



ACT
Government

Pialligo bulk landscape supplies

Draft Plan Amendment 13 (DPA-13) Supporting Report

Blocks 4, 6, 7, 8, 14 and 45 Section 2 Pialligo

CITY AND ENVIRONMENT DIRECTORATE

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Executive summary

This supporting report was prepared by the Territory Planning Authority (the Authority) to support Draft Major Plan Amendment (DPA-13). DPA-13 proposes to amend the East Canberra District Policy to formalise and expand the blocks where 'bulk landscape supplies' are permitted in the Division of Pialligo. The DPA is considered to be consistent with the National Capital Plan in accordance with the National Capital Authority's Board decision of 9 February 2026.

This supporting report outlines the proposal, including the proposed changes to the provisions of the Territory Plan and provides a description of the applicable planning context.

DPA-13 is an Authority-initiated major plan amendment made under the section 60 of the *Planning Act 2023* (the Act).

This supporting report addresses the requirements as set out in section 55 of the Act, including:

- the need for the proposed amendment
- the positive and negative impacts of the proposed amendment
- a statement about how the proposed amendment would give effect to the planning strategy and any relevant district strategy
- a statement about how the proposed amendment would be consistent or inconsistent with relevant planning outcomes contained in other government strategies and policies
- 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 proposed changes are not inconsistent with the ACT Planning Strategy 2018.

The East Canberra District Strategy recognises that the arable land in Pialligo plays an important agricultural production role for the ACT and that it is a destination for small-scale urban farming, landscape supplies and nurseries.

The East Canberra District Policy currently recognises specific sites within Pialligo as being suitable for bulk landscape supplies.

DPA-13 will formalise the recognition of the use on specific blocks in Pialligo and also expand to formalise where the use is currently operating and is deemed suitable for inclusion.

This supporting report and the DPA are intended to be read together and complement each other. This report provides background, planning context and supports the DPA for consideration by the public, government entities and the ACT Government.

1. Introduction

This section of the report includes background to the proposal and a description of the site for the proposal.

1.1 Background to the proposal

The District Strategies were released in 2023 as part of the ACT's new planning system and were prepared to provide strategic planning context and guidance for the 9 districts across Canberra. These documents help guide how Canberra will change and grow towards 2038 and beyond to 2050, in a way that will keep the territory sustainable, competitive and liveable.

The East Canberra District Strategy recognises that the East Canberra District has a predominantly rural, transport and industrial character with residential uses in Pialligo, Oaks Estate and Symonston. While home to a small population, much of East Canberra's lifestyle and cultural qualities relate to its broader strategic functions and visitor attractions, which cement the role of East Canberra as a district with a focus on employment, niche businesses, large format retail and related uses. Its agricultural uses provide for local food production, while contributing to the landscape setting of Canberra and supporting biodiversity values.

Pialligo is not specifically identified in the areas identified in the district strategy plan that may be considered for change and in the areas to be retained to protect environmental and heritage values and landscape character. Pialligo is also not within the Eastern Broadacre Strategic Assessment study area.

The district strategy recognises that the arable land in Pialligo plays an important role in agricultural production for the ACT and that it is also a destination for small-scale urban farming, landscape supplies and nurseries.

The East Canberra District Policy identifies certain sites within the Division of Pialligo that are suitable for bulk landscape supplies type land uses. The Territory Planning Authority (the Authority) was approached to consider incorporating an additional parcel of land into the sites within Pialligo where bulk landscape supplies could be permitted due to the long term ongoing nature of the use on the site.

Pialligo is predominantly located within the Non-Urban NUZ1 Broadacre Zone under the Territory Plan and within broadacre areas under the National Capital Plan (NCP).

Bulk landscape supplies as a form of land use defined in the Territory Plan, is not generally permitted in the non urban zones and also is not a permitted use in broadacre areas in the NCP.

The Authority investigated the proposal and determined that, whilst the East Canberra District Policy permitted bulk landscape supplies on certain blocks this was not consistent with the NCP. The Territory Plan cannot be inconsistent with the NCP.

The Territory Planning Authority wrote to the NCA seeking support to permit bulk landscape supplies at several sites in Pialligo on the basis that the changes were reasonable and strategically aligned with the planning objectives for Pialligo.

The NCA Board considered the matter at its meeting on 9 February 2026. The Board considered the request and exercised their powers under section 3.1.1 of the NCP and agreed to the use of Blocks 4, 6, 7, 8, 14 and 45 Section 2 Pialligo for bulk landscape supplies.

