



SUPPORTING REPORT

MAJOR TERRITORY PLAN AMENDMENT

BLOCK 9 SECTION 19 FORREST

NOVEMBER 2023



Prepared By:

Purdon Planning Pty Ltd

Suite 5, Level 1,
243 Northbourne Avenue,
Lyneham ACT 2602
ABN 53 653 124 442
Tel 02 6257 1511
purdons@purdon.com.au

www.purdon.com.au

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1.0 Executive Summary

This Supporting Report has been prepared by Purdon Planning for Sirocco Pty Ltd in support of an application for a Major Territory Plan Amendment (MTPA) to vary the Territory Plan for Block 9 Section 19 Forrest. The site is currently used as a carpark and was previously developed as the Italo-Australian Club. The MTPA is proposed to allow for a mixed-use residential development on the site. This report addresses the items identified to be addressed as part of the Scoping Document provided by EPSDD.

The proposal is to rezone the subject site from CZ6 – Leisure and Accommodation Zone to CZ5 – Mixed Use Zone and introduce some additional specifications in the Inner South District Specification. It is considered that CZ5 zoning is most appropriate for the site, given its adjacency to other CZ5 sites and with regard to the key objectives of the CZ5 zone to encourage higher density residential development in locations with convenient access to transport corridors, and commercial and employment centres. The site is in close proximity to Canberra Avenue and the future light rail station at Sydney Avenue, the shopping precinct of Manuka, and the employment hub of Barton. The analysis provided within this report shows this variation would not adversely impact the overall supply of sites for entertainment, accommodation and leisure facilities.

The indicative development proposal presented with this MTPA to change the zone, includes two residential buildings containing approximately 130-140 units, depending on unit typology and final design. The indicative proposal presented, shows the site is capable of meeting various strategic planning policies and is able to mitigate negative impacts through design. Design features like the stepping of facades from 7 to 3 storeys, 24% site permeability, 55% site frontage coverage, basement car parking for residents and visitors, separate access entries for services, and substantial solar and natural ventilation will afford both good residential amenity for future residents while mitigating impacts to existing residents.

The proposed MTPA will achieve several strategic planning objectives of the Territory. It will do so by creating a block capable of providing significant urban infill with minimal adverse impacts. The site is in an ideal location for urban infill, being within 550m of the proposed Light Rail stop at Sydney Avenue, 500m from the Manuka shopping centre, within 500m of both Telopea Park School and Forrest Primary School, in close proximity to recreational sites and is near the Barton Office Precinct. These site factors address a broad range of strategic planning documents in the ACT including the ACT Planning Strategy 2018, the Statement of Planning Intent and the Inner South District Strategy. The design of the indicative proposal also demonstrates that the goals of the ACT Climate Change Strategy, and the Living Infrastructure Plan can also be progressed by the proposal.

A preliminary consultation was undertaken with interested members of the community. A brief summary of this consultation is provided within this report, and a more comprehensive Preliminary Consultation Report has also been submitted as an Appendix.

An assessment of the impact of the proposed MTPA has been undertaken and is addressed in this report. Impacts considered as part of this analysis include:

- City to Woden Planning Framework,
- Metropolitan implications,
- Section 19 implications,
- Alternative residential zones,
- Overshadowing,
- Transport,
- Traffic & Parking,
- Ecological and Climate Change Impacts,

- Commercial uses,
- Potential local area land use conflicts,
- Building height,
- Density,
- Visual Impact,
- Landscape Management & Protection,
- Noise,
- Infrastructure and utilities,
- Land contamination,
- Bushfire and Emergency Services,
- Employment, and
- Heritage.

The investigations have concluded that the proposed rezoning of the site for mixed use (residential) purposes is appropriate and will deliver substantial social, economic and environmental benefits. The proposal is consistent with the assessment criteria established by EPSDD for rezoning of CZ6 land. It is also concluded that the site is appropriately located for this type of development and that there are no known physical constraints to the proposed rezoning. It is therefore recommended that EPSDD support the proposed Territory Plan Variation.

2.0 Introduction

2.1 Purpose

This Supporting Report has been prepared by Purdon for Sirocco Pty Ltd (Sirocco) in support of a major plan amendment (MTPA) to the Territory Plan 2023 in accordance with Part 5.2 of the *Planning Act 2023*. The MTPA is proposed to allow for a mixed-use residential development over the site.

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

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

This report seeks to identify and respond to potential impacts of the proposal and provide relevant stakeholders with an understanding of the proposed MTPA.

This report is supported by the following information:

- Appendix A – Architectural drawings prepared by
- Appendix B – Traffic Impact Assessment prepared by
- Appendix C – Consultation Report prepared by Purdon

2.2 Background

Block 9 Section 19 Forrest is the site of the former Italo-Australian Club Canberra. In 2014, the concessional status of the Crown Lease for the subject site was removed and in September 2015, the club sold the subject site to the current lessees. The club ceased trading on the subject site on 13 March 2016.

A DA for construction of a seven-storey hotel was approved on 8 March 2017. This approval was then subject to third party appeal in ACAT and ACAT confirmed the approval on 28 September 2017. This approval has since lapsed.

A DA for the demolition of all existing structures on the subject site, including the Italo-Australian Club, was approved 12 August 2016. The club building was demolished during October 2016 and the residue of the building slab was removed in February 2020.

A proposal for a major plan amendment to rezone the site and facilitate mixed use development was formulated in 2020/21 in consultation with relevant agencies but was subsequently put on hold during the recent period of planning reform in the ACT. With the new planning system having commenced on 27 November, Sirocco now wish to progress this application.

This report responds to various agency correspondence regarding the proposal which has been received to date including:

- Scoping Document issued by the Environment, Planning and Sustainable Development Directorate (EPSDD) on 19 May 2021 to support the proposed Major Plan Amendment (MTPA)(rezoning) of Block 9 Section 19 Forrest;
- Agency comments from 20 and 26 May 2022;
- A letter from EPSDD dated 24 October 2023 advising of changes to planning requirements applying to the site in the new Territory Plan 2023.

2.3 Project Objectives

In considering how best to facilitate development which capitalises on the site's surroundings, diversifies local offerings and achieves design excellence, the following project objectives were developed:

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

3.0 The Site

The site is situated at Block 9 Section 19 Forrest, in Canberra’s inner south district. The site is currently used as a privately operated carpark and is the formerly comprised the Italo-Australian Club premises. Located on the corner of Dominion Circuit and Franklin Street, the site is surrounded by medium density residential development, hotel/commercial accommodation uses and mid-rise office uses.

Figure 1: Site Plan



Source: Purdon (Nearmaps 2023)

Figure 2: Subject site looking towards Albany Apartments at the centre rear and Forrest Hotel to the right

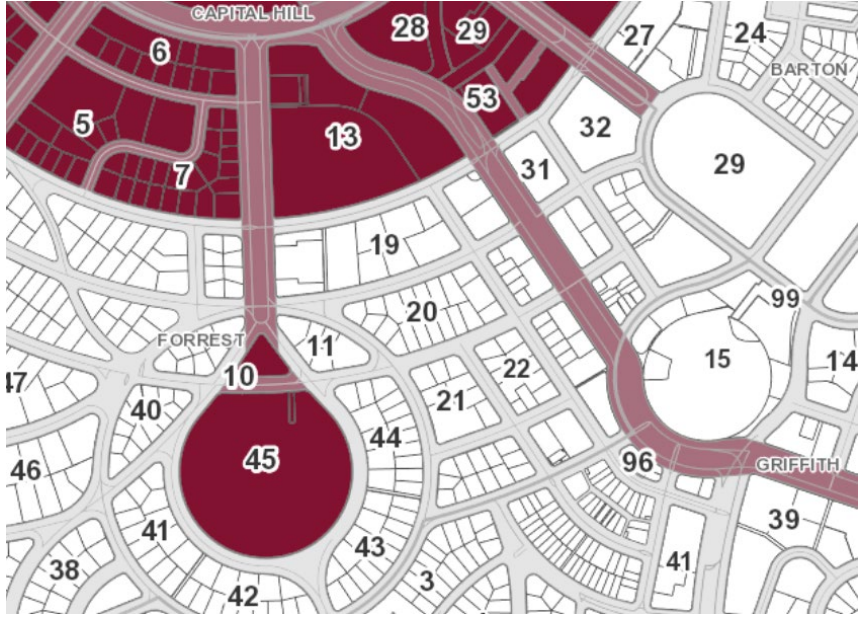


Figure 3: Site context



Source: ACTmapi 2021

Other site characteristics include:

