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Abbreviations and acronyms
ACTPLA - ACT Planning and Land Authority (which is now incorporated into ESDD)
EDD - Economic Development Directorate
ERG - Expert Reference Group
ESDD - Environment and Sustainable Development Directorate
IAAG - Interagency Advisory Group
LDA - Land Development Agency
NCDC - National Capital Development Commission
RL - Relative level
TBC - To be confirmed
The lake - Lake Tuggeranong
The river - Murrumbidgee River
Existing Tuggeranong foreshore area.
Throughout this document blocks and sections are referred to. This map provides a quick reference to help the reader orientate themselves.
1 Introduction

This report has been produced by the ACT Government’s Environment and Sustainable Development Directorate (ESDD, which incorporates the former ACTPLA). It documents:

- the project context, including the master planning process, background research and analysis and community consultation
- the actual master plan and its recommendations, and
- how the master plan and its recommendations can be implemented.

Canberra is a designed city with a hierarchy of town, group and local centres that were planned in accordance with social, environmental and economic values appropriate to their time.

Since its original planning, Canberra has developed and changed significantly. Changes in population and demographics have created new development pressures for the city.

The Tuggeranong town centre master planning project is one of a series of master plans being undertaken for town and group centres and key transport corridors. This master plan is a non-statutory document that outlines a vision to guide growth and development of the Tuggeranong town centre over the next 30 years. The intent of the master plan is to set out the vision, outcomes and strategies to manage development and change over time. It intends to define what is important about the centre and how its character and quality can be conserved, improved and enhanced. The key purpose of the master plan is to provide a framework to guide change in the urban form. Master plans are not prescriptive – there will be flexibility to incorporate initiatives, generally consistent with the intent of the master plan, that provide compelling public policy outcomes during the implementation of the master plan and within future planning processes.

The Tuggeranong town centre master plan is a product of the Tuggeranong and Erindale centres master planning project. These two centres have been considered together to ensure they will complement each other as they develop and redevelop in the future. It considers Erindale Drive, which connects the two centres. For more details on the Erindale group centre and Erindale Drive see the Erindale group centre and Erindale Drive master plan at www.act.gov.au/tuggeranong.
1.1 Study area

Location
The Tuggeranong town centre is located towards the far south western end of Canberra. It sits on the western edge of Lake Tuggeranong (refer to figures 1 and 2). To the south and west of the centre lies the Murrumbidgee River and then the Brindabella Mountains. These mountains provide a dramatic backdrop to the town centre. The river, at its closest point, is about 600m from the centre's periphery.

Size
The Tuggeranong town centre is approximately 177 hectares. Walking along Anketell Street from Athllon Drive to Athllon Drive again would take about 25 minutes (1.9km). Walking along Soward Way from Athllon Drive to Anketell Street is about 400m or a 5 minute walk. See figure 2 for more details.

Catchment
Early planning intended for the Tuggeranong district to develop to the west of the Murrumbidgee River. However, the identification of environmental constraints and a reduction in the projected population for Tuggeranong meant this never occurred. Tuggeranong also did not develop as far south as intended as views to Lanyon Homestead were identified as needing protection from urban development. The Tuggeranong area originally identified for development is shown in figures 1 and 3. These changes resulted in:

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

Population
In 2010, the residential population for the suburb of Greenway (the formal name of the town centre) was 1,360 persons and 89,200 persons for the Tuggeranong Valley, comprising 0.4% and 25% respectively of the total ACT population. At its present rate of growth, by 2021 the population of Greenway is projected to rise to approximately 2,150 persons, comprising 0.5% of the total ACT population.

At the 2006 Census, the population of Greenway was socio-economically characterised as having a:

- higher median age of resident compared to the ACT as a whole (36 years Greenway, 32 years ACT)
- higher median weekly individual income compared to the ACT ($800 Greenway, $722 ACT)
- higher proportion of dwellings rented compared to the ACT (45% Greenway, 28% ACT)
- lower proportion of dwellings owned and being purchased compared to the ACT (25% owned and 29% being purchased Greenway, 29% owned and 37% being purchased ACT), and
- lower proportion of couples with children compared to the ACT (26% Greenway, 47% ACT).

This master plan will allow for an increase in the town centre's population over the longer term. This growth will be attributed to allowing additional new residential development in the town centre. See Section 4.1 for details.

Land uses
Being a town centre, Tuggeranong provides goods, services and employment to the Tuggeranong district.

Key land uses include:

- the Hyperdome, which is a large shopping mall (approximately 70,000m²) containing several supermarkets, department stores and other large retailers
- Australian Government buildings (Centrelink) towards the western side of the centre
- Lake Tuggeranong College, which includes the public library and sits on the lake edge
- community facilities such as the health centre, arts centre, Communities@Work and the Salvation Army church
- mainly recreational facilities on the northern part of the centre including a skate park, swimming pool and the formally landscaped town park; an oval and archery facilities are on the western perimeter of the centre, and
- a significant area of surface car parking.

Greenway Master Plan
The Land Development Agency (LDA) has prepared a draft master plan for a large piece of Territory owned land adjacent to Lake Tuggeranong, east of Bunnings hardware store (see figure 2). This site encompasses Sections 10, 57, 58, 59, 65 and 66 of Greenway. This draft master plan, prepared by the LDA, is referred to as the ‘Greenway Master Plan’. This Tuggeranong town centre master plan does include some detail of the Greenway Master Plan. The LDA is currently progressing detailed design of the estate and hence, minor amendments may occur to what is presented in this document. For more details on the Greenway Master Plan please refer to Attachment A and www.lda.act.gov.au.
Figure 1: Regional context

Area originally identified for development in the 1970s

Figure 2: Study area and context map
1.2 Master planning process

Who is involved in the project?

ESDD has led the project and has been responsible for overall project management and administration of the master planning project. ESDD has worked closely with six different groups who have informed and guided development of this master plan:

1. The community
This included residents, community groups, lessees and traders.

Role:
• to provide insight on the issues the centre faces, what is working and not working, what they would like to see the centre become in the future and feedback on ideas and designs as the project team produces them. See section 2.4 for more details on community consultation.

2. Specialist consultants
Several specialist consultants were appointed, including economics and employment, environment and heritage, transport and infrastructure specialists.

All the specialists have provided full reports regarding the centre in light of their area of specialisation. These can be found at www.act.gov.au/tuggeranong.

Role:
• background research and analysis on the centre regarding their particular specialisation
• provide feedback on ideas and designs as they are produced by the project team, and
• review this master plan report in light of their area of specialisation.

3. In house specialists – urban designers and urban planners
This included urban designers and urban planners who are part of ESDD.

Role:
• provide specialist advice on planning and urban design for the centre
• provide background research and analysis on the centre regarding planning and urban design
• prepare ideas and designs for the centre using information gained from the five other groups, and
• prepare this master plan report.

4. The Expert Reference Group (ERG)
This was composed of four experts from around Australia with backgrounds in urban design, green infrastructure, health planning and climate change.

Role:
• provide planning and design expertise, and
• provide creative ideas to enrich, inform and progress the master planning project.

5. The ESDD working group
This was composed of representatives from within ESDD.

Role:
• ensure effective communication in ESDD about the project
• identify project issues and stakeholders
• keep the group up to date on any work being undertaken which is relevant to the project
• provide advice and information to the specialist consultants
• discuss work undertaken by specialist consultants
• review and comment on the final report prepared by ESDD, and
• take information about the project back to their teams.

6. The Interagency Advisory Group (IAAG)
This was composed of representatives from ACT Government directorates.

Role:
• ensure effective communication between government directorates regarding the project
• identify project issues and stakeholders
• advise the group of any work being undertaken which is relevant to the project
• provide advice and information to the specialist consultants
• discuss work undertaken by specialist consultants
• review and comment on the draft master plan report prepared by ESDD, and
• take information about the project back to each directorate.

How is the project being run?

Table 1 outlines the master planning process. Interaction with each of the groups described above has been iterative throughout this process.
Table 1: Master planning process

<table>
<thead>
<tr>
<th>Stage</th>
<th>Task</th>
<th>Deliverable</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Inception</strong> September - October 2010 (completed)</td>
<td>Project team inception meeting</td>
<td>Consultation plan</td>
</tr>
<tr>
<td></td>
<td>Prepared consultation plan</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Project launch</td>
<td></td>
</tr>
<tr>
<td><strong>Stage 1 Consultation</strong> November 2010 – April 2011 (completed)</td>
<td>Consultation events sought ideas for a centre vision and identified issues</td>
<td>Consultation outcomes report 1</td>
</tr>
<tr>
<td></td>
<td>Completed background research and analysis</td>
<td>Analysis summary report</td>
</tr>
<tr>
<td></td>
<td>Developed draft vision, outcomes, strategies and preliminary design ideas</td>
<td></td>
</tr>
<tr>
<td><strong>Background research and analysis</strong> November 2010 - February 2011 (completed)</td>
<td>Draft master plan report</td>
<td>Draft master plan report *</td>
</tr>
<tr>
<td><strong>Stage 2 Consultation</strong> April 2011 (completed)</td>
<td>Presented draft vision, outcomes, strategies and preliminary ideas to community</td>
<td>Consultation outcomes report 2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Draft master plan design *</td>
</tr>
<tr>
<td><strong>Stage 3 Consultation</strong> July 2011 (completed)</td>
<td>Sought feedback on the draft master plan design</td>
<td>Consultation outcomes report 3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Draft master plan report *</td>
</tr>
<tr>
<td><strong>Stage 4 Consultation</strong> December 2011 - February 2012 (completed)</td>
<td>Draft master plan report made available for public comment</td>
<td>Final consultation report – July 2012</td>
</tr>
<tr>
<td><strong>Master plan finalisation</strong> February - September 2012 (completed)</td>
<td>Refined master plan and send to Government for endorsement</td>
<td>Endorsed master plan</td>
</tr>
<tr>
<td><strong>Implementation</strong> September 2012 runs over next 30 years</td>
<td>Commence next steps in accordance with master plan</td>
<td>See Section 5 for next steps</td>
</tr>
</tbody>
</table>

* Reviewed by the ERG, specialist consultants and IAAG. Deliverables shown in orange are available on the project website.
2 Background

This master plan is based on a detailed understanding and analysis of the context and history of the Tuggeranong town centre.

2.1 History

Tomorrow’s Canberra (Y-Plan) – 1970

In 1970 the National Capital Development Commission (NCDC) released Tomorrow’s Canberra. This document identified the location for the Tuggeranong district and the town centre. Tomorrow’s Canberra intended the Tuggeranong district would develop to the west of the Murrumbidgee River. However, the identification of environmental constraints and a reduction in the population expected for the district meant this never occurred. Tuggeranong also did not develop as far south as intended as views to Lanyon Homestead were identified as needing protection from urban development. These changes resulted in Tuggeranong losing its catchment to the west of the Murrumbidgee and some of its catchment to the south. Refer to figure 3 for details.

Tuggeranong Town Centre Policy Plan Development Plan – 1986

By the mid 1980s it was decided that planning and construction of the Tuggeranong town centre could commence. In November 1986, after extensive consultation, the NCDC endorsed the Tuggeranong Town Centre Policy Plan Development Plan. This document included general and specific policies. It looked broadly at what should be achieved with the town centre and detailed how the policies should be implemented.

Construction of Tuggeranong town centre – 1986

Construction of the Tuggeranong town centre was initiated by the NCDC in 1986 (refer to figure 4), in accordance with the Tuggeranong Town Centre Policy Plan Development Plan which outlined the development projects that were expected to proceed in the 2-3 years from the release of the document in 1986.
2.2 Lease holders

The Tuggeranong town centre is predominantly owned by private lease holders. A key function of the master plan is to provide opportunities for these lease holders to redevelop and contribute to a better public domain.

The unleased Territory land is managed by the ACT Government and is mainly in the form of surface car parks. Several large blocks between the lake and Bunnings are currently unleased Territory land that are managed by the ACT Government. LDA have developed a detailed site development plan for the area to be released for a future mixed-use development.