The pathway that the NCA selected to recognise this land use on the specified blocks has determined the statutory process that the Authority has needed to initiate in order for the Territory Plan to be consistent with the NCA decision. As the decision to recognise these uses was undertaken via an NCA Board agreement rather than a full amendment to the NCP, the statutory pathway for the TPA to bring the Territory Plan in line with the NCP requires a major plan amendment process to be initiated by the TPA.

1.2 Site description

Site location

For the purposes of the DPA, the location of the subject area is shown in Figure 1 below and includes blocks 4, 6, 7, 8, 14 and 45 all of Section 2 Pialligo.

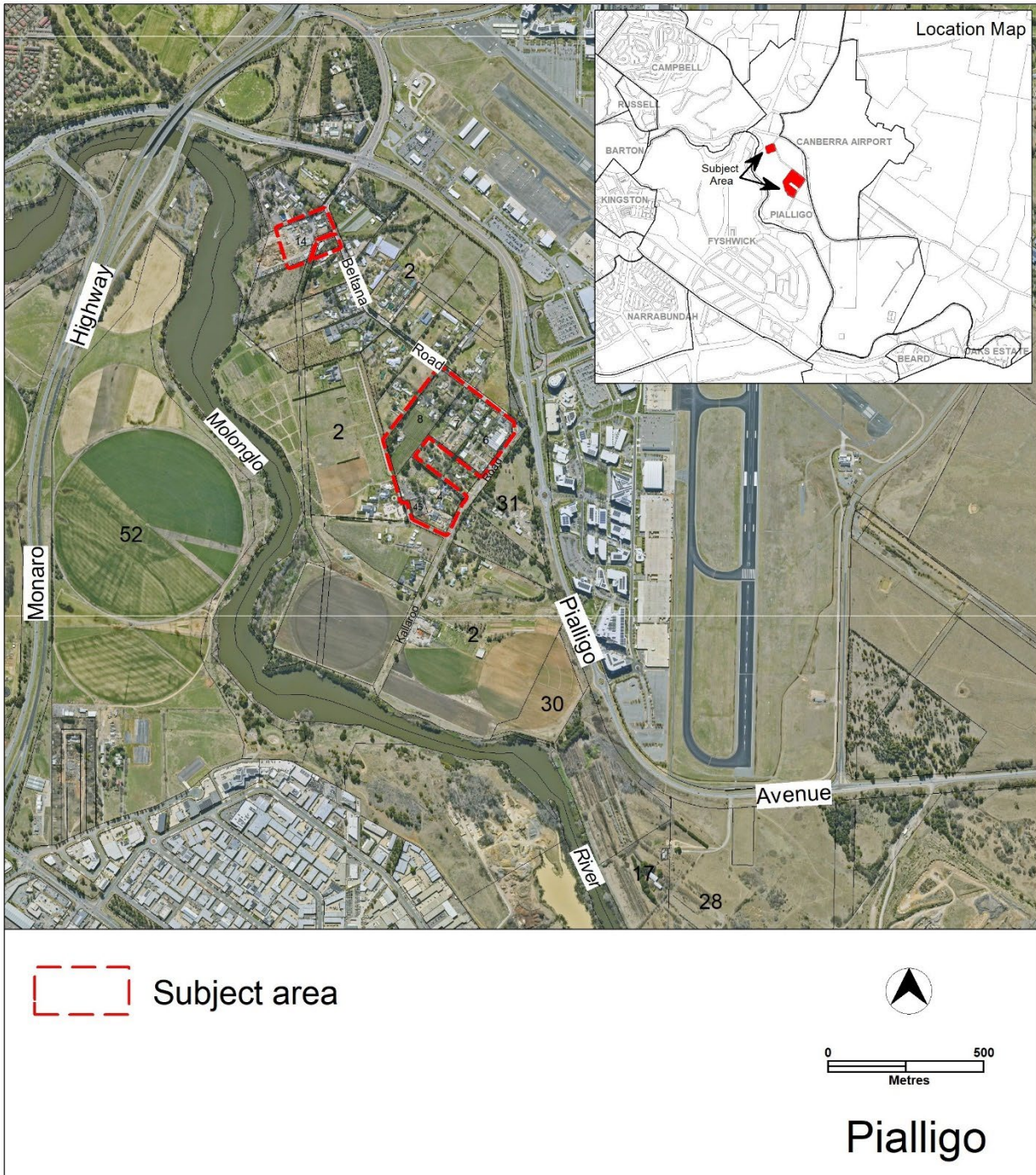


Figure 1: Location of the blocks subject to this DPA (DPA-13)

The current zoning for the subject area is Non-Urban NUZ1 Broadacre Zone and is not proposed to be changed as part of this DPA.