Site Area	Block 9 Section 19 has an area of 5,450m ²
Current Use	Privately operated carpark (Wilson Parking)
National Capital Plan	<p>The site is within the urban area identified under the National Capital Plan. There are no National Capital Plan provisions relevant to the subject site. It should be noted that the area north of the site is Designated and is subject to the Deakin, Forrest and Red Hill Precinct Code. Hobart Avenue and Canberra Avenue which are main roads further to the west and east of the subject site, are identified as Main Avenues and Approach Routes</p> 
Territory Plan Zoning	The site is zoned CZ6 – Leisure and Accommodation
Existing Access	Vehicle access and egress is currently available via two crossovers from Franklin Street.
Existing Parking	The site currently provides approximately 210 parking spaces.
Vegetation	The site is largely devoid of vegetation, including some border landscaping (hedging) and a few mature trees in the corners of the site.
Registered trees	The site does not contain any registered trees (ACTMAPi, 2023)
Regulated trees	The site has been cleared for the purposes of a car park.
Adjacent Uses	<p>Adjacent land uses include:</p> <ul style="list-style-type: none"> - The Dante Alighieri Society of Canberra to the north; - Hotel/commercial accommodation uses to the north, west and south east; - Medium density residential development to the south; - Mid-rise office uses to the east.
Topography & Drainage	The site slopes gently to the north east and drains to the surrounding street network.
Biodiversity	There are no biodiversity values mapped across the site (ACTMAPi, 2023)

The Crown Lease purpose clause states the use of the subject site to be used only for the purpose of a club (as defined in the Territory Plan).

Any development on the subject site that is inconsistent with the above will require a lease variation and will be subject to a Lease Variation Charge (LVC). This can be resolved at DA stage concurrently with the assessment for Design and Siting of the development.

4.0 Proposal

4.1 Summary of the proposed TPV

It is proposed to rezone the subject site from CZ6 – Leisure and Accommodation Zone to CZ5 – Mixed Use Zone.

The primary purpose of the current CZ6 Leisure and Accommodation Zone is to provide for entertainment, accommodation and leisure facilities. It is considered that the site is not ideal for such and that CZ5 is more appropriate as one of the key objectives of the CZ5 zone is to encourage higher density residential development in locations with convenient access to transport corridors, and commercial and employment centres. The site is in close proximity to Canberra Avenue and the future light rail stage linking to Woden, along with its central location close to Barton, Manuka and Kingston.

It is considered this variation would not adversely impact the overall supply of sites for entertainment, accommodation and leisure facilities as an analysis (refer Section 7.2) highlights that there is sufficient supply to meet the demand.

CZ5 Zone

The proposed development will require a variation to the Territory Plan to accommodate the proposed land use mix on the subject site. A CZ5 zoning is proposed to allow mixed use development. The key objectives of the CZ5 zone include:

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

The CZ5 zoning has been chosen as the site is considered an appropriate location for urban intensification and renewal within the Inner South of Canberra.

4.2 Need for the Proposed Amendment

The subject site was previously occupied by the Italo Australian Club, however ongoing use of the site for club purposes was not feasible and the club ceased operations on this site in 2016. The current lessee has considered a range of potential development options for the site, including use of the land for activities permitted in the current lease and current zoning, as well as wider possibilities including residential and commercial land uses.

Block 9 was the subject of a development approval for a hotel development. However, with current supply of hotel rooms and the known development 'pipeline' of sites proposed to be developed for hotels together with the long-term impacts of the COVID 19 pandemic on the hotel market, it became appropriate that alternative land uses be explored.

The site could be redeveloped for a number of land uses but development for residential purposes is seen as the most appropriate use given the existing development in the local area, and the desirability of additional residential development to achieve urban infill and increased densities within the central Canberra area. Residential use is also considered appropriate due to the proximity to the Manuka Group Centre, public transport (close to future light rail corridor) and open space.

There is a growing demand for housing choices and new accommodation to meet demands of local residents seeking options to downsize from existing larger houses/land as well as natural population growth. Forrest is known to be an affluent, central area with larger blocks sizes, however, there has been increased interest by land owners to downsize whilst remaining in their neighbourhood. This has resulted in a number of unit developments and townhouses within the area. The proposal will increase housing choice and supply for the local area enabling local residents within the local area to downsize without having to leave their neighbourhood.

The Territory Plan currently prohibits residential development on the subject site. Redevelopment of the site for residential use is consistent with the character of the local area and government policies for urban consolidation and increased housing choice.

Consequently, a variation to the Territory Plan via a rezoning is required to allow EPSDD to consider a proposal to develop the site for residential purposes.

Indicative concept development plans have been prepared to facilitate impact assessment and community consultation on the anticipated development outcome. However, these plans are at an early design stage and further designs with different densities, yields and residential typologies will be explored prior to DA documentation stage. It is proposed that prior to the finalisation of the indicative concept plans, that further substantive consultation with the community will be undertaken.

4.3 Indicative Development Proposal

As this planning report is required to assess the probable impacts of any future use of the site, an Indicative Development Proposal has been prepared by the proponent team.

At this stage it is intended that the development will be predominately residential apartments within two buildings, with the potential for some minor commercial uses at ground level. The two apartment buildings proposed for the site will be a maximum of 7 storeys in height. The buildings are stepped to reduce bulk and scale when viewed from Dominion Circuit. The western building will be 3 storeys in height at the Dominion Cct frontage stepping up to 5 storeys and then 7 storeys. The eastern building at the corner of Franklin Street is proposed to be 5 storeys at the corner, stepping up to 6 storeys to reflect the height of the Human Services building and then stepping again to be 7 storeys. The buildings will be arranged around a central forecourt and gardens. It is estimated that between 130 – 140 apartments will be developed within these two buildings, which will be subject to further design development after the rezoning and DA process.