Land that is considered public or unleased assets are managed and maintained by the ACT Government on behalf of the Australian Government for use by the community. Figure 5 below details lease holder arrangements.

Figure 5: Lease holders
2.3 Opportunities and constraints

In March 2011 the project team completed the Analysis summary report March 2011. This report contains a ‘SWOT’ (strengths, weaknesses, opportunities and threats) analysis addressing:

- planning and land use
- urban design and place making
- social infrastructure and demographics
- access and movement
- infrastructure
- economics and employment, and
- environment, heritage and open space.

The key findings of the ‘SWOT’ analysis are outlined below. Figure 6 also provides a summary of some of the key findings of the ‘SWOT’ analysis.

Strengths

- A strongly defined urban structure exists i.e. grid layout.
- Clear urban edges (with the exception of boundary to the west) exist.
- ‘Eat Street’ on Anketell Street is a vibrant precinct.
- The existing retail and commercial office sector in the centre are significant assets.
- Some medium density housing has been developed in and around the town centre in recent years which is starting to increase the diversity of land uses and housing options within the centre; this has also increased the number of people in the centre.
- Views and vistas to the mountains are good.
- Frontage, access and outlook to Lake Tuggeranong.

Weaknesses

- Residential catchment surrounding the centre is much smaller than planned.
- Some buildings face inwards to car parks not outwards to streets.
- The centre is in decline as the residential population necessary to support it does not exist.
- Views to mountains and proximity of the Murrumbidgee River are neglected assets.
- Pedestrian and cyclist connections to and within the centre are not clearly defined and are of poor quality.
- The centre is dominated by car parks and roads, with some roads creating a barrier for pedestrians.

Opportunities

- Significant capacity exists for infill and increased density to support business, increase local employment and enhance/frame/capture views.
- Increase residential development around the centre to expand its catchment population.
- Develop as a self-sufficient town with places for work, recreation, shopping and living.
- Reinforce and define the town centre’s boundary (Rowland Rees Crescent and Athllon Drive).
- Retrofit the main structure of the centre – its streets – so they offer a permeable and uninterrupted network of walkable spaces.
- Reinvent the centre’s streets with greenery, paths and water sensitive urban design to create a sense of place and character: reduce perception of walking distances and improve environmental quality.
- Connect to existing adjacent assets – Pine Island reserve, Lake Tuggeranong, Murrumbidgee River.
- Enhance links into the centre (pedestrian, cyclist and transport) from surrounding areas to encourage visitation.

Threats

- There is underutilisation of the limited land area within the centre.
- Funds required to retrofit streetscapes to improve urban design quality.
- Additional development outside the town centre further diluting the ‘critical mass’ of the centre.
Figure 6: Some key findings of the SWOT analysis

1. **NATURAL ASSETS** – Lake Tuggeranong, the Murrumbidgee River and the Brindabella Mountains beyond are all unique features which the centre should visually / physically connect to.

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

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

4. **TOWN SQUARE** – awkward space, not linking Anketell Street / commercial uses to the lake as intended, needing work, a potentially important central public site.

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


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

8. **GOVERNMENT LAND** – an opportunity for government to release for development. Catalyst projects could start implementation of the master plan.
2.4 Community consultation

Consultation for this master plan has involved four stages. Each stage informed the master plan as it evolved. Full reports on each stage of consultation, including processes and outcomes, can be found on the project web page at www.act.gov.au/tuggeranong

Stage 1 – November 2010 to April 2011
Stage 1 enabled the project team to find out from the community and stakeholders key issues, strengths and weaknesses with the centre.

The key comments made during this stage of consultation included:

• centre could be better connected to the lake
• the town square is used but could be greatly improved
• centre is dull; it needs to attract more people, improve commercial performance and provide a night life
• retailing is struggling in places; economic viability needs to be addressed
• develop some youth activity areas in the centre, and
• mixed comments about building heights; some preferring low rise, others preferring an increase in building height.

Information from stage one consultation was used to develop a vision, proposed outcomes, strategies and preliminary ideas for the centre. These were tested during stage 2 of consultation.

Stage 2 – March and April 2011
Stage 2 sought feedback on the vision, proposed outcomes, strategies and preliminary ideas for the centre following on from stage 1 of consultation. Some of the community aspirations are shown in Figure 8.

The few concerns raised during stage 2 of consultation included:

• reduce vehicle numbers to Anketell Street and make it more pedestrian friendly
• prohibit higher buildings directly adjacent to the lake, and
• improve lake access and active land uses along foreshore.

This feedback was used to revise the vision, proposed outcomes, strategies and preliminary ideas and develop a draft master plan to be presented back to the community during stage 3 of consultation.

Stage 3 – July 2011
Stage 3 sought feedback on the draft master plan designs, including the vision, proposed outcomes and strategies that were revised as a result of feedback from stage 2 of consultation. Consultation involved a community drop-in-session at the Tuggeranong Hyperdome. The majority of people who participated in consultation supported the draft master plan designs. Feedback from this stage was used to prepare the draft master plan.

Stage 4 – December 2011 to February 2012
Stage 4 of consultation sought feedback on the draft master plan. This feedback was used to further refine the master plan before it went to government for endorsement.

Figure 8: Survey results from stage 2 of consultation

Tuggeranong survey results - support for:

- Promoting active street frontages: 100%
- Improving and enlarge the central town square: 90%
- Increasing residential development: 86%
- Containing parking within buildings: 81%
- Containing the town centre: 74%
- Increasing building heights: 62%
Table 2: This table details each stage of consultation and associated events.

<table>
<thead>
<tr>
<th>Consultation stage</th>
<th>Event</th>
<th>Date</th>
<th>Documents that summarise consultation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stage 1</strong></td>
<td>Stakeholder interviews</td>
<td>October and November 2010</td>
<td>Elton Consulting, 15 December 2010; Tuggeranong and Erindale Centres Planning Project—Stage 1 Consultation Outcomes Report.</td>
</tr>
<tr>
<td></td>
<td>Planning workshop at Erindale Active Leisure Centre</td>
<td>Saturday 13 November 2010</td>
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<tr>
<td></td>
<td>Tuggeranong Festival</td>
<td>Saturday 27 November 2010</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Presentation to Tuggeranong Community Council</td>
<td>Tuesday 7 December 2010</td>
<td>ACTPLA, April 2011; Tuggeranong and Erindale Centres Planning Project—Youth Consultation Report.</td>
</tr>
<tr>
<td></td>
<td>Youth consultation road show – Local schools and youth groups (see Figure 7)</td>
<td>February to April 2011</td>
<td></td>
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<tr>
<td><strong>Stage 2</strong></td>
<td>Community drop-in at the Hyperdome</td>
<td>Tuesday 12 to Friday 15 April 2011</td>
<td>Elton Consulting, 08 June 2011; Tuggeranong and Erindale Centres Planning Project—Community Engagement Stage 2 Report.</td>
</tr>
<tr>
<td></td>
<td>Presentation to Tuggeranong Community Council, business Tuggeranong and Erindale Business Council</td>
<td>Tuesday 12 April 2011</td>
<td>ACTPLA, 2011; meeting outcomes documented and distributed to participants.</td>
</tr>
<tr>
<td></td>
<td>Stakeholder interviews</td>
<td>April to June 2011</td>
<td></td>
</tr>
<tr>
<td><strong>Stage 3</strong></td>
<td>Community drop-in at the Hyperdome</td>
<td>Tuesday 26 to Friday 29 July 2011</td>
<td>Elton Consulting, 08 June 2011; Tuggeranong and Erindale Centres Planning Project—Community Engagement Stage 3 Report.</td>
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<tr>
<td></td>
<td>Stakeholder interviews</td>
<td>April to June 2011</td>
<td></td>
</tr>
<tr>
<td><strong>Stage 4</strong></td>
<td>Draft master plan released for comment</td>
<td>Tuesday 13 December 2011 to Friday 17 February 2012</td>
<td>Tuggeranong and Erindale centre master plans — Final consultation report — July 2012</td>
</tr>
</tbody>
</table>
Artist impression showing what the Tuggeranong town centre could look like in the future.
3 The vision and outcomes

A vision for Tuggeranong town centre

This master plan has identified a Tuggeranong town centre specific vision.

Canberra’s urban gateway to the mountains, which offers a unique, urban lifestyle with easy access to open spaces and waterways.

This vision for the Tuggeranong town centre was developed in light of feedback from the community, background research and analysis, the ACT Government’s Interagency Advisory Group and the Expert Reference Group. It encapsulates Tuggeranong’s point of difference compared to other Canberra town centres. It sets out what the centre should become in the future and what makes it unique.

It should be recognised that Tuggeranong town centre sits within the broader context of Canberra and its future direction should compliment that which has been identified for Canberra.

A vision for Canberra

The Canberra Spatial Plan and Sustainable Transport Plan form the transitional planning strategy for the Australian Capital Territory. These documents are the ACT Government’s key strategic planning documents for directing and managing urban growth and change. They outline a strategic direction to achieve the social, environmental and economic sustainability of Canberra. Over the past seven years they have informed decisions on the land uses, metropolitan structure and growth of Canberra.

Since these plans were prepared in 2004, there have been changes in population, demographics, climate trends, resource security and environmental protection. In addition, community values about the way we want to live have changed. In 2010 the ACT Government therefore committed to review the transitional planning strategy. The ACT Planning Strategy was adopted on 26 June 2012.

The ACT Planning Strategy shows how planning should respond to these changes both within the ACT and at a broader level.
Vision
Canberra’s urban gateway to the mountains, which offers a unique, urban lifestyle with easy access to open spaces and waterways.

Planning and design strategies to achieve the vision

- **Strategy 1**: Physical and visual connections to landscape
  - Supports Outcome 1
- **Strategy 2**: Respect grid structure and establish a finer grain
  - Supports Outcomes 2 + 4
- **Strategy 3**: Improve public transport, car, walking and cycling connections
  - Supports Outcomes 2, 3, 4
- **Strategy 4**: Precincts and streetscape characters
  - Supports Outcomes 3 + 4
- **Strategy 5**: Contain the town centre
  - Supports Outcomes 2 + 4
- **Strategy 6**: Increase residential development
  - Supports Outcomes 3 + 4

Key actions and design elements which support the strategies

- Active frontages — strategies 2, 3, 4
- Building height — strategies 1, 6
- Cycle and pedestrian route — strategies 1, 2, 6
- Food production — strategy 6
- Land use — strategies 3, 4, 5, 6
- Parking and loading — strategy 2
- Precincts — strategies 1, 4, 6
- Public open space — strategy 6
- Public transport — strategies 3, 5, 6
- Street hierarchy — strategies 2, 4

Outcomes

- **Outcome 1**: A centre connected to landscape
- **Outcome 2**: An accessible centre
- **Outcome 3**: A thriving centre
- **Outcome 4**: A diverse, resilient and flexible centre
The outcomes

The vision for Tuggeranong town centre is supported by four outcomes, which outline in more detail what the centre is to become in the future. How these outcomes will be achieved is outlined by the six planning and design strategies and their corresponding key actions and design elements, which are described later in this report. For details of how the strategies and key actions and design elements support achievement of the outcomes, see figure 8.

The outcomes for the Tuggeranong town centre are:

1. A centre connected to the mountains, lake, river and bush.

Tuggeranong town centre is unique because you can live in an urban area, with all the services and convenience that provides, while ensuring new development maintains access and views to beautiful natural features such as the lake, river, bush and mountains. Buildings are setback from streets so views to the mountains dominate; this is particularly evident along Soward Way and Anketell Street. It is also easy to access and see the lake from the centre’s main street (Anketell Street). Walking from the centre down to the Murrumbidgee River is a pleasure.

2. A centre which is accessible to broader Canberra and is easy to move around.

Spaces which were previously unattractive and unused spaces have been developed or redeveloped and contribute to activation of the street. Many surface car parks in the centre have been developed, allowing for the creation of much nicer places for people to walk and linger. Car parking is accommodated in basements, on rooftops or on street. Pedestrian and cyclist connections through the centre are direct. Walking and cycling are easy. Small businesses are supported by the increased foot traffic passing them. Public transport facilities are located so they are central and accessible for most centre users.