Site description

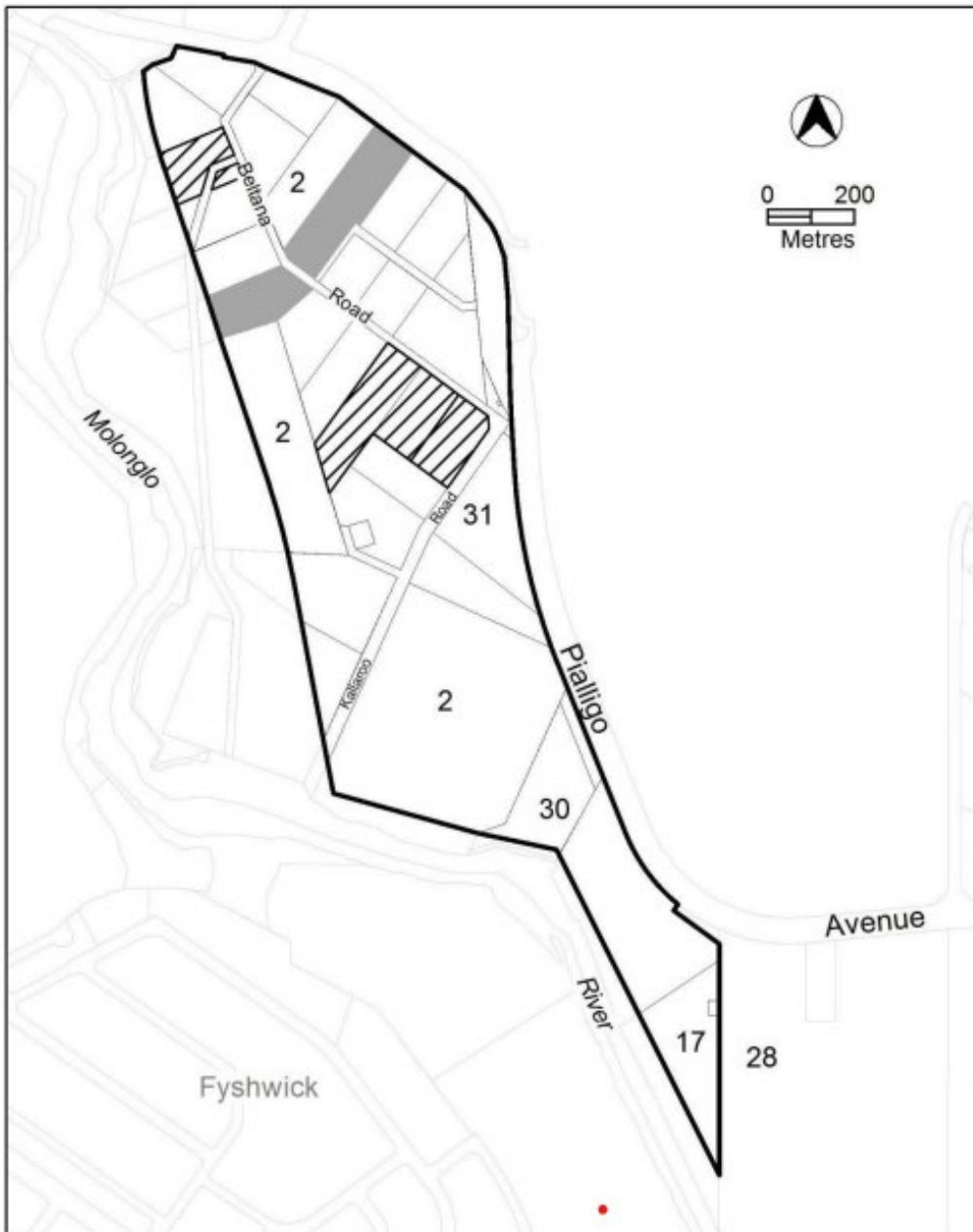
The subject blocks are located in the northern part of the Division of Pialligo which is within the East Canberra District.

The northern part of Pialligo is bounded by the Molonglo River to the west and south, Pialligo Road and Canberra International Airport to the north and east, and the industrial suburb of Fyshwick further to the south on the opposite side of the river. Pialligo is predominantly zoned Non-Urban NUZ1 Broadacre Zone and NUZ4 River Corridor Zone where the blocks adjoin the river.