Figure 4: Ground Floor Plan

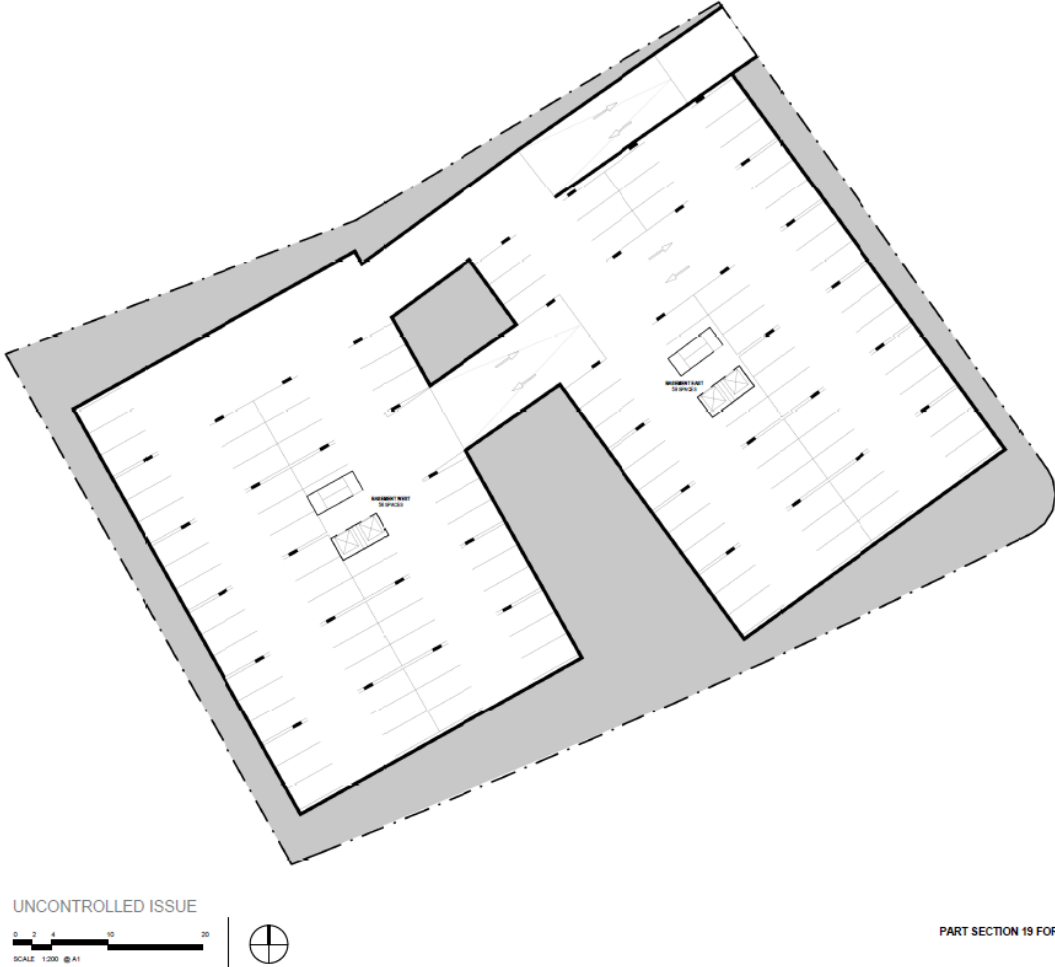


Source: Stewart Architecture 2021

The development contemplates a mix of 1, 2 and 3- bedroom apartments. The proposed development will accommodate two levels of basement parking underneath the footprint of the residential buildings. This basement will be connected under the forecourt area, with vehicle entry to

the basement located off Franklin Street. This basement footprint is able to provide approximately 230 car parking spaces. Waste and goods loading/unloading is provided via a new driveway crossing on Dominion Circuit.

Figure 5: Basement Plan



Source: Stewart Architecture (2021)

The orientation of each apartment building reduces the overall scale of the proposal when viewed from Dominion Circuit. It also optimises morning or afternoon solar access for future residents. The proposed siting of the buildings and on-site open spaces will result in only 55% of the Dominion Circuit frontage being developed. The siting of these buildings will generally include 6m street setbacks at the lower levels, and as the buildings increase in height, the setback is enlarged. These design elements will ensure appropriate solar amenity is maintained to the existing dwellings across Dominion Circuit and will reduce the bulk and scale of the development when viewed from the street.

Figure 6: Dominion Circuit looking west



Figure 7: Solar Access Diagram



SOLAR ACCESS
- No units receive zero sun,
->3 hours direct sun: ~60% of units

Source: Stewart Architecture 2021)

Figure 8: Landscape analysis

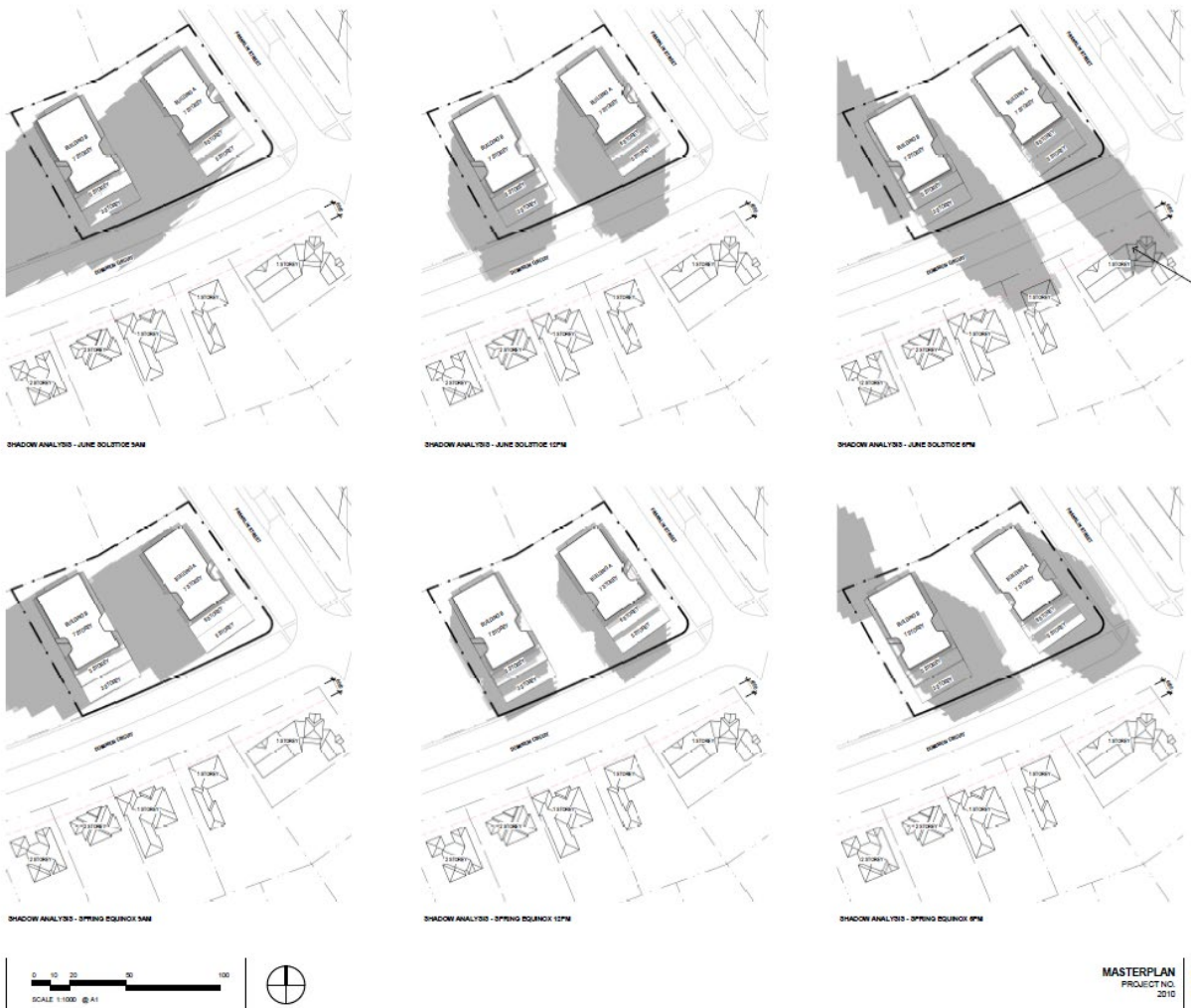


DEEP ROOT PLANTING

- Deep-root planting: 24% of site area,
- Soft landscaping: 9% of site area,
- 33% of the site is dedicated to landscaping.