3. A centre which is an attractive destination for the Tuggeranong district and broader Canberra – a centre with a thriving community and business hub.

The town centre is a thriving community and business hub. It provides a range of services and facilities which serve the Tuggeranong district and broader Canberra. An increase in the centre’s population helps support these services and facilities. An increased population has attracted public and private investment in the centre.

4. A centre which is diverse, resilient and flexible to change.

Tuggeranong town centre is a centre:

- which supports and encourages food production
- where green roofs are common
- where walking and cycling are the preferred modes of transport in the centre
- where residents do not need to leave the centre to access their day-to-day needs
- where buildings are designed to accommodate different uses over time, to be adapted to changing circumstances and market conditions
- where the population supports existing and new retail
- where buildings have a variety of tenancy sizes thus responding to a broad range of business opportunities, and
- where new buildings respond positively to the street and benefit from good orientation.
Evaluation

It is recommended that the success of the master plan be evaluated periodically. The intent of the evaluation is to:

- determine if development and redevelopment of the centre is achieving the visions, outcomes and strategies for the centre
- if development and redevelopment of the centre is found to be inconsistent with the vision, outcomes and strategies, then determine what factors have caused this to occur and how to prevent future inconsistencies
- identify if action needs to be taken to ensure development and redevelopment is consistent with the master plan (i.e. is the precinct code achieving the intended on-the-ground outcomes), and
- determine if the master plan vision is still relevant.

When

The effect of the master plan should be evaluated:
- 5 years after master plan endorsement (2017)
- 10 years after master plan endorsement (2022)
- 20 years after master plan endorsement (2032)
- 30 years after master plan endorsement (2042)

Who

ESDD will be responsible for carrying out the evaluation.

Method

The evaluation is intended to be a quick exercise which is simple, efficient, practical, low-cost and easily carried out. Two key evaluation methods will be used:
- comparison of data over time, and
- site visit to analyse built form outcomes.

Evaluation will be based against the following outcomes, which all support achievement of the master plan vision.

Views from the centre to the mountains should be maintained and physical connections to the lake and river enhanced.
A centre connected to landscape
Maintain and enhance the centre’s connections to the mountains, lake, river and bush.

- Have views from the eastern side of the lake to the mountains been maintained?
- Have views from Drakeford Drive and Erindale Drive to the mountains been maintained?
- What is the dollar value spent by the ACT Government on maintaining, improving and implementing walking tracks from the town centre to the Murrumbidgee River and Lake Tuggeranong?
- Have the view corridors specified in this report been maintained?
- Have new developments along the lake provided pedestrian connections from Anketell Street to the lake?

An accessible centre
A walkable centre with attractive and active streets which are easy to move around. A centre which is connected to the Tuggeranong district and broader Canberra.

- Have sites identified as appropriate for mid-block connections been achieved if they have been redeveloped?
- What is the diversity of uses in the centre? What is the gross floor increases of different uses, i.e. retail, commercial and residential?
- Has the centre’s grid layout been maintained?
- What new pedestrian and cyclist connections have been created to and from the centre?
- Have improvements been made to the bus interchange?
- Has Block 6 Section 7 and the south-eastern corner of Section 4 (the western side of the Soward Way and Anketell Street intersection) been redeveloped? If so does it reinforce arrival at the centre through building height and massing?

A thriving centre
Reinforce the centre as a destination for Tuggeranong and broader Canberra – a centre with a thriving economy.

- Comparison of retail tenancy vacancy in the centre. Has there been a decrease or increase?
- Comparison of commercial tenancy vacancy in the centre. Has there been a decrease or increase?
- Has there been an increase in retail and commercial gross floor area since master plan endorsement?
- Has there been an increase in residential gross floor area since master plan endorsement?
- Has the number of shops with gross floor areas of 1500m² remained the same or increased?
- Has the number of shops with gross floor areas of between 200m² and 1500m² remained the same or increased?
- Has the number of shops with gross floor areas of less than 200m² remained the same or increased?
- Does the ACT Government’s Floor Space Inventory show an increase in floor space for all of the following:
  a) department stores
  b) supermarkets
  c) other food
  d) other retailing and
  e) hospitality venues such as cafes, restaurants, clubs, and pubs?
- Has development occurred within the town centre’s footprint as identified by strategy 5 in this report?

A diverse, resilient and flexible centre
A diverse centre where people can live, work and play.

- Is there a diversity in house stock:
  - the number of 1, 2 and 3 bedroom dwellings?
  - apartment numbers vs. townhouse vs. terrace vs. shop top styles of housing?
  - the amount of residential constructed specifically for aged care purposes?
- What new open space has been created in the centre in accordance with this master plan or otherwise?
3.1 Planning and design strategies

To enable the vision and outcomes to be achieved, six planning and design strategies will be applied to the centre. These strategies outline the fundamentals about how the centre should develop and redevelop over time.

1. Physical and visual connections from streets to surrounding landscape features are provided.

To maintain that which makes the centre unique, both physically and visually, connections to the natural environment need to be enhanced and created.

This will be achieved by:

- acknowledging that the natural environment surrounding the centre is what makes it unique
- emphasising views to the surrounding mountains and hills by requiring new buildings to be setback so they frame certain views (figure 9)
- improving visibility of Lake Tuggeranong from Anketell Street (the main street)
- providing and enhancing physical connections (paths) to the lake, bush and river, and
- ensuring built form does not interrupt views to the mountains from surrounding approach roads.

Applying the strategies:

**View to the Brindabellas west along Soward Way**

Increase development rights (height) on Block 6 Section 7 and the south-eastern corner of Section 4 so there is the opportunity to develop high buildings on either side of Soward Way, which will frame the view towards the mountains. See section 4.6 for more details on building height.

**View to Urambi Hills north along Anketell Street**

Maintain this view by ensuring the existing building setbacks are maintained. Section 18 (currently an ACT Government owned surface car park) should be released for mixed use development and green open space, which will maintain the view to Urambi Hills and create a visual connection to the existing town park.

**View to Lake Tuggeranong from Anketell Street**

Currently the lake is not highly visible from Anketell Street. To make this visual connection the structure of the existing town square needs to be wider and more open. The blocks surrounding the town square leased by serval different lessees, including the ACT Government thus a public/private partnership will likely be required. Capital works would also be required to improve the quality of the town square as blocks redevelop. A consistent palette of colours and planting would be required that do not interrupt the views to the lake.

**Physical connection from Anketell Street to Lake Tuggeranong**

New developments between the lake and Anketell Street will be required to provide direct access to the lake at regular intervals as shown in figure 9.

**Physical connection from town centre to Murrumbidgee River**

The Murrumbidgee River is only 600m from the town centre. The river is an alternative open space experience to the town park and paths around the lake. Access to the river helps make this urban centre unique. Existing paths should be maintained. A capital works project to identify and develop a circular walking track connecting the river and the lake is recommended. Future planning for this should consider links to other existing and proposed tracks.

**Views to mountains from surrounding roads**

Original planning required development to follow the colour scheme of red roofs and cream buildings, but that has seen some variation in recent years. During community consultation it was queried whether the colour scheme provisions should be reinstated. Opinion was split evenly, but further investigation showed this colour scheme plays a role in emphasising views to the Brindabella Mountains, especially from Drakeford and Erindale Drives. However, this colour scheme should be allowed to take a modern approach i.e. roof gardens with vegetation with red leaves or flowers and building features which pay tribute to this colour scheme.

Building height is also important in retaining views to the mountains from surrounding roads. Eight to nine storeys is considered appropriate to ensure views are maintained, but a more detailed view analysis will be required at the precinct code preparation stage. See section 4.6 for more details on building heights.
Figure 9: Major connections and view corridors
2. Respect the existing grid structure and establish a finer grain which supports pedestrian and cyclist choice. To make walking and cycling the preferred transport option in the centre, way finding should be made easy and more safe route choices should be provided.

This will be achieved by:

- maintaining the centre’s strong grid layout
- enhancing main corridors of public transport including locations of major bus stops and the bus interchange to maximise pedestrian and cyclist connections
- breaking down ‘superblocks’ with new streets and lanes to promote a finer grain of development and increased route choice
- on street identified as having active frontage (core) (see section 4.7 of this report for details) require new buildings be broken up into small frontages i.e. 5–6m for individual tenancies
- allowing for creation of a defined entry statement that signifies arrival in a town centre
- establishing a clearly defined street hierarchy using street widths and streetscape treatments
- activating streets by requiring all new development to face outwards to the street, not inwards to car parks, and
- maximising passive surveillance (overlook) to major pedestrian links.

**Applying the strategies:**

**Grid layout and section size**

Tuggeranong has a well defined grid pattern which provides a simple and easy to access structure. However, some sections are 200m long without anywhere to cross. Generally it is considered ideal to allow pedestrians to change direction every 100m. Thus mid-block connections in the form of streets and lanes should be made to increase permeability for pedestrians and cyclists. As sites in the centre redevelop, mid-block connections will be required.

Redevelopment of the Hyperdome can be encouraged by increasing development rights i.e. building footprints and/or heights. If it redevelops it should be required to provide pedestrian connections through the section. See section 4.4 of this report for more details about pedestrian and cyclist connections.

**Entry statement buildings**

Arrival at the centre could be reinforced by allowing for taller (8-9 storey) buildings on Block 6 Section 7 and the south-eastern corner of Section 4. These buildings should ‘hold’ the street corners by mirroring each other in height, setbacks and massing. Their height will indicate arrival at an urban centre and also frame the view to the mountains along Soward Way (this also supports achievement of strategy 1).

**Streetscape hierarchy**

Street hierarchy is based on two factors: ‘capacity’ and ‘character’. Capacity is related to movement and functions. Character is about the role of the street and factors that contribute to the street, such as: the width of the footpath, tree planting, car parking arrangement, cycle ways, building heights and setbacks, benches, street lights etc. Streets become not only a place for vehicular movement but activity, people, pedestrians and cyclists.

Full details of the centre’s proposed street types are at section 4.5 of this report, but include:

- Boulevard 1 (Athllon Drive)
- Boulevard 2 (Soward Way)
- Main Street 1 (Anketell Street North)
- Main Street 2 (Anketell Street South)
- Commercial Street 1 – Reed Street North
- Commercial Street 2 – Pitman Street, Reed Street South
- Drive 1 – Cowlishaw Street
- Drive 2 – Rowland Rees Crescent
- Local street 1 – Existing (Joseland Street)
- Local street 2 – New

**Activate streets and passive surveillance**

Buildings that front streets where active frontages are identified as a priority (see section 4.7 for details) should have minimal blank walls lots of windows and direct themselves towards the street so a sense of ‘eyes on the street’ is created. These buildings should be able to adapt over time if adaptive building design at the ground floor is required (e.g. require a floor to ceiling height of 4.8m which is suitable for commercial use). This approach to building design means active streets can have uses other than shops. In addition, design treatments should contribute to a pedestrian prioritised environment by avoiding long blank walls that can make spaces feel unfriendly and unsafe.
This approach to activating streets will increase passive surveillance, which in turn makes streets safer. Layering uses (i.e. residential and offices above retail) can also increase passive surveillance if they have balconies and windows overlooking key movement corridors and public spaces.

3. Improve public transport, car, walking and cycling connections to the town centre from the Tuggeranong district and broader Canberra.

To become a sustainable and viable centre, connections need to be made to the Tuggeranong district and Canberra.

This will be achieved by:

- locating public transport facilities in central locations
- locating public transport facilities so they benefit from passive surveillance offered by adjoining land uses
- ensuring all new residential development is located so public transport facilities can be easily accessed
- ensuring people can visit the centre with ease by providing car parking for both convenience and long term, and
- ensuring walking and cycling paths link to the broader Tuggeranong district.