Pialligo has a rural landscape character and a mix of commercial traders and lifestyle residential blocks.

Land uses include nurseries, agriculture, cafes, art and craft shops, galleries, landscape supplies, orchards and animal husbandry.

The location of where bulk landscape supplies are permitted as currently referenced in the East Canberra District Policy (Figure 4) is shown in the hatched area below:



2. Proposed amendment

This section of the report includes the intent and details of the specific amendment proposed to the Territory Plan and why it is needed. The draft new provision to the Territory Plan is provided in the DPA document.

2.1 Need for the proposed amendment

Strategic planning context

Pialligo is recognised by the ACT Government and the National Capital Authority (NCA) as a distinctive semi-rural and river-corridor precinct with historical, agricultural and landscape significance. Government policy consistently aims to retain this character, support agriculture-based and craft/commercial uses, and limit urban or intensive development inconsistent with its role.

Both the East Canberra District Strategy and the East Canberra District Policy outline the strategic intent for the area. The land use is consistent with this strategic vision and supports the continuation of established land uses in the district. The ACT Government does not have any concerns in formalising the uses on the subject sites from a strategic planning perspective.

The NCA recognises that the land use being conducted in this area is not inconsistent with the relevant principles and policies of the National Capital Plan.

The proposed changes will allow for continuity and formalisation of existing bulk landscape supplies operations in this area is consistent with the East Canberra District Strategy (2023) and the East Canberra District Policy.

2.2 Proposed amendments to the Territory Plan

DPA-13 proposes to amend the East Canberra District Policy in the Territory Plan to include Blocks 4 and 45 Section 2 Pialligo within the hatched area (Figure 4 in the East Canberra District Policy). The hatched area referenced in Assessment Requirement 27 indicates the parcels of land where bulk landscape supplies are permitted.

