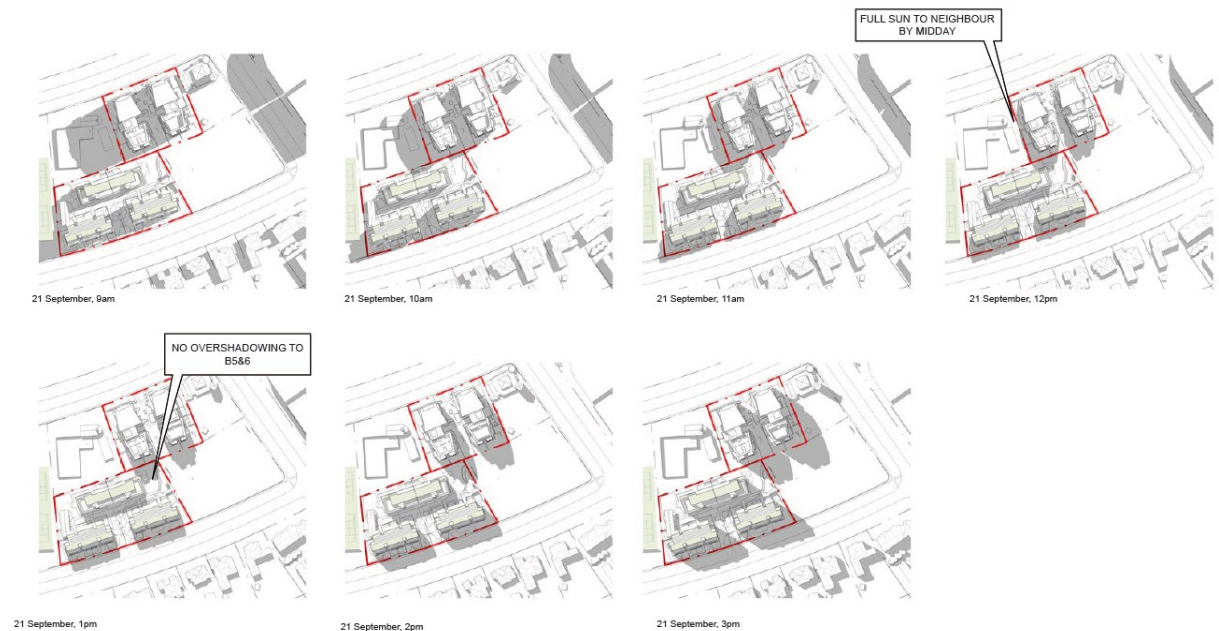
Figure 60: Shadow Analysis Winter Solstice



Source: Stewart Architecture 2024

The above solar study depicts proposed buildings are sited to optimise solar access to, through, and between the Blocks, particularly in winter. Buildings gradually step down from the North to ensure adjacent RZ2 properties are not overshadowed before 2:30pm mid-winter.

Figure 61: Shadow Analysis Equinox



Source: Stewart Architecture 2024

The above diagrams depict the proposed development during equinox which results in no overshadowing past the Dominion Circuit verge until 3pm.

6.11 Transport

6.11.1 TRAFFIC IMPACT

Traffic impact will be further reviewed as part of ongoing development of the design. The site is situated in a central location, close to primary transport routes, future light rail and pedestrian networks. It is understood that the existing network will be more than adequate to support the proposal.

6.11.2 PARKING

Parking details will be developed further as part of future Development Applications; however the current scheme is well provisioned with regard to parking supply in indicative basements.

6.11.3 ACTIVE TRAVEL

The proposed development is well served by active travel infrastructure, which covers the requirements of the proposed development.

6.11.4 PUBLIC TRANSPORT

There is adequate connectivity to public transport services.

6.11.5 SERVICE VEHICLES

Any loading / waste collection activities should occur on-site. On this basis, the physical design of the vehicle access points should consider heavy vehicles to accommodate service activities with forward entry-forward exit movements in compliance with the Development Control Code for Best Practice Waste Management in the ACT 2019.

6.12 Climate Change Initiatives

In 2019, the ACT Government declared a state of climate emergency, acknowledging the need for urgent action across all levels of Government. In response to this the ACT Climate Change Strategy outlines steps to reduce emissions by 50–60% (below 1990 levels) by 2025 and establish a pathway for achieving net zero emissions by 2045. The Strategy identifies urban infill development as an area that can contribute to meeting these targets.