Applying the strategy:

Well located public transport facilities
Currently the Tuggeranong bus interchange is located on Pitman Street to the north of the Hyperdome. During community consultation it was identified that this bus interchange is not in a central location and concerns were raised about safety, particularly at night. This master plan therefore recommends relocation of the bus interchange to Reed Street north be considered. This location is recommended as it is more central in the town centre. See section 4.3 for more details on the location of public transport facilities.

Uses adjoining public transport facilities
To increase perceived and real safety for people using public transport facilities it is necessary to ensure the land uses adjoining these facilities provide overlook by adjoining apartments and businesses. This means public transport users can feel safe, even at night, while waiting for a bus because buildings have windows and balconies that overlook the public transport facility. Blank walls and places which are not occupied by people during the evening should be avoided near public transport facilities.

Easily accessible public transport facilities
Strategy 2 focuses on providing good pedestrian and cyclist connections so centre users can move easily through the centre. Access to public transport facilities are necessary to ensure centre users can also access broader Canberra. This access to public transport facilities can be achieved by requiring public transport facilities to be located so all residences in the centre are either within 500m of frequent local bus stop or within 750m—1000m of a rapid bus stop. See section 4.3 of this report for more details on access to public transport facilities.

Easily accessible car parking
Car parking in the centre should provide for both quick trips and all day parking needs. Thus a mix of on street car parking and basement car parking will need to be provided throughout the centre. This master plan recommends release of Territory owned land currently used for surface car parking. New development on this land will be required to replace existing car parking plus provide for that generated by the new development. Most of this car parking will be provided in basements or on roof tops. While the convenience of large surface car parks will be lost it provides an opportunity to create high quality public realm i.e. footpaths that make the centre more pleasant to move around on foot. See section 4.9 of this report for more details on car parking.

Walking and cycling paths link to the Tuggeranong district
To provide the opportunity for pedestrians and cyclists to access the Tuggeranong district, connections from the centre should link with existing and proposed bike and pedestrian paths and green corridors. Pedestrian and cyclist movement should be given priority over motor vehicles.
4. Locate land use and public space to strengthen different precincts and streetscape character.

To assist way finding through the centre, provide a variety of experiences and services and create a place where people can live, work and play.

This will be achieved by:

- identifying and building on distinct precincts by co-locating similar, compatible land uses
- defining and building on streetscape character by identifying the role of each street and factors that distinguish its character i.e. the width of the footpath, tree planting, car parking arrangement, cycle ways, building heights and setbacks, benches, street lights etc.
- requiring active ground floor uses (such as retail and cafes) along major pedestrian routes with commercial (office) or residential uses above, and
- building heights responding to streetscape character and hierarchy.

Applying the strategy:

Precincts
The character of a precinct is often determined by its cultural history, natural features, uses, built form, public domain character (pavement, street trees, building height and setbacks, frontages etc). This master plan identifies nine future precincts in the centre:

- the foreshore area
- Core – ‘eat street’
- Tuggeranong central
- Soward Way
- Live/work and services
- Office space
- Education and training
- Urban living
- Leisure and accommodation

Full details of each precinct can be found in section 4.2. This master plan establishes the ‘look and feel’ for each precinct and provides guidance for elements such as the future land use zones, building types, building setbacks and height, location of active frontages and public domain features. These elements will help reinforce each precinct’s character.

Streetscape character
Streetscape character is about the role of the street and factors that contribute to the street, including the width of the footpath, tree planting, car parking arrangement, cycle ways, building heights and setbacks, benches, street lights etc.

This master plan identifies ten different street types. Full details of each street type can be found in section 4.5.

Active frontages
This master plan identifies several streets where active frontages are a priority (see section 4.7 for details). Buildings developed alongside these streets should face out to the street, not inwards to car parks. In addition they should have transparent frontages. The uses fronting these streets should be reflective of the precincts and streetscape character as outlined under precinct character in section 4.2 of this report.

Building height
Building heights should respond to streetscape hierarchy and precinct character: for example wider streets can accommodate higher buildings with minimal overshadowing to adjoining buildings and public spaces.

See the sections on street hierarchy and building heights and precincts for more details on height (refer to section 4.6 for more details).
Ensure new development along Anketell Street North continues to build on the existing active character.
5. Contain the town centre within its existing boundaries to encourage viability, vitality and activity

To see the centre develop to its full potential, encourage a mix of uses while ensuring the centre is contained and new retail areas don’t detract from existing retail areas.

This will be achieved by:

- containing the town centre within its existing footprint
- consolidating retail along key activation areas i.e. the northern end of Anketell Street (eat street), the northern side of the lake near Lake Tuggeranong College and along Soward Way between Anketell Street and Athlone Drive (the Boulevard)
- allowing for a mix of uses in the centre so it becomes more self-sustaining i.e. residents who live there have all their day-to-day needs met including employment, goods, services and recreation needs
- encouraging redevelopment in the centre, and
- allowing for a diverse employment base to establish.

Applying the strategy:

**Town centre consolidation**

Limiting the centre to its current footprint (see figure 10) makes more efficient use of existing infrastructure. As sites develop and redevelop and ACT Government land is released no extensive infrastructure upgrades will be necessary (i.e. water, sewer, electricity, gas).

Limiting the town centre to its existing footprint serves to protect the surrounding natural environment and enhance the contrast between urban and natural environment. In addition limiting the size of the centre means future residents will live in a centre where walking and cycling are realistic options.

**Retail consolidation**

Retail in the Tuggeranong town centre does not trade as well as other town centres. Consequently, instead of allowing retail activities to ‘pop up’ throughout the town centre this master plan recommends a more compact and focused retail core to encourage vibrancy. It is recommended that retail activities such as department stores, supermarkets, clothing stores and restaurants are only allowed to occur within the retail core, see figure 10.

Outside of this retail core retail uses will still be able to occur but it is recommended that they should be restricted to larger scale, lower order type uses such as bulky goods retailing (such as a warehouse), produce market and plant nursery. Convenience retailing outside of the retail core area would also be considered appropriate.

This approach is recommended so a weakening of the existing retail core does not occur.

Given retail in the Tuggeranong town centre does not trade as well as other town centres, an analysis of the centre’s retail performance and how it can be improved through this master plan is outlined in section 4.1 of this report.

**Mix of uses**

Permitting a mix of residential, shopping, entertainment and commercial uses can ensure a critical mass of residents and local jobs which will support a vibrant urban core. In some parts of the centre certain land uses may not be appropriate, i.e. residential in an area where active streets are trying to be achieved. For further details on land use patterns in the centre refer to section 4.1. However it is important to note that this master plan recommends flexibility in land use should be allowed so market demand can be responded to while still protecting certain uses for an area.

**Encouraging redevelopment**

Realisation of much of this final master plan will rely on lessees and the business community investing in the centre. To encourage this investment it is necessary for this master plan to make redevelopment attractive. This can be done by increasing the development rights on particular blocks i.e. an increase in the area that can be built on, on a block or by increasing allowable building heights. This master plan sets out the parameters to ensure that as the centre develops/redevelops, new buildings contribute positively to the street and creation of high quality public realm so the centre becomes more people friendly and easy to move around.

**Allowing for a diverse employment base**

Allowing for a diverse range of land uses and building types and heights, a diverse range of employers have the opportunities to establish. Thus this master plan recommends a range of precincts which encourage particular uses such as large scale retail, large and small offices, bulky goods, smaller spaces aimed at smaller businesses, and home based businesses.
Figure 10: Centre boundary and retail core area
6. Increase opportunities for residential development so better quality and choice of housing can be provided.

To increase the centre’s catchment and thus its ability to be more self-sustaining.

This will be achieved by:

- allowing for additional residential space in the town centre
- allowing a variety of residential types and sites to develop i.e. apartments, terraces, shop top, aged care, town houses
- providing adequate good quality open space
- emphasising the centre’s uniqueness – urban living with easy access to the lake, mountains and river, and
- providing opportunities for residents to be involved in their own food production.

Applying the strategy:

**Additional residential space**
Allowing for additional residential development in the centre will allow, over time, for the centre’s population to increase. This increase will support existing and future businesses and community services in the centre. Additional people living in the centre will also contribute to it becoming more vibrant.

A precinct code created specifically for the town centre can change zoning to allow for additional residential. See section 4.1 for details of land use and where it is recommended that residential activity dominates (also see figure 11).

**A variety of residential types**
In recent years some medium density housing has been developed in and around the town centre. During community consultation for this master plan it was found residents in this housing appreciate the convenience of its location. Consultation also heard there is interest in provision of accommodation for the aged. A diversity of and increase in accommodation in the centre should be encouraged.

**Good quality open space**
Proposing a population increase in the centre over time means more ‘breathing space’ and amenity for residents is necessary. New pocket parks can be introduced into the town centre to provide more recreational opportunities to the future population. These new open spaces vary in size and are diverse in function. All locations of the new open space should consider the relationship to the overall pedestrian prioritised environment and should integrate with surrounding buildings. See section 4.8 for more details on open space.

**Emphasising the centre’s uniqueness**
Strategy 1 focuses on how the physical and visual connections to surrounding natural features can be made and enhanced. These connections to the natural features are what make Tuggeranong town centre unique. It is somewhere people can live and enjoy the convenience of urban living while easily accessing a variety of natural features: lake, bush, river and mountains. This urban centre in a landscape setting could become a strong marketing point for the centre.

**Food production**
There is a growing concern worldwide about food security, sustainability, healthy eating and active living in urban areas. Currently many people living in multi-unit dwellings (apartments and studios) are unable to be involved in food production.

Thus this master plan encourages the design of the built environment to integrate food production with urban living. It could be in the form of apartment buildings equipped with window boxes and roof and balcony gardens or community gardens shared by the people who live in that apartment block or/and attached building. See section 4.10 for further details on the food production types which could occur in the town centre.
Figure 11: Where most new additional residential development will be encouraged
3.2 The master plan

This master plan image (figure 12) illustrates graphically the key elements and uses proposed.

1. Lake foreshore (east), continuous urban park.
2. Proposed relocation of bus interchange to Reed Street North.
3. Integration of compatible commercial, community and residential uses to ensure a critical mass of residents, retail and local jobs to support a vibrant Tuggeranong town centre.
4. Introduce higher density (mixed use) within the urban core area, along Soward Way and Athlon Drive.
5. Increase pedestrian links to the lake foreshore (west) area that have various open space ‘experiences’ connecting to key destinations such as the town square and community facilities (art centre, library).
6. Opportunities to co-locate key community and social facilities including community health services in the urban core.
7. Increase different types of high quality open spaces and community gathering places to provide a sense of openness and amenity for new multi-unit dwellings.
8. Proposed live/work building typology in the live/work and services area.
9. Low scale leisure and accommodation uses

A 3D diagram illustrates potential public domain improvement to the Tuggeranong town centre. A high quality public town park steps from Anketell Street to Lake Tuggeranong.
Figure 12: Tuggeranong town centre master plan
Figure 13: Proposed land uses

Note: Just because the above image states an area is for a particular use, e.g. community, it does not mean all other uses are excluded. It means that particular use is intended to dominate.
4 Key actions and design elements

These key actions and design elements describe in detail how this master plan envisions the built environment taking shape in the centre. Each element supports achievement of one or more of the planning and design strategies.

4.1 Land use

Supports strategies 3, 4 and 5.

Figure 13 shows the proposed land uses for each area in the town centre.

Note: The plan indicates land use on a relative basis, for example, ‘mixed use with residential focus’ means residential uses are more dominant in this area but other uses such as community, retail and commercial are not restricted.

The land use plan is just a guide. The plan provides flexibility so market demand can be responded to while certain uses for the area are still protected.

Assumptions
The section below is based on the following assumptions.

i Dwelling numbers are based on an average dwelling size of 100m².

ii The current retail floor space that could be achieved in the centre is based on:
   • Existing block size and structure.
   • CZ1 – Being fully developed for retail purposes only on the ground floor.
   • CZ2 – Being fully developed for retail purposes only on the ground floor.
   • CZ3 – Being fully developed for retail purposes only on the ground floor.
   • No deductions have been made for building efficiency (i.e. the area does not take out any lift core, parking, corridor etc).

iii Dwelling estimates for Section 18 are based on:
   • 50% of the ground level being used for a use other than residential
   • only achieving 70% of each level for dwellings, with the rest taken up by lift cores, corridors, fire stair etc.
   • dwellings having an average gross floor area of 100m².

iv Population estimates are based on:
   An average of 1.8 persons per dwelling. This figure was chosen as most dwellings within the Tuggeranong town centre will be apartments so will have slightly less people per dwelling than a detached house.