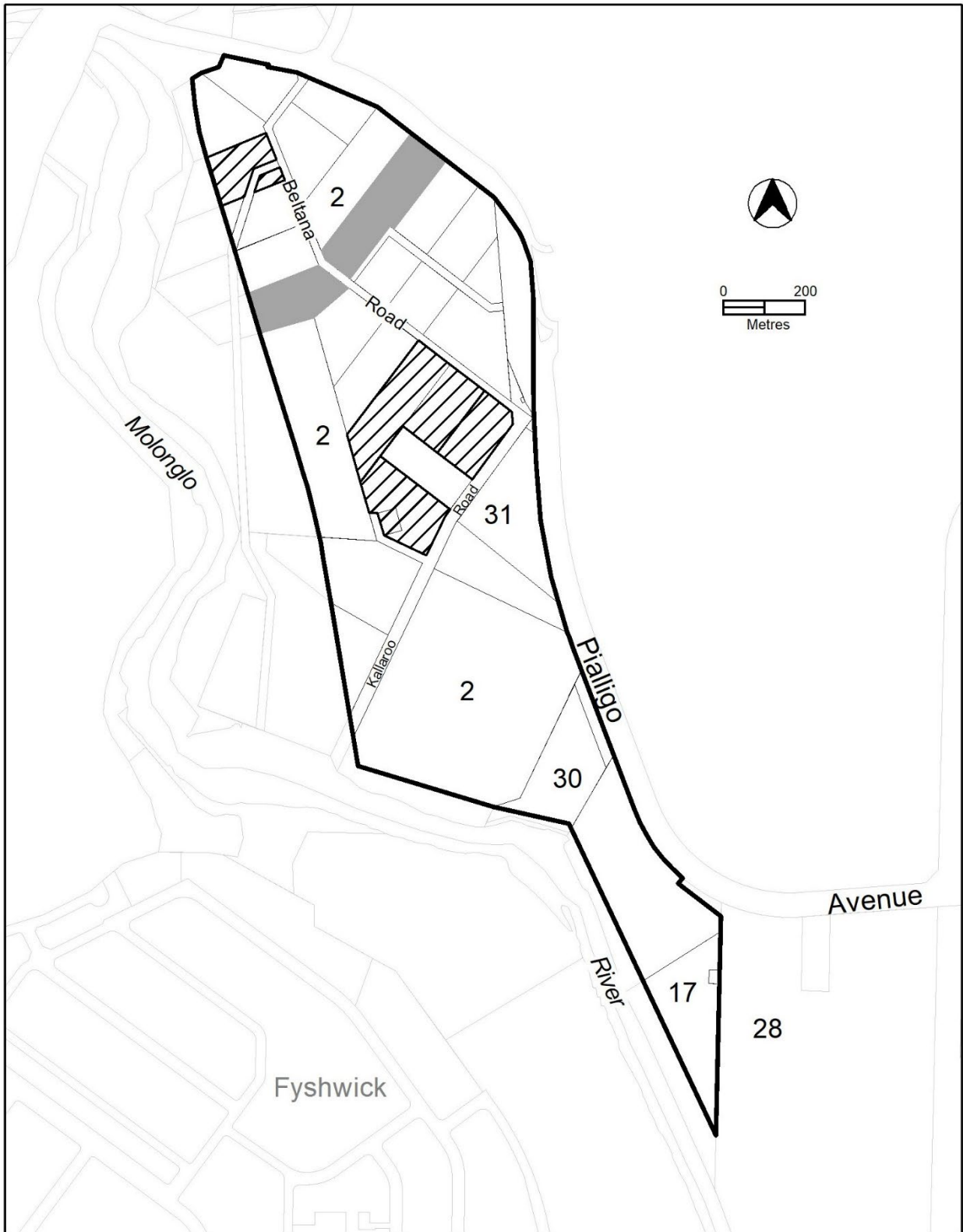


Figure 2: Blocks subject to the amendment

2.3 Positive and negative impacts of the proposed amendment

Positive impacts

- Strategic location: proximity to arterial roads, the city and suburbs provide convenient access to suppliers and efficient service and delivery of products.
- Support for construction and landscaping industries: provides convenient access to bulk materials for nearby residential, commercial, and infrastructure developments.
- Employment opportunities: creates local jobs, often suited to peri-urban/broadacre areas
- Appropriate land use transition: Acts as a buffer use between peri-urban/broadacre land uses and adjoining urban areas and urban land uses.

Potential negative impacts

While the amendments are not anticipated to generate significant negative impacts as the use is either existing or permitted, the proposed changes may be discussed with regard to the following:

- Amenity impacts: Noise, dust, vibration, and visual impacts may affect nearby rural residences or sensitive land uses.
- Traffic impacts: Increased vehicle movements can place pressure on local roads.
- Land use conflict: May be perceived as inconsistent with surrounding agricultural, residential, or environmental values, leading to complaints or constraints on future uses.
- Environmental risks: Stockpiling and material handling can contribute to runoff, erosion, and degradation of nearby waterways if not well managed.
- Precedent for further non-agricultural encroachment: Approval may encourage additional non-rural uses, gradually eroding the rural character of the area.

Policy work, in partnership with the development application process where many Government entities are engaged, provides an opportunity to assess individual development applications and consider any potential impacts they may have. Therefore, potential negative impacts are expected to be appropriately mitigated through the consideration of key protections in the Territory Plan and supporting documents.

3. ACT planning context

This section of the report addresses how the DPA would give effect to the Planning Strategy and the East Canberra District Strategy, and how it would be consistent or inconsistent with relevant planning outcomes contained in other government strategies and policies.

3.1 National Capital Plan

The [National Capital Plan](#) (NCP), administered by the National Capital Authority (NCA) contains overarching principles and policies for designated parts of Canberra. The NCP takes precedence over the Territory Plan where any inconsistencies arise.

Although the East Canberra District Policy (and the previous Pialligo Precinct Map and Code in the Territory Plan 2008) identified specific sites in Pialligo as permitting bulk landscape supplies, the use was not permitted in broadacre areas under the NCP.

The NCA Board considered the matter at its meeting on 9 February 2026. The Board and exercised their powers under section 3.1.1 of the NCP and agreed to the use of Blocks 4, 6, 7, 8, 14 and 45 Section 2 Pialligo for the purpose of bulk landscape supplies.

3.2 ACT Planning Strategy

The [ACT Planning Strategy 2018](#) (the Planning Strategy) aims to recognise and incorporate the social, economic and environmental changes occurring in the city. The Planning Strategy reflects and integrates the vision and directions of the community and other ACT Government strategies, particularly housing, transport and climate change.

The Planning Strategy vision recognises the importance of 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.

This vision continues the original vision of Walter and Marion Mahoney Griffin of Canberra being a city within the landscape that celebrates its bushland setting. It protects and enhances the qualities that we value about Canberra while managing growth and change across the city.