Source: Stewart Architecture 2021

Figure 9: Shadow Studies



Source: Stewart Architecture 2021

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

5.0 Relevant Planning Outcomes

5.1 Statutory & Policy Context

As set out at Section 58(2) of the Planning Act, in considering whether to accept a proponent initiated amendment application, the Territory Planning Authority (TPA) must have regard to:

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

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

Table 1: Snapshot of relevant statutory and strategic policy context

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

Table 1: Snapshot of relevant statutory and strategic policy context

Statutory	Response provided?	Description
		Transport for Canberra and the ACT Government's Climate Change Strategy and Action Plan.
<i>(e) anything else the authority considers relevant to the amendment.</i>	Y	Statement of Principles of Good Planning (Territory Plan 2023)
	Y	ACT Housing Strategy 2018
	Y	ACT Transport Strategy
	Y	Urban Forest Strategy 2021-2045
	Y	ACT Preventative Health Plan
	Y	Canberra Living Infrastructure Plan: Cooling the City Provides strategic direction to help our expanding and diversifying metropolitan areas become better prepared and more resilient to climate change.
	Y	ACT Climate Change Strategy This strategy seeks to help the ACT achieve net zero emissions by 2045. Incremental targets are legislated under the <i>Climate Change and Greenhouse Gas Reduction Act 2010</i> .

5.2 Strategic Planning Assessment

5.2.1 ACT PLANNING STRATEGY 2018

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

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

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

The Strategy has five related themes:

THEME 1 - COMPACT AND EFFICIENT CITY

- *Support sustainable urban growth by working towards delivering up to 70% of new housing within our existing urban footprint, and by concentrating development in areas located close to the city centre, town and group centres and along key transit corridors.*

- *Use infrastructure efficiently to support our growing community.*

THEME 2 - DIVERSE CANBERRA

- *Enhance the diversity and resilience of our centres to meet the needs of the community, support economic viability and improved liveability.*
- *Protect and enhance infrastructure that supports the economic development of Canberra and the region.*

THEME 3 - SUSTAINABLE AND RESILIENT TERRITORY

- *Transitioning to net zero emissions city through the uptake of renewable energy, improved building design and transport initiatives.*
- *Plan for integrated water cycle management to support healthy waterways and a liveable city*

THEME 4 - LIVEABLE CANBERRA

- *Deliver social infrastructure that meets community needs and supports strong communities.*
- *Deliver recreation, open (green) space and public spaces that support social interaction, physical and mental health and engagement in public life.*
- *Strengthen neighbourhoods and support their diverse character by creating strong local activity hubs.*
- *Deliver housing that is diverse and affordable to support a liveable city.*
- *Encourage high quality design, built form and places for a changing climate.*

THEME 5 - ACCESSIBLE CANBERRA

- *Enhance accessibility by better integrating transport and land use.*
- *Deliver well designed, safe and sustainable streets and public spaces to create walkable neighbourhoods that are inclusive and fair.*
- *Create a better experience for walking and cycling into and within the city centre and our town centres*

The proposed Territory Plan Variation will create a block capable of providing significant urban infill with minimal adverse impacts. The site is in an ideal location for urban infill, being within 550m of the proposed Light Rail stop at Sydney Avenue, 500m from the Manuka shopping centre and within 500m of both Telopea Park School and Forrest Primary School. Overall, the proposal responds strongly to the Strategy by contributing directly to the following themes;

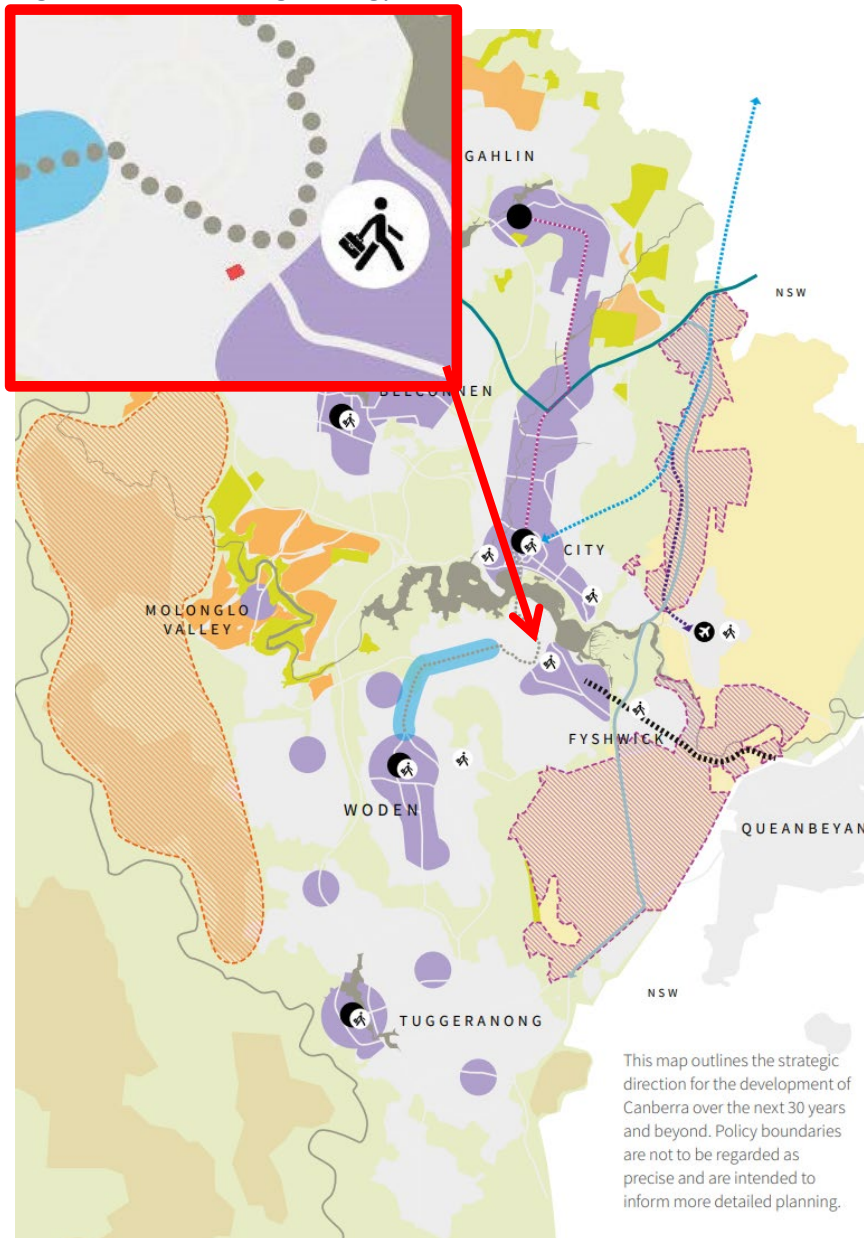
Theme 1 - compact and efficient city: by providing additional housing density close to existing services and infrastructure. The proposal contributes directly to the goal of achieving 70% infill of new housing within our existing urban footprint. The indicative development proposal has shown this significant increase in dwellings is able to provide highly efficient dwellings that are provided with significant solar access and natural ventilation.

Theme 3 – Sustainable and resilient Territory: by promoting density close to existing services and primary transit corridors to promote active travel and reduce reliance on motor vehicles. As shown in the indicative development proposal, the site is capable of providing significant green spaces, tree canopy cover and deep root planting zones, whilst still providing for significant infill.

Theme 4 – Liveable Canberra: by locating more of our population within existing communities close to existing green spaces, the Manuka shops and the Barton Office precinct. This development will also be able to provide diverse housing options for those who wish to remain in their inner-south community but not within single-detached dwellings (which dominate Forrest). As shown in the indicative development proposal, the site is capable of providing canopy cover to mitigate the urban heat island effect and provide significant solar power generation, natural ventilation and solar access to all dwellings on this site.