Residential
This master plan, along with the area to the west of the lake within LDA’s site, will allow for potentially up to 7,800 dwellings in the centre. Based on the average household accommodating 1.8 people¹ this would result in about 14,000 new residents living in the centre. The majority will be accommodated in apartments, terraces or shop top style housing. The development of the new residential dwellings offers opportunities for additional affordable housing in the town centre.

Currently the Tuggeranong Valley’s population is in decline, however this master plan provides the opportunity for residential growth in the centre should the market demand occur in the future.

Allowing for additional residential development is also considered an appropriate response for the town centre because:

• it is supportive of infill targets for the Territory and recommendations in the ACT Planning Strategy which looks to town centres for accommodating new housing

• it will support existing and future social and physical infrastructure

• additional residential will support the viability of existing retail in the centre, and

• Tuggeranong town centre provides many services and facilities which will enable travel savings for people who live, work and play within the centre.

Retail
Retail viability
The Tuggeranong town centre does not trade as well as other town centres in Canberra.

The ACT Retail Model (2011) estimated the turnover of metre square of retail space in the centre was $5,350 per annum. This is the lowest of all town centres and Civic. See Table 3.

| Table 3: Retail turnover estimates per m² of retail floor space by town centre and Civic |
|----------------------------------------|---|
| Tuggeranong                             | $5,350 |
| Civic                                  | $5,430 |
| Belconnen                              | $5,710 |
| Woden                                  | $6,340 |
| Gungahlin                              | $7,940 |
The below average performance of the town centre is considered to be a result of:

- the centre's location on the periphery of the urban catchment. Sections 1.1 and 2.1 of this master plan outline why this location occurred, and
- escape spending i.e. residents in the southern suburbs of Tuggeranong Valley do not necessarily go to the town centre for their needs. These residents often work in other centres such as Civic or Woden and either use the services available at those centres or stop at other centres on the way home i.e. Woden, Erindale.

In 2011 the centre had an estimated 188,300m² of commercial space at the town centre (excluding major offices) of which 48.4% was retail, 31.3% was services space, 16.2% was ‘other’ and 4.2% was vacant. See Table 4 to compare Tuggeranong with other centres and Civic.

<table>
<thead>
<tr>
<th>Retail</th>
<th>Services</th>
<th>Total retail and services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gungahlin</td>
<td>42,586m²</td>
<td>19,190m²</td>
</tr>
<tr>
<td>Woden</td>
<td>81,701m²</td>
<td>40,594m²</td>
</tr>
<tr>
<td>Tuggeranong</td>
<td>91,085m²</td>
<td>58,875m²</td>
</tr>
<tr>
<td>Belconnen</td>
<td>106,762m²</td>
<td>86,664m²</td>
</tr>
<tr>
<td>Civic</td>
<td>108,098m²</td>
<td>94,769m²</td>
</tr>
</tbody>
</table>

Table 4: 2011 Retail and Services floor space of each town centre and Civic

The level of vacant floor space at the Tuggeranong town centre in 2011 was below the average vacancy at Civic and the town centres in 2011 of 4.6% (see Table 5). The level of vacancy at the Tuggeranong town centre has fallen from 6.3% in 2009.

<table>
<thead>
<tr>
<th>Retail and office vacancy rate in 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woden</td>
</tr>
<tr>
<td>Belconnen</td>
</tr>
<tr>
<td>Tuggeranong</td>
</tr>
<tr>
<td>Civic</td>
</tr>
<tr>
<td>Gungahlin</td>
</tr>
<tr>
<td>3.4%</td>
</tr>
<tr>
<td>4.0%</td>
</tr>
<tr>
<td>4.2%</td>
</tr>
<tr>
<td>5.8%</td>
</tr>
<tr>
<td>7.1%</td>
</tr>
</tbody>
</table>

However, the centre is facing challenges with Myer scheduled to move out of the Hyperdome by May 2012. The Myer tenancy is to be replaced by Big W, Harris Scarfe and JB Hi-Fi.

### A thriving centre

One of the intended outcomes of this master plan is:

**A centre which is an attractive destination for the Tuggeranong district and broader Canberra – a centre with a thriving community and business hub.**

More details about this intended outcome can be found in section 3.0.

For the Tuggeranong town centre to thrive from a retail perspective it is critical that this master plan:

- support existing retail businesses, particularly in light of the centre’s poor retail performance, and
- provide opportunities for new retail businesses to be established.

### Support existing retail businesses

There are several ways which this master plan can support existing retail in the centre.

**Allowing for an increase in residential and employment population**

The projected fall in Tuggeranong Valley’s population from 89,650 people in 2011 to 85,150 people in 2021 will limit expenditure growth at centres in Tuggeranong. Despite this, Tuggeranong Valley’s projected population in 2021 is the second highest in the Territory (the highest is Belconnen at 94,150 people). The per capita retail and services floor space provision in Tuggeranong of 1.68m² is below that of other town centres, with the exception of Gungahlin.

A major challenge for the centre is to reduce the amount of escape expenditure.

Increasing the residential population in the centre will support the viability of existing and future retail in the centre. This master plan, along with the area to the west of the lake within LDA’s Greenway Master Plan, will allow for potentially up to 7,800 dwellings or 14,000 new residents in the centre.

### The importance of retail businesses in the centre

Retail businesses in the Tuggeranong town centre provide many convenient goods and services for the residents of the centre and Tuggeranong Valley which cannot be accessed without otherwise travelling outside the district to the other town centres, particularly Woden, Civic or Fyshwick. The retail activity in the town centre also:

- provides convenient access to a range of goods and services for those employed in the centre, and
- supports the many community facilities in the area i.e. Lake Tuggeranong College, the pool, skate park, library, Arts Centre and Communities at Work. Retail activities attract people to visit and support the centre.
Much of this population would be introduced in the medium to long term and depend on market demand. The LDA’s proposed development for the western side of the lake (between the lake and Bunnings) could inject potentially up to 810 dwellings (1,450 people) in the short term (0-5 years). To further bolster the population this master plan recommends that the Economic Development Directorate (EDD) and LDA investigate the possibility of releasing for sale Section 18 for the purposes of residential. This master plan recommends that a building on Section 18 would be appropriate to go to five storeys (see section 4.6 of this report for more details on building heights throughout the centre). Thus, this Section could potentially introduce between 160-210 dwellings or 290-370 people.

The master plan also provides for additional office development at the centre. Additional office workforce also contributes to growth in retail demand at the centre.

The ACT Planning Strategy has recommended a review of settlement options to the west of Canberra.

**Location of large scale retail development**

Much of the town centre is zoned by the Territory Plan as CZ2 – Business Zone and CZ3 – Services Zone. The following rules and criteria apply to these zones in town centres and restrict the scale of retail development:

<table>
<thead>
<tr>
<th><strong>CZ2 – Business Zone - Town Centres Development Code</strong></th>
<th><strong>CZ3 – Services Zone - Town Centres Development Code</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Rule 20</td>
<td>Criteria 20</td>
</tr>
<tr>
<td>The following GFA restrictions apply to shops maximum 200m² per shop.</td>
<td>Shops are limited to a scale appropriate to providing convenient shopping and personal services for the local workforce and residents.</td>
</tr>
<tr>
<td>The following GFA restrictions apply to supermarkets or shops selling food (except for produce market) – maximum 200m² per lease.</td>
<td></td>
</tr>
</tbody>
</table>

This master plan recommends these restrictions for these areas largely remain as they are.

**Link retail growth to population growth**

A submission made on the draft Tuggeranong town centre master plan requested that all future retail development be required to demonstrate that the population existed to support the development. This request was made with the intent of protecting existing retail businesses. The project team have explored this option and found that this is already being considered as part of the Commercial Codes review.

**Provide opportunities for new retail businesses**

**Allowing for additional retail development in the centre**

The Territory Plan currently allows for approximately 974,000m² of retail floor space in the Tuggeranong town centre. There is currently approximately 91,085m² of retail floor space in the centre. This master plan will allow for more additional retail floor space than already allowed for. This will be mainly a result of allowing increased building heights (generally from 4 storeys centre wide to 4-9 storeys). However, this master plan will allow a mix of uses so on many blocks throughout the centre retail, residential or commercial uses could occur. This could occur as either one single use occurring on a block (i.e. an office block) or as a mix of uses (i.e. retail on the ground floor with a mix of office and residential above). This approach is being taken so blocks can be developed for a range of uses depending on what the developer and markets determine there is demand for at the time.

**Background Report – Economics and Employment**

As part of this master planning project a specialist economics and employment consultant was engaged to provide advice during the creation of the master plan. SGS Economics & Planning (SGS) were the consultants selected for this work. In their final ‘Background Report – Economic and Employment’ SGS made the following recommendations about retail expansion in the Tuggeranong town centre and Erindale group centre:

- A moderate retail expansion of the Tuggeranong town centre (5,000m²) and the Erindale centre (5,000m²) is considered viable.
- A large expansion of the Tuggeranong town centre (30,000m²) is considered risky since the centre needs to attract an additional 14,000 residents for it to be successful. If the centre fails to attract this population increase, a larger town centre would generate significant economic pressure on both the Erindale centre and in the Tuggeranong town centre itself.
• A combination of large expansions at both the Tuggeranong town centre (30,000m²) and the Erindale centre (17,000m²) are also not recommended. This would create an oversupply of commercial (retail) floor space which would generate significant economic pressures at both the centres and would result in higher vacancy rates in both places in the long term.

It has been decided that these recommendations will not be adhered to for the following reasons:

• it is considered that the master plans should not restrict opportunities for growth
• the current zoning of each centre would allow for significantly more retail space than the 30,000m² recommended. To implement SGS's recommendations would require Territory Plan variations to reduce development rights on many privately leased blocks of land in the town centre. Reducing development rights could then result in a reduction in land values of private lessees, and
• it is impossible to predict the level of growth which may occur in a centre over a 30 year period. Retail growth is dependent on many factors. Table 6 shows the amount of growth experienced in the Woden, Belconnen and Tuggeranong town centres over a 23 year period from 1988 to 2011.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Woden</td>
<td>66,666m²</td>
<td>106,762m²</td>
<td>40,096m²</td>
</tr>
<tr>
<td>Belconnen</td>
<td>69,224 m²</td>
<td>81,701m²</td>
<td>12,477m²</td>
</tr>
<tr>
<td>Tuggeranong</td>
<td>0m²</td>
<td>91,085m²</td>
<td>91,085m²</td>
</tr>
</tbody>
</table>

Given the trading position of the centre, it is unlikely that major retail developments will occur in the centre in the short term. Provision needs to be made for possible future growth so that desirable activities can be accommodated.

Retail location
As mentioned earlier, this master plan recommends that retail activities such as department stores, supermarkets, clothing stores and restaurants be restricted to the retail core (as shown in figure 10). Larger scale, lower order retail activities such as bulky goods retailing (such as a warehouse), produce market and plant nursery can be located outside of the core. Convenience retailing outside of the retail core area would also be considered appropriate. This approach to retail location has been recommended so a weakening of the existing retail core does not occur i.e. restaurant and cafe areas don’t occur towards the southern end of the centre whereas a hub of such activity is now occurring along Anketell Street North.

Community facilities
A Community Facility Snap Shot has been prepared for the Tuggeranong town centre identifying the current range of community facilities and recreational sites available. See at www.act.gov.au/tuggeranong

Apart from estimates of the current and projected population, a detailed demographic profile and description of the future population for the Tuggeranong town centre and associated community facility needs has not yet been articulated. Accordingly, this master plan aims to:

• protect existing community facilities by ensuring they are zoned appropriately (i.e. the Tuggeranong Arts Centre is currently zone as CZ2 – Business Zone, but could be rezoned to CFZ - Community Facility Zone)
• recognise where space for future community facilities can be protected; for instance, land which is currently owned by the Territory government in particular can be allocated and protected for future community facilities, and
• allow for and encourage co-location and clustering of compatible community facilities (both existing and new).