The Planning Strategy provides the overarching policy framework that directly shapes and informs the nine district strategies by setting the Territory-wide vision, themes, and strategic directions that each district must interpret at a local scale. The Planning Strategy establishes core principles—such as creating a compact and efficient city, promoting diverse and sustainable development, and ensuring a liveable and accessible urban environment—which guide how growth should be distributed and managed across Canberra. These principles translate into district-level guidance by defining expectations for containing urban expansion, directing up to 70% of new housing within the existing urban footprint, and supporting higher density around centres and major transport routes. The district strategies then apply these Territory-wide objectives to the unique characteristics, needs, and growth opportunities of each district, ensuring local planning aligns with broader sustainability, transport, housing, and climate-resilience goals. Together, the Planning Strategy provides the strategic foundation, while the nine district strategies operationalise it to manage growth to 2038–2050 in a way that keeps Canberra sustainable, competitive, and liveable.

This DPA proposal is not inconsistent with the Planning Strategy in that it is within the Broadacre Areas identified in the Policy Plan.

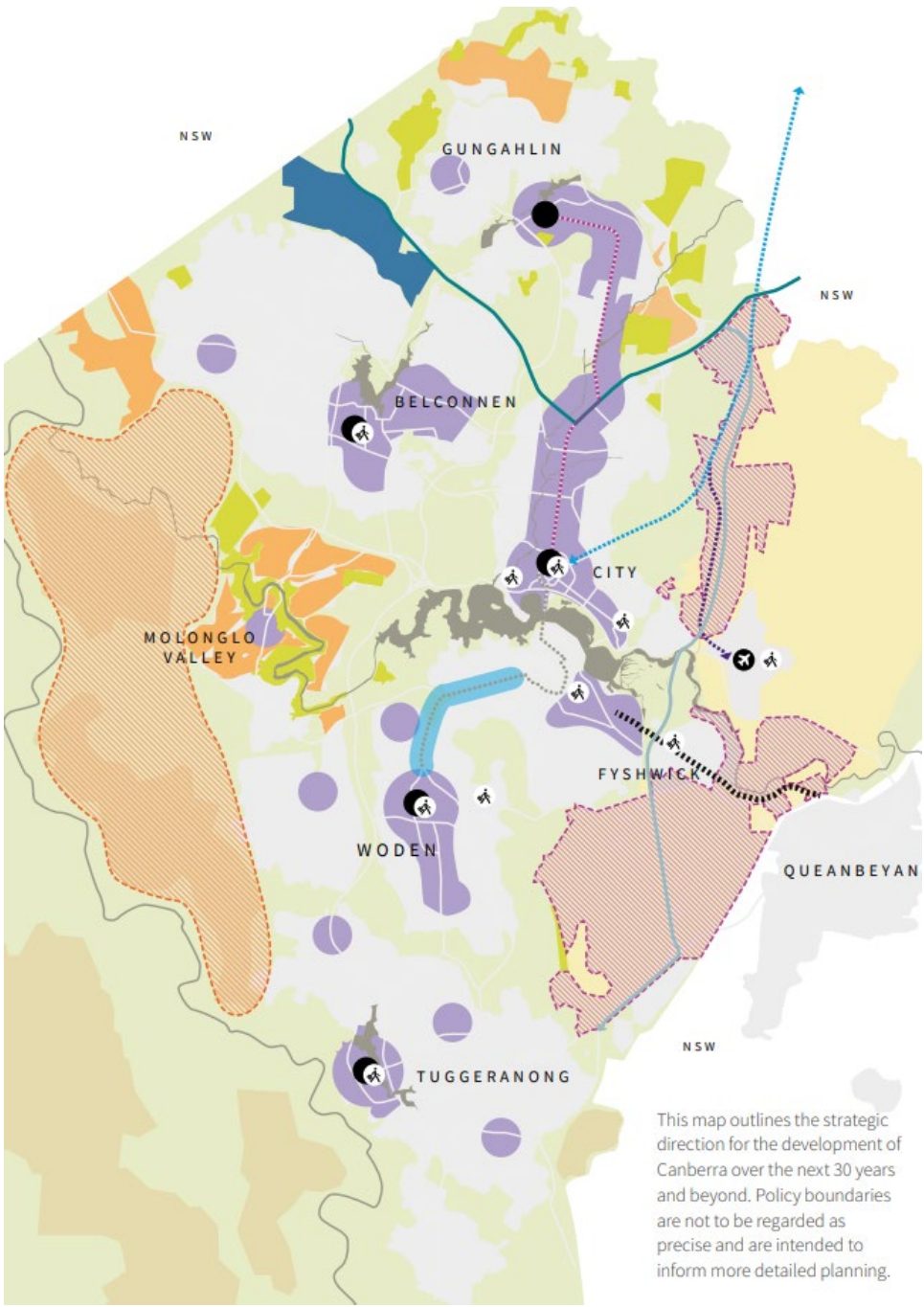
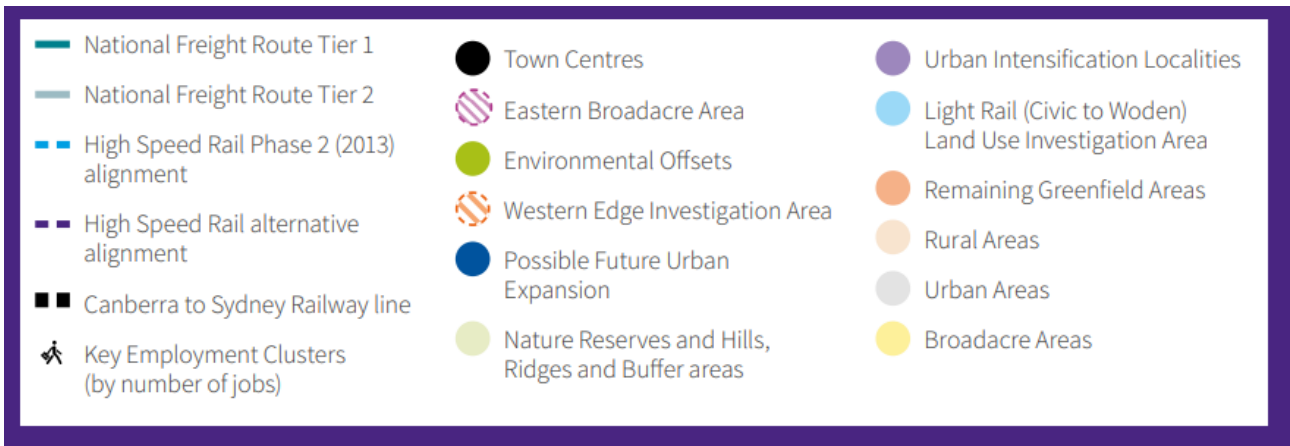