The principal opportunity for site planning controls to mitigate impacts of new development in relation to climate change is to identify the urban heat risk factors that apply to the site and incorporate appropriate urban heat mitigation measures. This is achieved through a micro-climate assessment.

As the concept plans provided for analysis as part of this Major Plan Amendment, are indicative plans at the early stage of design development. It is not possible to undertake a full micro-climate assessment to identify urban heat island effects at this time. It is more appropriate that such activities are undertaken as part of the DA documentation. However, the indicative plans do ensure that the following measures can be readily achieved:

- Zero emissions buildings, such as all-electric buildings,
- Provision of electric vehicle charging infrastructure capacity,
- Achieving high energy efficiency and water use efficiency performance,

- At least 30% of the site meets deep soil requirements
- Additional improved roof gardens uplifting overall biodiversity on site
- Statutory WSUD compliance with on-site stormwater detention and re-use,
- Natural ventilation to units
- Good solar access for residents.

6.13 Ecological Assessment

The sites are mostly hardstand, with very sparse vegetation present, therefore vegetation does not present a constraint to its future development.

No threatened flora or fauna species listed under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) or ACT Nature Conservation Act 2014 (NC Act) are known to occur on the site. The sites are not considered to provide any habitat for threatened flora based on its history of disturbance and management.

6.14 Noise

Except for temporary construction noise, residential development on the sites will not generate adverse noise impacts in the locality.

Activities including waste collection, goods loading/unloading would not be expected to generate significant noise when observed at the assessment locations. However, the 2016 SLR study recommended to restrict the use of tonal reverse alarms on vehicles using the loading dock between the hours of 10:00 pm and 7:00 am.

Noise impacts will be further assessed as part of a future DA on sites.

6.15 Infrastructure and Utilities

Further communication will be undertaken with Evoenergy and Icon prior to any design development activities for mixed use development and lodge an application will be lodged for preliminary network advice as part of the preparation of DA documentation.

6.16 Land Contamination

The sites are not listed under the ACT Contaminated Site Register 2023.

6.17 Bushfire and Emergency Services

The sites are not mapped as being within a Bushfire Prone Area, therefore no mitigation measures are considered necessary.

6.18 Employment

The proposal will generate temporary employment opportunities through the construction phase of the proposal and potentially through increased patronage of nearby uses such as the recreational facilities to the west and to Manuka Shops to the south. Any mixed commercial on the sites would also contribute to long term employment. The indicative development responds to the zoning, as predominantly residential and will not adversely impact employment opportunities in the area.

6.19 Heritage

The subject sites are not listed on the ACT heritage Register or the Commonwealth heritage register. Separation from nearby heritage registered places/items are provided by adjacent development.

7.0 Conclusion

This supporting report has been prepared by Purdon on behalf of the Waldren Group to support a proponent-initiated Major Plan Amendment proposing a rezoning of Blocks 11, 5 and 6, Section 19 Forrest from CZ6 and RZ1 to CZ5.

Block 11, Section 19 Forrest is currently used as commercial accommodation. The lessee investigated other permissible uses within the CZ6 zone, however there is little market demand for those permitted uses.

Blocks 5 & 6, Section 19 Forrest currently is used for residential and commercial accommodation, existing surface car parking and hotel amenities. Block 11, Section 19 Forrest currently provides commercial accommodation. The lessee investigated other permissible uses within the CZ6 and RZ1 zone, however what is developable within them is inadequate to fulfil what market demands and trends showcase.

As a result of this investigation, it is considered that the most appropriate use of the sites are for higher density residential development with peppered commercial uses to support amenity, which will align with the ACT Government objectives for urban infill in established central Canberra suburbs. To achieve this outcome an amendment to the Territory Plan is required to rezone the land from CZ6 and RZ1 to allow for mixed use residential use.

The proposed rezoning up to ten storeys will benefit the local community in terms of increasing housing choice in Inner South Canberra and opportunities for increased support to the local commercial and recreational facilities, as well as other land uses in the Manuka Group Centre.

Investigations have concluded that the proposed rezoning of the sites for residential use is appropriate as it will deliver broader housing benefits. It is also concluded that the sites are appropriately located for this type of development and that there are no known physical constraints to the proposed rezoning. The proposal is consistent with the assessment criteria established by EPSDD for rezoning of CZ6 land.

It is therefore **recommended** that EPSDD support the proposed Major Plan Amendment.

Purdon
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Suite 5, Level 1,
243 Northbourne Avenue
Lyneham ACT 2602

02 6257 1511
purdons@purdon.com.au

purdon.com.au