The proposed town centre land use plan (Figure 13) shows where it would be intended that community facilities could be located. In many instances, areas identified as being appropriate for community facilities are intended to be mixed with other land uses such as retail, offices and residential. The precinct code proposed to be established for the town centre will outline in detail where community facilities will be located and how space for these facilities will be protected for the future.

Service and trades
This master plan recommends ensuring an area is reserved for services and trades. A mix of uses, including services and trades, is part of what makes Tuggeranong town centre attractive to the broader region and will be convenient for those who live in the centre or nearby by reducing their need to go to other service and trades areas in Canberra. To protect this area from more intense development and thus protect the service and trade land uses, it is proposed to restrict building heights generally to three storeys.
Leisure and accommodation

Some land along the western edge of the town centre is currently zoned as CZ6 – Leisure and Accommodation. This current zoning generally allows indoor entertainment and recreation facilities, clubs, drink establishments, restaurants and commercial accommodation. Limited shops, residential, and non-retail commercial and community uses may also be included.

Planning and design strategy 5 of this master plan aims to contain the town centre within its existing boundaries to encourage viability, vitality and activity. Defining the western boundary of the town centre does require some discretion as it could be taken as the western edges of Athllon Drive and Rowland Rees Crescent or the western boundary of land zoned as CZ6 – Leisure and Accommodation. Some development has already occurred on land zoned as CZ6 – Leisure and Accommodation and some of this land is currently privately leased. Therefore the decision has been made that this small area of land will act as a transition area between the urban activities proposed to the east of Athllon Drive and Rowland Rees Crescent, and the bush which lies to the west of the town centre. Thus, it is proposed that land uses in the CZ6 – Leisure and Accommodation zone should not exceed two storeys in height (see section 4.6 of this report for details) and should be low impact and low scale. Residential, commercial, retail, clubs, drink establishments and restaurants are not recommended as being appropriate for this area. Outdoor and indoor entertainment and recreation facilities and commercial accommodation (hotels, motels, camping and caravan parks) and community facilities, provided they are of a low scale, are considered appropriate.

Mixed uses

As outlined above it is proposed that throughout much of the centre mixed use development will be encouraged. The exact mix of uses considered appropriate needs to be considered in detail when developing the precinct code (see section 5.0). Not all uses are compatible and mixing of some uses needs to be approached with care to ensure vibration, noise, air, odour and visual pollution are not issues for more sensitive uses such as residential. Not addressing these issues can have long term negative impacts for those affected. Thus, development of the precinct code will need to be undertaken in conjunction with the Environment Protection Authority of ESDD.

Adaptable uses

To achieve outcome 4 of this master plan, ‘a centre which is diverse, resilient and flexible to change’, the master plan recommends that much new development be adaptable. Adaptable building design will allow different uses to tenant the building as market demand changes over time.
4.2 Precinct character

Supports strategies 1 and 3.
This master plan identifies eight future precinct characters in the centre.
The indicative boundary of each precinct is illustrated in figure 14.

Figure 14: Proposed precinct character
**Foreshore area**

The foreshore area will be an active and vibrant public space embracing the lake. The artist impression on page 39 shows what the area could become. Blocks adjoining this area will be encouraged to redevelop through increased development rights (i.e. allowable building height). As they develop/redevelop they will be required to front the lake with active uses such as retail and entertainment on the ground floor. It will be a meeting place, day or night. Achieving this may require private and public partnerships and may not happen exactly as shown in the image in this master plan. But the intent is to increase visibility of the lake from Anketell Street. It will be a catalyst project for the centre (see section 6.0). Additionally, a small waterfront activity node will be located on the foreshore within the LDA’s study area.

**Live/work and services**

This area will be of a lower scale than Tuggeranong central, Soward Way and the foreshore. This area will allow for a mix of employment uses including office, trades and light industrial (eco) uses which will provide opportunity for a more diverse employment base.

**Core – eat street**

This section of Anketell Street is already active with a bustling ‘eat street’. The idea of eat street will be extended. Public domain improvement is recommended and focuses on giving pedestrians priority by introducing design elements which encourage traffic to slow as it moves along this street.

**Office space**

Athllon Drive will become a boulevard. Eight storey office and mixed use buildings will front both sides of the street, which will have a zero setback. Public domain improvement will include ordered street trees with a median to separate traffic. On the western side of the precinct residential development will be permitted which will allow future residents to enjoy the mountain views and the proximity to employment and services.

**Education and training**

The education and training area will be dominated by such facilities. Lake Tuggeranong College currently provides educational services and opportunities for the community and will continue to do so in the future. Schools have the capacity to evolve and respond to the needs of the local community so Lake Tuggeranong College is a critical facility for the town centre.
Tuggeranong central

This area will become the active heart of the centre. It will be a mix of community, retail, entertainment, recreation, residential and commercial uses. Anketell Street will continue as a street but traffic will be slowed by introducing more on street parking and increasing the widths of footpaths on the eastern side.

Leisure and accommodation

The leisure and accommodation area along the western edge of the centre will act as a transition between the urban activities to the east of Athlon Drive and Rowland Rees Crescent and the bush to the west of centre. It will be composed of a range of low impact and low scale uses such as outdoor and indoor entertainment and recreation facilities, such as ovals and other sporting facilities, community facilities and commercial accommodation.

Urban living

Terrace and apartment housing will dominate in this precinct. It will provide for all demographic groups, including singles, couples, the aged, families and people 'down sizing'. One of the special features of living in Tuggeranong town centre is the views to the mountains and lake and proximity to both nature and shops, jobs and open spaces.

Soward Way

Soward Way will become a boulevard that frames mountain views to the west. On street parking will be increased to ensure convenient parking for centre users and to slow traffic so it becomes an amenable place to walk. As blocks develop and redevelop, active ground floor uses such as retail or offices will be required to front the street and have transparent frontages and awnings so a more amenable pedestrian environment is created. Over time opportunities to improve paving, landscaping and street furniture should be investigated so a green and leafy environment is created. Any landscaping will be required to enhance, not block, views to the mountains.
Artist impression illustrating the future desired character of Anketell Street looking towards the town square. Mixed use buildings with active frontages. Outdoor dining adds vitality to the street. Open views to the lake and mountains can reinforce the natural setting and assist with orientation.
4.3 Public transport

Supports strategies 4 and 5.
Tuggeranong has a number of bus routes servicing it. The main issue heard during consultation was about the location of the bus interchange and concerns about safety at night.

The 2031 Strategic Public Transport Network Plan proposes that the bus interchange remain at its current location on Pitman Street. However this master plan recommends that relocation of the bus interchange (station) to Reed Street North in the long term be further investigated. This would make the interchange more central and shorten the distance to major facilities such as the foreshore area and Tuggeranong central.

Regardless of the bus interchange location it is important to ensure any new development abutting the interchange integrates with it and provides a positive, active address. This includes allowing for passive surveillance from apartments above so people waiting for a bus and walking around the interchange feel safe day and night.

The 2031 Strategic Public Transport Network considers that an area is adequately serviced by public transport if it is within 500m of a frequent local bus stop and within 750-1000m of a rapid bus stop. This is shown in figure 15.
Figure 15: Proposed public transport network
4.4 Pedestrian and cyclist network

Supports strategies 1 and 2.

A walkable and cyclable community has several ingredients:

- easy to find your way (legible and well connected)
- a pleasant journey (high quality design public domain and shop fronts)
- feels safe to walk both day and night (good lighting and passive surveillance from nearby residential)
- accessible to everyone (young, old, disabled and mums with prams), and
- allows fast travel (short and direct routes).

Although Tuggeranong town centre has a permeable grid street layout, the Analysis summary report March 2011 identified that the centre has poor connectivity and legibility of pedestrian and cycle networks. This is mainly due to high speed roads which act as barriers to pedestrian and cyclist movement and streets which are difficult to cross due to road width and limited crossing facilities.

To address the above issues and promote walking and cycling, a continuous network for pedestrians and cyclists should be provided. This could be achieved by:

- increasing the number of mid-block connections. Figure 16 shows how blocks over 200m in length could be broken up to improve connections for pedestrians and cyclists; breaking up blocks maximises the number of potential journeys (short cuts) between destinations.
- increasing the number of foreshore connections and the quality of the connections to the lake.
- providing connections through open spaces. The proposed open space network (see section 4.8) introduces new public open spaces which also act as new pedestrian and cyclist connections.
- increasing safety and amenity. The proposed buildings around the town centre are to have zero setbacks, with many having shop front or active frontage treatment (see land use, in section 4.1 and active frontages section 4.7) and residential on top. These types of buildings provide passive surveillance for pedestrians and cyclists both day and night.
- providing additional dedicated cycle lanes. These will be provided along Soward Way and Athllon Drive to minimise conflicts between parking, cars, buses and cyclists. It is proposed that cycle lanes should sit next to the pedestrian path before car parking.
- ensuring any precinct code created for the centre requires retail and office provide end of trip facilities for pedestrians and cyclists such as bicycle parking, showers and change facilities.
Figure 16: Proposed cyclist network and main pedestrian routes
4.5 Street hierarchy

Supports strategies 2 and 3. Street hierarchy is an important element to the overall character of a place. A good street hierarchy can encourage people to walk, to cycle and to linger.

Street hierarchy is based on two factors, ‘capacity’ and ‘character’.

Capacity
Capacity is determined by movement types and number (the number of car, trucks, buses, pedestrians, bikes) and the street’s functions (highway, residential street, retail street).

Character
The elements that contribute to a street character are:
- the width of the footpath
- tree planting
- the number of traffic lanes
- car parking arrangement (parallel, right angle, medium strip etc)
- cycle ways
- building height
- street furniture, and
- street lighting.

The proposed types of street as shown in figure 17 are:
- Boulevard 1 (Athllon Drive)
- Boulevard 2 (Soward Way)
- Main Street 1 (Anketell Street North)
- Main Street 2 (Anketell Street South)
- Commercial Street 1 – Reed Street North
- Commercial Street 2 – Pitman Street, Reed Street South
- Drive 1 – Cowlishaw Street
- Drive 2 – Rowland Rees Crescent
- Local Street 1 – Existing (Joseland Street)
- Local Street 2 – New

Main Street character: mixed use building with active frontages at ground level, lined with street trees, street design to prioritise pedestrian and integration with public transport.
Figure 17: Proposed street hierarchy
Boulevard 1 - Athllon Drive

The desired character of Athllon Drive is urban, with taller buildings on both sides with no front setbacks, generous landscaping with a median to divide traffic, wide footpaths and parking on both sides.

**Capacity**  
Medium volume

**Traffic flow**  
Two lanes each way/cycle way both way

**Land use**  
Office building on the western side and mixed use building on the eastern side

**Building height**  
8-9 storeys

**Building setback**  
0 metre

**Landscape character**  
Continuous regular spacing, tree type (TBC), height (TBC), planter width (TBC)

**Water Sensitive Urban Design**  
Swale in the middle - Pedestrians and cyclists need to be able to cross

**Boulevard** character: wide road reserve with similar height building on both sides of the street.
Boulevard 2 - Soward Way

The desired character of Soward Way is urban, with taller buildings on both sides with no front setbacks, generous landscaping with a median to divide traffic, wide footpaths and parking on both sides. There is to be more retail activities on the ground level and a cycle lane next to other pedestrian path before the car parking.