Figure 3: ACT Planning Strategy 2018 - Policy Plan

3.3 East Canberra District Strategy

District strategies capture the distinctive character of each district and inform how the city will change and grow over time. The district strategies were introduced in 2023 as part of the ACT's new planning system.

The district strategies were released in 2023 as part of the ACT's new planning system and were prepared to provide strategic planning context and guidance for the 9 districts across Canberra. These documents help guide how Canberra will change and grow towards 2038 and beyond to 2050, in a way that will keep the territory sustainable, competitive and liveable.

The [East Canberra District Strategy](#) (District Strategy) sets out the future planning priorities to help manage growth and change in the district while protecting the things the community values most.

The District Strategy recognises that the East Canberra District has a predominantly rural, transport and industrial character with residential uses in Pialligo, Oaks Estate and Symonston. While home to a small population, much of East Canberra's lifestyle and cultural qualities relate to its broader strategic functions and visitor attractions, which cement the role of East Canberra as a district with a focus on employment, niche businesses, large format retail and related uses. Its agricultural uses provide for local food production, while contributing to the landscape setting of Canberra and supporting biodiversity values.

Pialligo is not specifically identified in the areas identified of the district strategy plan that may be considered for change and areas that will be retained to protect environmental and heritage values and landscape character. Pialligo is also not within the Eastern Broadacre Strategic Assessment study area.

The district strategy recognises that the arable land in Pialligo plays an important role in agricultural production for the ACT and that it is also a destination for small-scale urban farming, landscape supplies and nurseries.

3.4 Statement of Planning Priorities

The Minister for Planning and Sustainable Development's [2025-2028 Statement of Planning Priorities](#) serves as a guiding document for the ACT Government's planning directorate for the coming period.

This Statement of Planning Priorities guides the work of the City and Environment Directorate by outlining a program that advances efforts to secure housing supply, foster a vibrant and sustainable city, and deliver high-quality infrastructure and services for both current and future residents.

The statement's key planning priorities focus on increasing housing supply including social and affordable housing, planning for Canberra's future employment areas, supporting community needs across the ACT, protecting the environment and enhancing the city's landscape and ensuring good design, quality and productivity.