Theme 5 – Accessible Canberra: through integration with the nearby (550m) light rail corridor and promotion of foot traffic and other active travel options by being located close to both the Barton office precinct, the Manuka Shops, local schools and recreational areas.

Figure 10 ACT Planning Strategy



5.2.2 INNER SOUTH DISTRICT STRATEGY

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

The inner south district strategy identifies Section 19 Forrest, including the subject site (block 9) as key site 1 and a category 2 change area, with category 2 denoting sites where detailed planning can proceed, consultation needs to occur, and change could take place within 0-10 years.

Figure 11: Extract from the inner south district strategy identifying the site as part of a category 2 change area.



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

- Provide a publicly accessible pedestrian path between Dominion Circuit and National Circuit.
- Access to the blocks is by the existing driveways.
- Avoid access from Dominion Circuit to Block 9 to reduce impact on the houses opposite.
- Provide suitable landscaping to the Dominion Circuit frontage to reflect the residential character opposite.
- Consider noise and overlooking impacts of the adjoining tennis courts and church. These uses may extend after hours and must not be compromised by any future redevelopment of these blocks.

The proposed MTPA seeks to vary the zoning of the land in order to facilitate a mixed-use development which includes a residential component. This proposal is in keeping with the potential for change identified within the strategy.

5.2.3 STATEMENT OF PLANNING INTENT 2015

In 2018 the ACT Minister for Planning released his updated Statement of Planning Intent setting out the four planning priorities for the ACT Government until 2020. For each priority, the planning intent and actions to make this happen for the immediate term (next 12 months), short term (2–3 years) and medium term (4–5 years) are identified.

“As Minister for Planning, I would like Canberra to be a city renowned not only for its liveability, but its vibrant and distinctive civic lifestyle. Our city will be increasingly sustainable, compact and well-

connected and will seize opportunities for urban renewal to become a showcase for innovation and design excellence. Our city will be accessible and inclusive, where well-designed and friendly urban environments promote the health, wellbeing and prosperity of all Canberrans.”

- (Mick Gentleman MLA, Minister for Planning)

The Statement of Planning Intent aims to:

- Focus higher-density development with diverse housing types in the city centre, town and group centres, along major transport corridors and in other locations with good public transport and amenity.
- Locate infill development and affordable housing close to public transport routes and adjacent to parks, open space and other areas of high amenity.
- Encourage mixed-use developments at major centres and along public transport corridors to ensure active, vibrant community spaces and places.
- Review the role and function of precincts to deliver flexible and innovative planning to create liveable and sustainable communities.
- Foster the development of prosperous economic and employment hubs in the city’s centres.

The Statement builds on the strategic framework set out in the ACT Planning Strategy, Transport for Canberra and the ACT Government’s Climate Change Strategy and Action Plan.



The rezoning and redevelopment of the subject site is considered to be directly consistent with the Minister’s Statement of Planning Intent. The use of this site for urban infill directly satisfies Priority A as it will encourage active travel and public transport use to create sustainable, compact and liveable neighbourhoods through the site’s ideal location that is:

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

5.2.4 ACT HOUSING STRATEGY 2018

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

The strategy has 6 key objectives:

- 1) provide land and housing development opportunities to meet demand
- 2) set a 15% target for social and affordable housing

- 3) maintain a healthy land and housing development pipeline
- 4) provide a diverse mix of housing types and choice
- 5) facilitate innovative design and delivery mechanisms
- 6) encourage well designed, environmentally sustainable and accessible housing

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

5.2.5 CLIMATE CHANGE STRATEGY

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

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

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

- At least 30% canopy cover
- 24% deep root planting zones
- Statutory WSUD compliance
- Natural ventilation to units
- Strong solar access to existing and proposed residents

5.2.6 LIVING INFRASTRUCTURE PLAN

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

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

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

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

- At least 30% canopy cover
- 24% deep root planting zones
- Statutory WSUD compliance
- Natural ventilation to units
- Strong solar access to existing and proposed residents

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

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

5.2.7 ACT TRANSPORT STRATEGY

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

Transport network development principles set out in the strategy are:

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

Figure 12 Extract from ACT Transport Strategy

Transport network development principles

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

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

5.2.8 URBAN FOREST STRATEGY 2021-2045

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

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

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

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

Existing canopy cover at the site is poor, with minimal mature vegetation. Redevelopment of the site represents an opportunity to improve canopy cover at the site and improve the urban forest in the locality.

5.2.9 ACT PREVENTIVE HEALTH PLAN

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

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

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

5.3 Statutory Planning Assessment

5.3.1 PLANNING ACT 2023

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

Table 2: Responses to the principles of good planning

Statutory	Description
<p>2.1 Activation and liveability principles means the following:</p>	
<p><i>(a) Planning and design should support diverse economic and social activities, including through promoting different but compatible uses for buildings and other areas.</i></p> <p><i>(b) Urban areas should include a range of high-quality housing options with an emphasis on living affordability.</i></p> <p><i>(c) Urban areas should be designed to promote active travel and convenient and efficient use of public transport.</i></p> <p><i>(d) Districts should be planned, designed and developed to support active and healthy lifestyles and to cater for a diverse range of cultural and social activities.</i></p> <p><i>(e) Policies should support and enhance the quality of life and wellbeing of residents.</i></p>	<p>The introduction of residential uses, particularly multi-unit housing uses within this locality would directly promote the achievement of these outcomes by:</p> <ul style="list-style-type: none"> • Improving the availability of smaller dwelling types within this traditionally affluent and low-density suburb, thereby allowing residents to age in place and facilitating the delivery of more affordable housing types. • Being situated along the future light rail corridor, residential development at the site will allow for excellent access to active transport for future residents. • The site’s proximity to nearby group centers provides an opportunity to provide for development offering excellent lifestyle for potential residents, with excellent access to services and amenities such as shops and cafes.
<p>2.2 Cultural heritage conservation principles means the following:</p>	
<p><i>(a) Planning and design should promote the unique cultural heritage of the ACT by acknowledging established heritage significance in design and placemaking.</i></p> <p><i>(b) Development should:</i></p> <p><i>(i) respect local heritage; and</i></p> <p><i>(ii) avoid direct impacts on heritage or, if a direct impact is unavoidable, ensure the impact is justifiable and proportionate.</i></p>	<p>The site is not listed as being of heritage significance, however, future development is capable of respecting nearby heritage values and the traditional housing values of development opposite the site on Dominion Circuit.</p>
<p>2.3 High-quality design principles means the following:</p>	
<p><i>(a) Development should be focussed on people and designed to:</i></p> <p><i>(i) reflect local setting and context; and</i></p> <p><i>(ii) have a distinctive identity that responds to the existing character of its locality; and</i></p> <p><i>(iii) effectively integrate built form, infrastructure and public spaces; and</i></p> <p><i>(iv) provide appropriate solar access;</i></p> <p><i>(b) Public spaces should be designed to be used, appropriately landscaped and vegetated, and should be designed to contribute to the urban forest.</i></p>	<p>As per the indicative development proposal provided at Section 4.3, the site can accommodate residential development capable of achieving these outcomes.</p>