**Capacity**

- Medium volume

**Traffic flow**

- Two lanes each way/cycle way both ways, parking on both sides

**Land use**

- Mixed use development, with retail generally at the ground level, commercial office on the second to third level, and residential above

**Building height**

- 8-9 storeys

**Building setback**

- 0 metre

**Landscape character**

- Continuous regular spacing, tree type (TBC), height (TBC), planter width (TBC). The tree planting should reinforce the strong axis view to the mountain range to the west

**Water Sensitive Urban Design**

- Swale in the middle - Pedestrians and cyclists need to be able to cross

*Boulevard character*: lined with tree planting in the median.
Main Street 1 - Anketell Street North
The desired character of Anketell Street North is urban, vibrant in day or night, ‘eat street character’ with outdoor dining.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, parking on both sides</td>
</tr>
<tr>
<td>Land use</td>
<td>Mixed use development with retail, restaurants and community facilities at the ground level</td>
</tr>
<tr>
<td>Building height</td>
<td>6-7 storeys on the western side (Hyperdome side) which then steps down to 3-4 storeys towards the foreshore area</td>
</tr>
<tr>
<td>Building setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>Continuous regular spacing, tree type (TBC), height (TBC), planter width (TBC). Deciduous trees may be suitable. In addition, tree planting should reinforce the strong axis view to Urambi Hills</td>
</tr>
</tbody>
</table>

*Main Street 1 character: outdoor dining on wide footpath adds life to street day and night.*
**Main Street 2 - Anketell Street South**

Similar to Anketell Street North, Anketell Street South will continue as an urban, pedestrian friendly street which is more residential and office focused and has less of a focus on ‘eat street’ character. It is more a residential focused urban area.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One way both ways, parking on both sides, on road cycle path is provided</td>
</tr>
<tr>
<td>Land use</td>
<td>Mixed use development, with residential on the Greenway side (eastern side) and time, work and service on the western side</td>
</tr>
<tr>
<td>Building height</td>
<td>Generally 6 storeys on the eastern side but in some instances allow buildings up to 12 storeys (in accordance with the LDA Greenway Master Plan). Between 3 and 6 storeys on the western side of Anketell Street South.</td>
</tr>
<tr>
<td>Building setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>Continuous regular spacing, tree type (TBC), height (TBC), planter width (TBC). Street trees will provide pedestrian comfort and encourage walking and cycling</td>
</tr>
</tbody>
</table>

*Main Street 2 character: tall, formalised street trees frame the view, also provide amenity to pedestrians/cyclists.*
### Commercial Street 1 - Reed Street North

Reed Street North is the street recommended to accommodate the proposed relocation of the bus interchange from Pitman Street.

<table>
<thead>
<tr>
<th><strong>Capacity</strong></th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Traffic flow</strong></td>
<td>One lane each way, parking on both sides, and bus pull over bays</td>
</tr>
<tr>
<td><strong>Land use</strong></td>
<td>Mixed use development, with focus on ground floor retail</td>
</tr>
<tr>
<td><strong>Building height</strong></td>
<td>6-7 storeys on both sides</td>
</tr>
<tr>
<td><strong>Building setback</strong></td>
<td>0 metre</td>
</tr>
<tr>
<td><strong>Landscape character</strong></td>
<td>High quality pavement, street furniture for weather protection, street lighting</td>
</tr>
</tbody>
</table>

*Commercial Street 1 character: Design prioritises public transport, cyclists and pedestrians*
Commercial Street 2 - Reed Street South
Urban, with retail or other active frontage treatment at the ground level.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, parking on both sides</td>
</tr>
<tr>
<td>Land use:</td>
<td>Mixed use development, with focus on ground floor retail</td>
</tr>
<tr>
<td>Building height</td>
<td>6-7 storeys on north side and 4-5 on south side</td>
</tr>
<tr>
<td>Street setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>Continuous regular spacing, tree type (TBC), height (TBC), planter width (TBC). Street trees will provide pedestrian comfort and encourage walking</td>
</tr>
</tbody>
</table>
**Drive 1 - Cowlishaw Street**

A local slow movement street located between an urban area and the lake. Could be park, waterfront or natural reserve. One side of the drive has urban character as a street with footpath and buildings, but the other side directly fronts the lake in places.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, parking on both sides</td>
</tr>
<tr>
<td>Land use:</td>
<td>Mixed use development, with focus on ground floor retail and community facilities</td>
</tr>
<tr>
<td>Building height</td>
<td>Varies from 2 to 5 storeys</td>
</tr>
<tr>
<td>Building setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>One side regular planting the other side will depend on uses, park or buildings. Tree type (TBC), tree height (TBC)</td>
</tr>
</tbody>
</table>

*Drive 1 character: 3-4 storey mixed use development with green roof.*
Drive 2 - Rowland Rees Crescent
A local slow movement street that acts as the boundary between the urban centre and the bush to the west.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, parking on one side</td>
</tr>
<tr>
<td>Land use:</td>
<td>Mainly residential</td>
</tr>
<tr>
<td>Building height</td>
<td>Generally 6-7 storeys on the eastern side and a maximum of 2 storeys on the western side</td>
</tr>
<tr>
<td>Building setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>One side will have regular planting and the west side will have scattered planting. Tree type (TBC), tree height (TBC)</td>
</tr>
</tbody>
</table>

Drive 2 character: high rise development overlooks to green space.
Local Street 1 - Existing (Joseland Street)

A local, slow movement street. Streets provide frontage for mixed use buildings, services, eco industrial buildings or terrace type buildings. Urban in character: wide footpaths, parallel parking. Character may vary in response to its uses.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, parking on both sides</td>
</tr>
<tr>
<td>Land use:</td>
<td>Mixed use development</td>
</tr>
<tr>
<td>Building height</td>
<td>3-5 storeys</td>
</tr>
<tr>
<td>Street setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>Both sides with regular trees. Tree type (TBC), tree height (TBC)</td>
</tr>
</tbody>
</table>
Local Street 2 - New
A local, slow movement street. Urban in character: wide footpaths, parallel parking, narrow lanes. Character may vary in response to its uses. Can also be used as a service lane.

<table>
<thead>
<tr>
<th>Capacity</th>
<th>Low volume</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic flow</td>
<td>One lane each way, allow parking in one lane</td>
</tr>
<tr>
<td>Land use:</td>
<td>Mixed use development, potential retail at ground level</td>
</tr>
<tr>
<td>Building height</td>
<td>6-9 storeys on both sides</td>
</tr>
<tr>
<td>Street setback</td>
<td>0 metre</td>
</tr>
<tr>
<td>Landscape character</td>
<td>Tree type (TBC), tree height (TBC)</td>
</tr>
</tbody>
</table>

Local Street 2 character: different building types (depends on the uses), low in scale, lined with street trees to give an urban character to the area.
4.6 Building heights

Supports strategies 1 and 3.

Building height responds to:
- street hierarchy
- views to the lake and surrounding mountains, and
- protecting solar access to public spaces.

In light of these three factors, the following heights are recommended for the town centre (see figures 18):
- lower buildings 16-19.5m (approximately 4-5 storeys) are located along the foreshore in order to protect the waterfront from the visual impact of building height
- generally medium height buildings 19.5-23m (approximately 5-7 storeys) are located along the local streets (see section 4.2 for details on street hierarchy)
- taller buildings 23-30m (approximately 7-9 storeys) are located along the major boulevards, i.e. Athllon Drive and Soward Way (see section 4.5 for details on street hierarchy), and
- the service trades area at the south-eastern end of the centre is recommended to have a maximum building height of 12m (3 storeys). This height is recommended so the potential for higher level development overtaking the service trades functions is reduced.

The heights proposed here have been tested through a preliminary study of the impact of building heights on public spaces, i.e. bulk and scale, solar access, views etc.

However, more detailed studies will be required prior to completion of the precinct code and for new developments. These detailed studies will include:
- a visual impact statement for buildings that exceed 23m in height
- a photo montage which determines the impact of the proposed building on views from the opposite side of the lake to the surrounding mountains, and
- a solar access study to ensure proposed development would not significantly reduce the winter solar access to public spaces or surrounding residential development.

Heights are expressed in metres and storeys. Different uses have various floor to ceiling heights (e.g. the floor to ceiling height for retail or adaptive uses at the ground level would be higher than residential uses).
Figure 18: Proposed building heights
4.7 Active frontages

Supports strategies 2 and 3.

Figure 19 shows where activation of streets will be required in the centre.

Proposed active frontages:

- Anketell Street (North)
- Anketell Street (South) if market demands
- New town square
- Cowlishaw Street (part of)
- Foreshore – building fronting the lake shore open space
- Reed Street North and Pitman Street – Hyperdome frontage
- Soward Way and its side streets

This master plan identifies two types of active frontages.

Active frontage (core)

Core active frontages:

- will not be fronted at any point by long blank walls
- will be fronted by buildings which are oriented towards the street
- will have largely transparent frontages
- will primarily be fronted by uses such as shops, restaurants, cafes, community facilities and other uses which generate much activity, and
- will generally not be fronted by residential buildings.

Active frontage (secondary)

Secondary active frontages:

- do not need to be fronted by shops/restaurants/cafes
- will be fronted by buildings which are oriented towards the street so that a sense of ‘eyes on the street’ is created
- will be fronted by buildings that are able to be adapted at the ground floor for a new use as market demand changes i.e. when constructed buildings will be required to have a floor to ceiling height that is suitable for commercial use, and
- can be fronted by residential buildings. These residential buildings will need to have many individual entries from street level, will have minimal setbacks and will allow for visual interaction and passive surveillance of the street.

Outdoor dining contributes to street life day and night.
Figure 19: Proposed active frontages
4.8 Natural features and public open space

Supports strategies 1 and 5.
Tuggeranong town centre is surrounded by mountains and the lake. The river, bush, lake and mountains contribute to the centre’s unique character. These features should be seen as part of the open space network (physically as well as visually). The existing open space assets for Tuggeranong (the town square, the foreshore and Tuggeranong Town Park) have been under-utilised due to poor quality and accessibility. It is important to improve the quality and accessibility of these assets and connect them back to the overall open space system.

With the proposed population increase recommended in the town centre by this master plan and LDA’s Greenway Master Plan (approximately 7800 dwellings), there is an opportunity to provide more ‘breathing space’ and amenity for the future population. New pocket parks are proposed for the town centre in order to provide more recreational opportunities to the future population. These new open spaces vary in size and are diverse in function. All the locations of the new open space should consider relationship to the overall pedestrian prioritised environment and should integrate with surrounding buildings.

Figure 20 illustrates indicative location of the existing and proposed open space network. It is recommended that a public domain manual with detailed design principles for each type of open space be produced.

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Foreshore
Provide continuous access to the lake foreshore. This access will go past parkland, urban areas, the school and residential. A more detailed plan for this lake front access should be developed to identify where different landscape treatments are appropriate as people move around the lake.

Tuggeranong Town Park
Increase accessibility to this open space by requiring a mixed use development on the existing car park to the south (Section 18) to provide passive surveillance and ground level active frontage that acts to draw people from the town centre to the park.

New town square
The town square will be defined by buildings with active frontages (such as a library, theatre, restaurants and shops). Uses should attract both day and night activity. The new town square should be open and inviting and the design should address the level changes that occur between Anketell Street and the lake (i.e. terrace style garden).

Pocket parks
These small public open spaces will either:

- act as breakout spaces for nearby residents or employees, and/or
- be located within the pedestrian network to provide way finding through the centre and amenity to the area.

Ideally these parks will be orientated to the north and have two frontages open to the road, with one side as a pedestrian pathway. To reduce maintenance costs these parks will be designed so infrastructure requirements are simple i.e. seating and informal shady trees. Those pocket parks, which will sit within the pedestrian network, will use materials which can handle the wear and tear which comes from high levels of foot traffic.

Where possible pocket parks will be created, owned and managed by private lessees.

Attached green spaces
Defined by or attached to one side of buildings, attached green spaces are located within the pedestrian network. They provide way finding and amenity to the area. They can include formal or informal planting, pedestrian pavement, and informal seating. They will become a ‘breathing space’ for people who work or live around the area.
Figure 20: Proposed public open space
4.9 Car parking and loading

Supports strategies 2 and 3.

Sufficient parking is important for the successful operation of the centre. However, parking should be considered so pedestrians are given priority. There is evidence that the location of car parking is scattered and creates barriers for pedestrians throughout the centre.