This DPA proposal does not directly contribute to delivering on the Statement of Planning Priorities, but it is not inconsistent with the priorities as the provision of bulk landscape supplies located in select locations in the ACT provides employment and serves the needs of industry, contractors and residents who require these types of products for construction, landscape works and maintenance and other associated uses.

3.5 Other government strategies and policies

Pialligo Master Plan (ACT Government, 2013)

The Pialligo Master Plan was previously the principal strategic planning document guiding land use in the Pialligo area. It:

- recognised Pialligo as Canberra's original "food bowl" with a strong semi-rural identity.

- supported a mix of agriculture, nurseries, horticulture, produce markets, food outlets, craft and landscape businesses.
- emphasised low-intensity development, retention of rural vistas, and protection of the Molonglo River corridor.
- sought to improve economic viability while preserving character, responding to pressures from land values and nearby commercial activity (including the airport).

The recommendations of the master plan were incorporated into the previous Territory Plan 2008 in the Pialligo Precinct Map and Code where relevant. These were subsequently transferred into the East Canberra District Policy in the Territory Plan 2023. Master plans are no longer prepared by the Territory Planning Authority.

3.6 Territory Plan

This supporting report considers the provisions of the Territory Plan introduced in 2023 as related to the proposal. The Territory Plan guides planning and development in the ACT. It outlines what development can take place and where. It guides developers and gives the Authority the tools to approve or refuse applications for proposed development. The Territory Plan has District and Zone Policies to set out relevant considerations for development in Part D, Part E and Part F. The Dictionary containing land use definitions is at Part G.

Part D – District Policies

District policies outline the key assessment outcomes and requirements for specific areas and sites within a district. District policies contain the considerations and requirements that are specific to a district or part of a district. These considerations and requirements override any relevant requirements in the zone or other policies.

The relevant district policy for the subject area (DPA-13) is the East Canberra District Policy.

D09 East Canberra District Policy

The East Canberra District Policy states policy outcomes for the district, derived from the East Canberra District Strategy. The District Policy includes an assessment requirement (number 27) and associated figure (Figure 4) that is specific to this proposal.

Part E – Zone Policies

Zone policies list the types of developments that can be built in specific zones and lists the documentation required for assessment to occur.

E07 Non-Urban Zones Policy

The Non-Urban Zones Policy applies to all development in a non-urban zone. Bulk landscape supplies is not a permitted use in the non urban zones (NUZ1-5). However as stated above, content in the district policies override the zones policies to the extent of the inconsistency.

Part G – Dictionary

Bulk landscape supplies are defined in the Dictionary in the Territory Plan as: “bulk landscape supplies mean the use of land for the bulk sale of sand, soil, screenings, and other such garden materials”.

The activities either existing or proposed on the subject blocks needs to adhere to this definition to be considered as a legitimate use of the land for these purposes.

4. Consultation

This section of the report outlines consultation undertaken with the local community and relevant entities who may have an interest in the DPA and how the outcomes were incorporated into the proposal.

4.1 Public consultation

Public consultation will be undertaken as part of the statutory processes in accordance with the *Planning Act 2023* with respect to DPA-13.

4.2 Government entity consultation including land custodian

Mandatory government entity consultation will be undertaken as part of the statutory processes in accordance with the *Planning Act 2023* with respect to DPA-13. This includes the National Capital Authority, the ACT Heritage Council, the Conservator of Flora and Fauna, the Environment Protection Authority and the land custodian where applicable. Other entities will be consulted where deemed relevant to the proposal.

Comments received from mandatory referral entities will be published in the consultation report following the closing of the public consultation period.

5. Conclusion

DPA-13 and this accompanying supporting report propose to recognise and formalise the use of bulk landscape supplies as a legitimate use on specific blocks in Pialligo. It also proposes to expand to include blocks where bulk landscape supplies operations and are deemed suitable for formal recognition as a legitimate use. Any unapproved or future use on the subject blocks for this purpose will require development approval in accordance with the *Planning Act 2023* by demonstrating compliance with the Territory Plan among other considerations.

The relative impacts of the proposed changes were assessed, and the proposal is considered to be consistent with the Planning Strategy and East Canberra District Strategy.

The subject sites are suitable for bulk landscape supplies due to their location within the East Canberra District, the recognition of this use in the East Canberra District Policy and the ongoing nature of these operations in the Division of Pialligo.

The need for the proposed amendment is a result of the decision of the NCA Board to permit these uses in this location under the National Capital Plan, and the subsequent formalising of these uses under the Territory Plan.