Table 2: Responses to the principles of good planning

Statutory	Description
<p><i>(c) Built form and public spaces should be designed to be inclusive and accessible to people with differing needs and capabilities, including through the serious consideration of universal design practices.</i></p> <p><i>(d) Developments should be planned and designed to be well connected and integrated with surrounding development in ways that facilitate the safe, secure and effective movement of people within and through them.</i></p>	
<p>2.4 housing affordability principles means the following:</p>	
<p><i>(a) planning strategies, plans and policies should support the delivery of reforms that improve housing access, affordability and choice;</i></p> <p><i>(b) planning strategies, plans and policies should support more housing options for people who have a low income;</i></p> <p><i>(c) planning strategies, plans and policies should ensure affordable housing is close to essential services, amenities and affordable transport options, including public and active transport.</i></p>	<p>Forrest is primarily an affluent and low-density suburb with limited options for downsizing, aging in place and affordable housing. The proposed introduction of multi-unit housing at the site would improve housing choice in the area, providing a smaller dwelling typology which is more affordable than the more common free standing dwellings on large blocks in the area. The site is ideally situated to accommodate higher density housing given it's position along the future light rail corridor and excellent access to the 2 nearby group centres.</p>
<p>2.5 Integrated delivery principles means the following:</p>	
<p><i>(a) Policies relating to planning, including those arising outside the planning system, should be coordinated to efficiently and effectively achieve planning outcomes.</i></p> <p><i>(b) Planning, design and development should promote integrated transport connections and equitable access to services and amenities.</i></p> <p><i>(c) Infrastructure, public spaces and facilities should be planned to meet future needs and designed to be integrated with related development.</i></p> <p><i>(d) Built form should be durable, designed to be adaptive (including in relation to the reuse of buildings or parts of buildings) and compatible with surrounding public spaces.</i></p>	<p>As per the indicative development proposal provided at Section 4.3, development of the site for multi-unit housing can achieve relevant built form outcomes. The site is suited to residential development given its excellent access to public transport, services and amenities.</p>
<p>2.6 Investment facilitation principles means the following:</p>	
<p><i>(a) Planning and design should be undertaken with a view to strengthening the economic prosperity of the Territory and contributing to diversification of the economy, economic security and growth.</i></p> <p><i>(b) Planning outcomes should be achieved by facilitating coordinated approaches that promote</i></p>	<p>The proposal provides for the diversification of housing in Forrest and will contribute to the sustainable accommodation of population growth through infill.</p>

Table 2: Responses to the principles of good planning

Statutory	Description
<p><i>public and private investment towards common goals.</i></p>	
<p>2.7 Long-term focus principles means the following:</p>	
<p><i>(a) Policy frameworks should be based around long-term priorities, be ecologically sound and seek to promote equity between present and future generations.</i></p> <p><i>(b) Policy frameworks should be able to respond to emerging challenges and cumulative impacts identified by monitoring, benchmarking and evaluation programs.</i></p>	<p>The proposed MTPA would facilitate residential development at the site and in doing so, allow for infill development which accommodates population growth without increasing the urban footprint. The introduction of smaller dwelling typologies would also increase the diversity of housing available in the locality and provide a more affordable option than the typical free-standing dwellings on large blocks found in the area.</p>
<p>2.8 Natural environmental conservation principles means the following</p>	
<p><i>(a) Planning and design should promote healthy and resilient ecosystems, by –</i></p> <p><i>(i) avoiding or minimising loss of habitat and other key threatening processes for biodiversity; and</i></p> <p><i>(ii) considering cumulative and incremental environmental impacts;</i></p> <p><i>(b) Planning outcomes should support the operation of environmental laws applying in the ACT;</i></p> <p><i>(c) Policies, planning and design should integrate and promote –</i></p> <p><i>(i) nature-based solutions to climate change and water security; and</i></p> <p><i>(ii) the valuation and maintenance of the ecosystem services and amenity provided by a healthy natural environment.</i></p> <p><i>(d) Biodiversity connectivity and habitat values should be integrated across urban areas, including through appropriate planning for, and landscaping of, urban open space and travel corridors.</i></p>	<p>The proposal provides for the protection of environmental values through its contribution to sustainable accommodation of population growth via infill. The site has no known environmental values and redevelopment of the site would result in improved canopy cover and planting.</p>
<p>2.9 Sustainability and resilience principles means the following:</p>	
<p><i>(a) Places should be planned, designed and developed to be sustainable and resilient;</i></p> <p><i>(b) Effort should be focussed on adapting to the effects of climate change, including through mitigating the effects of urban heat, managing water supplies and achieving energy efficient urban environments;</i></p> <p><i>(c) Policies and practices should promote the use, reuse and renewal of sustainable resources, and minimise use of resources.</i></p>	<p>The proposed development represents an ideal infill opportunity, providing for higher density residential development in a traditionally low density residential area which has excellent access to local shops and amenities as well as being situated along the future light rail corridor. These factors position the site as a highly walkable location capable of promoting active transport and reducing car dependency.</p> <p>Redevelopment of the site would give rise to improved canopy cover and planting and as set out</p>

Table 2: Responses to the principles of good planning	
Statutory	Description
	in Section 4.3, residential development at the site is capable of meeting relevant built form outcomes.
3.0 Urban regeneration principles means the following:	
<p>(a) Growth should be mostly within the existing urban footprint, or in areas close to the existing urban footprint, while maintaining environmental values;</p> <p>(b) Urban regeneration should seek to make the best use (as appropriate) of underlying or latent potential associated with land, buildings and infrastructure.</p>	Residential development at the site represents an excellent urban infill opportunity, with convenient access to local amenities and public transport.

5.3.2 TERRITORY PLAN

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

Table 3: Territory Plan parameters			
Territory Plan	Zone	CZ6 – Leisure and Accommodation	Various uses specified as requiring assessment. Refer to Section 5.3.2.2.
	District	Inner South District	No additional assessable or prohibited development specified.
	Overlays:	Nil.	
Development	District Policy	Inner South District Policy	
	Zone Policy	Commercial Zones Policy	
	Other Policies	Lease variation policy	
Relevant Outcomes	Technical Specifications	Planning (Commercial Zones) Technical Specifications 2023 Planning (Inner South District) Technical Specifications 2023	
	Design Guides	Planning (Housing) Design Guide 2023 Planning (Urban) Design Guide 2023	