This master plan recommends that parking and loading need to make a contribution to prioritising pedestrians in the town centre. The proposed measures to achieve this are:

- underground or roof top parking for large developments
- parking for residents, tenants and patrons provided
- short-term parking on streets as it will increase the movement and viability of the street and slow down traffic
- long-term parking at the periphery of the town centre, and
- proposed loading areas designed to minimise the conflicts between car/truck and pedestrian/cyclist.

Section 18 (to the south of the town park and west of Lake Tuggeranong College) of the centre is currently an ACT Government owned surface car park. This car park is available to the general public but also has a number of car parks designated to students of Lake Tuggeranong College. This master plan does recommend that eventually this section be released by the ACT Government for the purposes of a mixed use development. When this section is released, any development on the site will be required to:

- replace existing car parking spaces
- provide parking spaces needed for the new development, and
- ensure the number of car parking spaces which are currently designated to Lake Tuggeranong College be maintained.

On-street parking with formalised street tree on the side and overlooked by residential development.
Figure 21: Proposed car parking and loading
4.10 Food production

Supports strategy 5.
The following types of food production could be applied to the Tuggeranong town centre:

- Large community gardens
- Roof top garden
- Communal garden
- Balcony gardens

Large community gardens would require some investment from the ACT Government but would largely be run by community groups.

Roof top gardens and communal gardens would mostly be incorporated into private developments. It is not possible or desirable to make these food production typologies compulsory as they require commitment and investment from the building owners and tenants. However, it is possible to require in the precinct code that balconies of new apartments are large enough to accommodate some food production. Though, once again, this will depend on the owners/tenants of the individual apartment and their personal interest in food production.

Large community garden
These gardens are to be located outside the centre and could be between 2000m² and 5,000m². Community gardens are run by community groups. Produce would be for private consumption only and would not be available for sale to members of the public except for raising funds to support the community group. When it comes to planning these gardens in more detail, should a group be interested, it will be necessary to ensure access to a water mains.

This type of garden could be located:
- on the western edge of the centre or near the Murrumbidgee River (5000m²) subject to compatibility with the Reserve Plan of Management, or
- on the eastern side of the centre at the southern end of the lake at one of two possible locations (2000m²) (refer to figure 22).

Roof top garden
These types of gardens should be integrated into the built form. Produce can feed the people who live in the building.

Communal garden
Similar to roof top gardens, communal gardens grow fruit and vegetables at the podium level of the building or courtyard. Produce is shared by people who live in that building. The body corporate may be the manager for this type of garden.

Balcony gardens
Balconies of apartments may be big enough to accommodate a basic food garden which can serve household needs.
Figure 22: Proposed food production
Kingston foreshore development, an example of the type of development that could occur in the town centre.
5 Implementation

This section of the report looks at how this master plan can be implemented including:

- what tools are available to implement the master plan
- possible sequencing of development over time as the master plan is realised
- potential catalyst projects, and
- the next steps to be taken to start implementation of the master plan.

Tools to implement the master plan

There are three key tools that will play a role in realisation of the master plan. These are detailed below and shown graphically in figure 23.

1. Territory Plan variation – precinct code

Development in the ACT is regulated through the Territory Plan, which shows where development can go and what type of development we and our neighbours can build. The Territory Plan can be changed through a process called a Territory Plan variation. This is a statutory process which includes consultation and, when complete, can alter the range of land uses permissible on a site and/or changes the development controls applicable to a site. Area (or precinct) specific changes can be introduced into the Territory Plan through a precinct code.

It is proposed to establish a precinct code for the Tuggeranong town centre so the planning and design strategies and elements of the master plan can be achieved.

2. Sale of Territory owned land

Some Territory owned land has been identified by this master plan as appropriate for the Territory to sell. This land can be released to interested parties through an auction, tender/expression of interest or direct sale process. A deed of agreement will be placed on the land to be released which may include off site works requirements such as paving and landscaping that contributes to the public realm, and replacement car parking.

3. Capital works

Improvements to the public realm or community assets and infrastructure can be implemented through capital works undertaken by the ACT Government. This will involve various government agencies and funding through future government budgets.

Other implementation factors

Development application

It will be up to the lessees and the business community to take advantage of many of the opportunities identified in the master plan. This will often require lodgement of a development application to assess compliance against the Territory Plan and its relevant precinct code. Many of the proposed changes in this master plan are on existing developed sites, therefore it is likely to take a number of years before some aspects of the master plan are realised.

Ongoing community engagement

The community will be able to be involved as implementation of the master plan occurs; either through notification on variations to the Territory Plan (such as the introduction of the precinct code) or notification on development applications as they are lodged.

Figure 23: Tools to implement the master plan.
5.1 Potential timing

It is important to recognise that the town centre will develop and redevelop over time. The objectives of this master plan are to guide this development and redevelopment so it contributes to the achievement of the vision and outcomes. The images over the next two pages show how the centre may evolve over the next 30 years (the life of this master plan). These images are only indicative and have been developed based on the following assumptions:

- sites which have recently been developed or had a development application approved recently will not change in the next 30 years
- Territory owned land will be released in either development sequence 1 or 2 shown below, and
- large buildings are a significant investment thus will not be redeveloped for a much longer period than smaller buildings.

Indicative development sequence 1

Land release opportunities
Release and develop the site to the east of Anketell Street opposite Bunnings. This Territory owned site has been subject to a master plan by the LDA to allow for its release. The proposed development will increase the town centre’s population and be an important catalyst project for change in the centre. (see section 6.0 of this report for more detail on catalyst projects).

Development and redevelopment opportunities
Redevelopment of sections 18 and 19 and parts of section 54. These actions will improve the quality of the foreshore area near the Lake Tuggeranong College and improve the connection from Anketell Street down to the lake. This would be an important catalyst project for the centre as it provides the opportunity to create an attractive feature for the centre. The potential for public/private partnerships needs to be explored as these sections have a mix of owners including the Territory. See section 6.0 of this report for more details on how this catalyst project can be implemented.

Public domain improvement
New pedestrian crossings, tree planting, shared zone pavement and a new cycling route will be required as part of redevelopment on Sections 18 and 19.

Indicative development sequence 2

Development and redevelopment opportunities
Provide incentives for redevelopment along Soward Way in accordance with the master plan by increasing allowable heights and floor space on sections facing the street.

As select ‘super blocks’ redevelop, the introduction of lane ways or mid-block links to increase the permeability of the centre for pedestrian and cyclists will be required.

Public domain improvement
As Soward Way redevelops, explore opportunities for capital works projects to improve the streetscape.
Land release opportunities
There are two parcels of Territory owned land at the western end of the Hyperdome. These provide an opportunity to transform the traditional ‘super block’ shopping centre development by creating new streets/public access, breaking up the block of land into a finer grain and creating a more permeable shopping centre.

Public domain improvement
A new street is introduced to accommodate access to new development adjoining the western side of the Hyperdome.

Indicative development sequence 3

Land release opportunities
Sites along the western edge of the centre are owned by Government agencies including the Commonwealth. Whether sites will be developed or not depends on many factors. They may or may not redevelop during the life of the master plan.

Development and redevelopment opportunities
Provide initiatives to the Hyperdome to redevelop in accordance with the master plan by increasing allowable height, floor space and introducing residential mixed use development.

Public domain improvement
To accommodate the demands of the new residents explore opportunities for capital works to:

- introduce new pockets parks, and
- improve streetscapes.
6 Catalyst projects

Catalyst projects can play a key role in the realisation of the master plan vision. They can reinvigorate parts of the centre and trigger further revitalisation by attracting investment into the area, including new businesses and development.

The catalyst projects outlined in this report were identified because:

- they are situated on a site which presents an immediate opportunity for redevelopment because it is Territory owned land or there are few private lessees involved, and/or
- they are situated so they have the potential to be a catalyst for change for the centre and can trigger the revitalisation of the Tuggeranong town centre and implementation of the master plan vision.

Catalyst 1 - Greenway Master Plan

Planning for the release of this site is already underway and a draft master plan has been produced by LDA (see Attachment A). It will most likely be the first catalyst project to be realised. ESDD has been working closely with the LDA during the course of the Tuggeranong town centre master plan project and the Greenway Master Plan project. Release and development of this land will support achievement of many of the strategies set out by this master plan including increasing residences (which will increase economic viability of the centre due to increased population).

Proposed land uses:
Residential.

Ownership:
Territory owned unleased land.

Planning and design strategies:
The LDA has established a series of design principles specifically for this site. Details of these and other aspects of the project can be found at www.lda.act.gov.au

Implementation:
Will be released by the LDA with requirements as to the type and form of the development allowed.

Catalyst 2 - Foreshore

During community consultation it was noted the lake is not used as much as it could be and the centre does not connect to it well. In particular the retail heart of the centre, near Anketell Street and the town square, do not make a strong connection to the lake either physically or visually. In addition, uses alongside the lake, such as fast food restaurants, do not attract people to use this foreshore area. The outcome ‘a centre connected to landscape’ emphasises the importance of capitalising on what makes this centre unique by providing and improving connections to surrounding natural assets such as the lake. Ultimately the foreshore area has the potential to be an active and vibrant public space which embraces the lake.

Proposed land uses:
Ground floor retail and entertainment uses could face the lake with residential or a hotel above. These uses should be able to benefit from excellent solar orientation.
Ownership:
Government leased land (the Tuggeranong Community Centre and the Tuggeranong Arts Centre), private leased land (McDonalds and KFC) and Territory owned unleased land.

Planning and design strategies:
This catalyst project has the potential to realise the following strategies:

- improved connections to the natural environment (the lake)
- improved walkability (around the lake), and
- building heights that step down towards the lake but still allow for enough increase in building heights to provide an incentive to private leaseholders to redevelop their land.

Implementation:
This catalyst project will require further investigation and, due to land ownership patterns, a public/private partnership will be likely. This area should be considered as part of the planning for the Tuggeranong central area.

Catalyst 3 - Tuggeranong central
Tuggeranong central will become the active heart of the centre. It will be a mix of community, retail, entertainment, recreation, residential and commercial uses. Anketell Street will continue as a street but traffic will be slowed by introducing more on street parking and eventually increasing the widths of footpaths on the eastern side. The connection to the lake will be improved by opening up the town square. Achieving this may require private and public partnerships. The intent is to increase visibility of the lake from Anketell Street.

Proposed land uses:
Ground floor retail and entertainment could face the lake with a residential or hotel located above. These uses should benefit from solar orientation.

Ownership:
Government leased land (Tuggeranong Health Centre), private leased land (i.e. the Hyperdome) and Territory owned unleased land (surface car parks and public open space).

Planning and design strategies:
The key strategies to be achieved through this catalyst project will be to:

- provide connections to the natural environment (the lake), and
- activate streets and public places.

Implementation:
This catalyst project will require further investigation and, due to land ownership patterns, establishment of a public/private partnership will be likely. This area should be considered as part of planning for the foreshore area.
7. Conclusion

This Tuggeranong town centre master plan report has three sections:

- project context – this section outlines details of the project process, background research and analysis and community consultation, all of which have led to development of this master plan.

- the master plan – this section identifies a vision for the Tuggeranong town centre and outlines how this can be realised as the centre develops and redevelops in the future. It outlines four outcomes and six supporting planning and design strategies; additional design detail is covered by a series of key actions and design elements.

- implementation – this section details how the master plan can be implemented, including potential timing and catalyst projects.

7.1 Next steps

Next step towards implementation

Now the master plan has been endorsed by Government implementation can commence as described in section 5.0. The key actions needed to start implementation of this master plan are:

- prepare a precinct code which specifies land use, height and design details which will encourage development and redevelopment and ensure it achieves the principles outlined in the master plan and start the Territory Plan variation process

- investigate options for private/public partnership establishment and land release of Territory owned land on Section 19 and land around the foreshore, and

- identify and prepare capital works proposals for public realm and infrastructure improvements for consideration by government in subsequent budgets.
LDA's draft Greenway Master Plan