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

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

5.3.2.1 Inner South District Policy

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

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

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

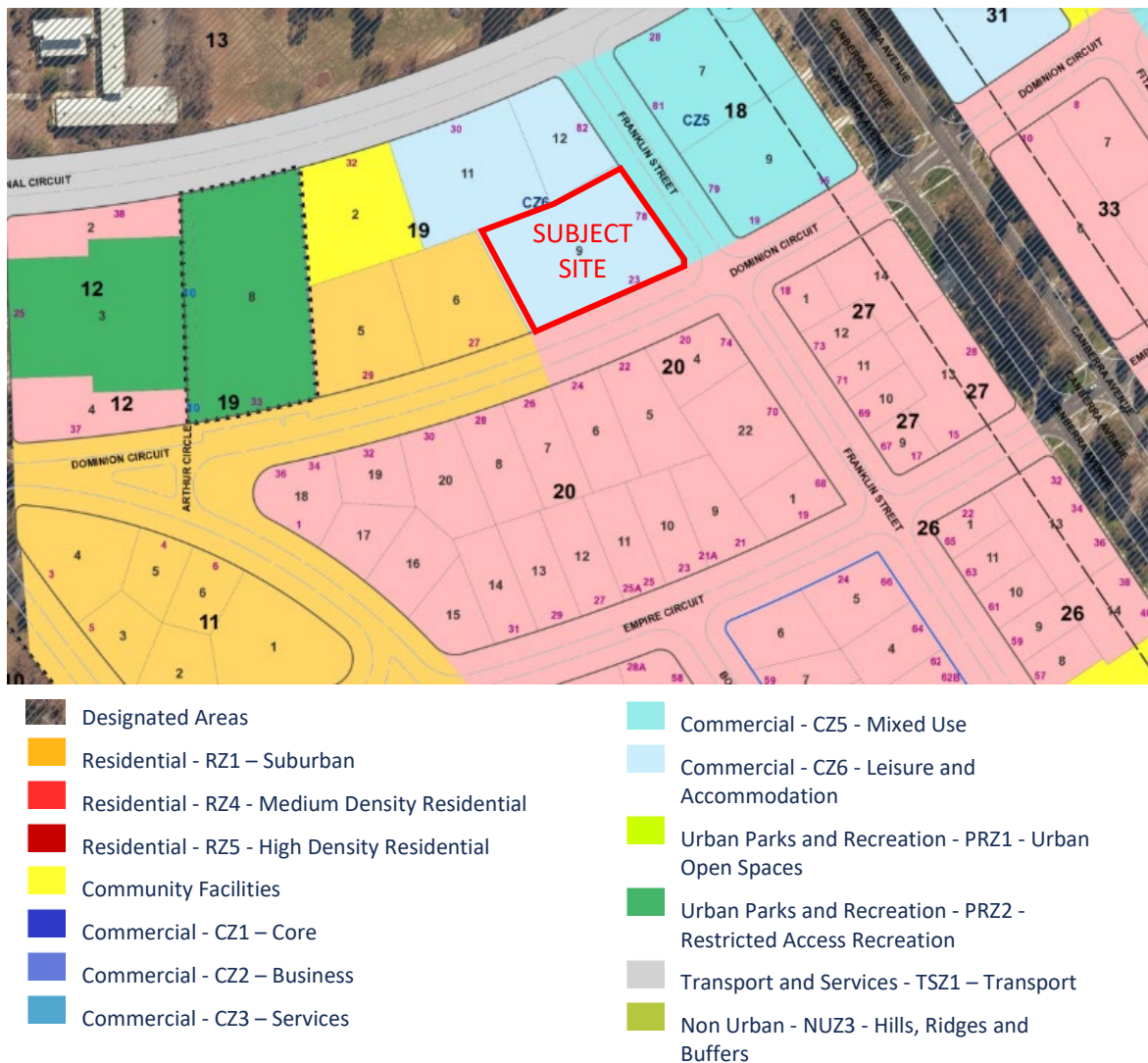
The proposed MTPA would facilitate this outcome by delivering improved housing diversity within a typically low-density residential area and providing increased residential density at a site which is ideally positioned along the future light rail corridor and with excellent access to two nearby group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

5.3.2.2 Commercial Zones Policy

As shown in Figure 13, the site is currently zoned CZ6 under the Territory Plan. The uses listed in the following table are generally permissible within this zone. Notably, this list does not include residential uses, specifically multi-unit housing, which is prohibited in this zone. As such, the current zoning of the site would **not** facilitate the desired development. Accordingly, the desired zoning sought for the site as part of this MTPA application is CZ5, which lists multi-unit housing as a permissible land use within the zone.

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

Figure 13: Territory Plan Zoning



Source: Purdon (ACTmapi, 2023)

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

Policy Outcomes – all commercial zones

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

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

Policy Outcomes – CZ5 – Mixed Use Zone

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

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

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

Specific Assessment Outcomes

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

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

Assessment Requirements

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

- Maximum gross floor area – 1500m² for retail uses

The proposed development can readily comply with this requirement.

6.0 Consultation

As advised in the scoping document:

Community consultation with affected communities and interested members of the public on the proposal is required to be conducted in accordance with the ACT Community Engagement Guideline at: <https://www.yoursay.act.gov.au/about/community-engagement>.

At a minimum, consultation should include holding at least one (1) public engagement session that is widely advertised in print and electronic media. This part is to include a report on consultation that:

- provide details of consultation undertaken e.g. notifications, formal presentations, sessions, number of attendees and copies of relevant correspondence;*
- list of all issues raised in consultation, outcomes, etc; and*
- responds to issues raised, including any changes to the proposal as a result of consultation*

Below is a summary of the consultation activities undertaken, the feedback received and the proponent's response to the feedback. Please refer to the separate Consultation Report by Purdon Planning, submitted with this report which details the consultation in full and how this consultation was undertaken in reference to the Engagement Guideline manual provided at the link above.

6.1 Consultation activities

The following activities were undertaken to advise the relevant stakeholders about the proposal and to seek their input:

- Postcard format notice outlining the proposal and inviting comment was provided to Australia Post to be circulated to 4,500 mailboxes within the surrounding area between 27 September – 1st October 2021.
- Emails to Community Groups, previous DA responders, Forrest Residents Group & Inner South Canberra Community Council on 28 September 2021.
- Emails to local media organisations The Canberra Times and The RiotACT on 28 September 2021.
- Advertisement in the paper edition of The Canberra Times.
- A second consultation session notice delivered between 21 October 2021 and 24 October 2021.
- Publication on the Purdon Planning Website <https://www.purdon.com.au/consultation/block-9-section-19-forrest/>, on 24 September 2021, with details of the proposal. The web site detailed how interested persons could provide feedback directly to Purdon Planning via email or telephone. The information available on the web site endeavoured to make all details available in plain English, and included:
 - Site/locality details
 - Details of the Indicative Development
 - Explanation of the Territory Plan Variation Process
 - Explanation of the specific rezoning proposal
 - A link to view and/or download the plans
- Two virtual Community Information Sessions, hosted by Purdon Planning, with Stewart Architecture. Numbers of RSVPs received as well as any attendee's commentary was recorded

by Purdon Planning at the sessions. A summary of these issues are detailed in Section 6.2 below. The presentation slides from these events are included in the Consultation report.

- Article in local news provider the RiotAct: <https://the-riotact.com/up-to-160-apartments-planned-for-former-italian-club-site-in-forrest/498975>

6.2 Community feedback

During the consultation period, there were multiple options for interested people to provide their opinion on the project. These included:

- Via phone or email directly to Purdon Planning,
- Directly to any member of the consultation team in attendance at the virtual consultation events
- Via public forum on the RiotAct article online

Feedback was recorded at the virtual consultation sessions and was provided via email and phone to Purdon Planning from members of the public. The details on the feedback received during the pre-DA consultation period can be found within the separate Consultation Report. In summary:

- Three people provided comment via phone
- 15 people/organisations provided email commentary
- The virtual consultation sessions were thorough and notes were recorded from these events.

The primary issues raised across all three methods were:

- Queries about the TPV process, opportunities for feedback and various details of the indicative proposal
- Some people noted their appreciation for the manner in which consultation was undertaken
- Some people noted a preference for retaining the CZ6 zoning
- Density and height (and the perceived flow on effects of overshadowing and overlooking) based upon the indicative development proposal as shown, were of concern for almost all consultation session participants, those that provided written feedback and those who called
- Other design features of the indicative development proposal were also raised as concerns for many. These included (but were not limited to):
 - Setbacks
 - Landscaping,
 - Site access (particularly for waste and goods loading via dominion circuit)
 - Unit typology
- Some positive aspects of the indicative design were noted by feedback providers, these included:
 - Density, height and dwelling typology
 - building separation and gradual reduction in storeys as the design progresses from the north towards Dominion Cct
- The height was raised as a concern with regard to the existing Character of the area
- Access, traffic and parking were raised as concerns by responders, who largely found the provision for parking less than desired, and perceived significant disruption to existing traffic in the area

- It was noted by two responders that people living in this location would likely not drive
- Some people provided alternative zones, planning controls and/or development options for the site including:
 - RZ2 zoning
 - Height limits via the precinct code for Section 19
 - Green infrastructure provision
 - 10m setbacks

6.3 Response to feedback

Issues concerning the design of the indicative development were provided to the lessee, who has considered other development opportunities, and remains committed to the indicative scheme as shown in the consultation collateral. Design issues such as site open space, site permeability, site access, etc. can be resolved further at DA stage.

In response to the community feedback, further traffic study and commercial needs assessment has been undertaken as part of the Planning report.

7.0 Impact Assessment

The below section of the report discusses both the suitability and capability of the land for the proposed zone. It includes discussion of potential (positive and negative) impacts on the social, physical and natural environment if the land is developed to its full capacity as permitted within the proposed zoning (CZ5).

7.1 City to Woden Planning Framework

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

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

Figure 14: Walking Catchments to proposed Light Rail Stations



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

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

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

Figure 15: Light Rail – Urban Renewal Precincts

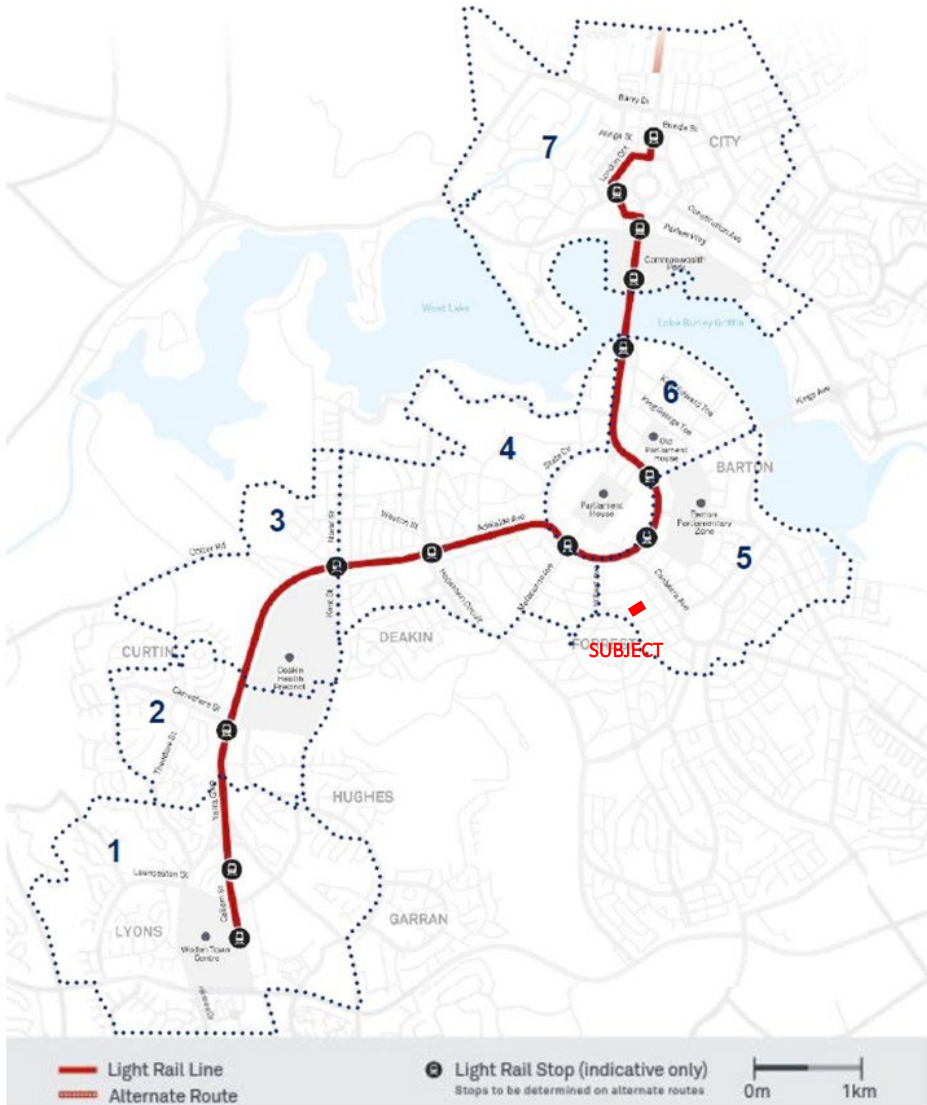


Table 4: Estimated Precinct Demographic Changes

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

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

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

7.2 Metropolitan Implications (CZ6 Zoning)

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

Table 5: Permissible Land Uses – Comparison CZ5 vs CZ6

Permissible Uses in CZ5 Zone	Permissible Uses in CZ6 Zone
ancillary use	ancillary use
	aquatic recreation facility
boarding house	
car park	car park
	caravan park/camping ground
	club

Permissible Uses in CZ5 Zone	Permissible Uses in CZ6 Zone
communications facility	
commercial accommodation use (limited to serviced apartment hotel motel guest house)	commercial accommodation use
community use	community use
consolidation	consolidation
	craft workshop
demolition	demolition
development in a location and of a type identified in a precinct map as additional merit track development	development in a location and of a type identified in a precinct map as additional merit track development
emergency services facility	
	drink establishment
	drive-in cinema
	group or organised camp
home business	
	indoor entertainment facility
indoor recreation facility	indoor recreation facility
minor road	minor road
minor use	minor use
non retail commercial use	
outdoor recreation facility	outdoor recreation facility
	overnight camping area
parkland	parkland
pedestrian plaza	pedestrian plaza
place of assembly	place of assembly
	public agency
public transport facility	public transport facility
residential use (multi-unit housing)	
restaurant	restaurant
shop	shop
sign	sign
subdivision	subdivision
temporary use	temporary use
	tourist facility
varying a lease (where not prohibited, code track or impact track assessable)	varying a lease (where not prohibited, code track or impact track assessable)
	zoological facility

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

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

The EPSDD has undertaken an internal policy review of CZ6 zoned land across the ACT. As a result of this policy review, EPSDD has developed criteria to apply to Territory Plan variations for CZ6 zone land as a first test threshold to determine a proposal’s appropriateness and whether it should be considered further.

The criteria (refer Table 6) specifies the minimum requirements a proposal would have to meet for a request to vary the Territory Plan to be considered and are the first step in the consideration of a proposal.

Table 6: EPSDD CZ6 Rezoning Assessment Criteria

CZ6 Leisure and Accommodation	
<p><i>A rezoning proposal on CZ6 – Leisure and Accommodation lands may be supported if it is consistent with the criteria set out below.</i></p> <p><i>Exceptions to this, where rezoning proposals may not be supported are:</i></p> <ul style="list-style-type: none"> ▪ The area is providing leisure and accommodation facilities, such as a tourist precinct, or ▪ The area is providing sport and recreational facilities, club or community uses 	
Criteria	Considerations
Consistent with adopted strategic planning documents, such as <ul style="list-style-type: none"> ▪ ACT Planning Strategy ▪ master plans ▪ precinct codes 	Consideration of the ACT Planning Strategy - Direction 1.1 <i>‘Support sustainable urban growth...by concentrating development in areas located close to the city centre, town and group centres and along key transit corridors’.</i>
Response	
<ul style="list-style-type: none"> ▪ The proposed rezoning is consistent with adopted strategic planning documents, as detailed in Section 5.1. ▪ The proposed rezoning is consistent with Direction 1.1 of the ACT Planning Strategy, as detailed in Section 5.2.1. ▪ The site is not part of an overall precinct that provides leisure and accommodation facilities, such as a tourist precinct. 	
Consistent with policy documents	

Criteria	Considerations
Sustainability	Sustainable in terms of economic, environmental and social factors.
Response <ul style="list-style-type: none"> Redevelopment of the site for residential use can be undertaken in such a manner to achieve high levels of sustainability in terms of economic, environmental and social factors. The redevelopment will contribute to the ACT economic recovery where the ACT Government is largely reliant on the development industry to lead employment growth. The detailed design of future apartments can meet all environmental sustainability requirements of the Territory Plan including WSUD and Living Infrastructure provisions. The development for residential uses will contribute to greater housing choice and ongoing achievement of a compact city. 	
Accessibility	Equality of access and geographic distribution of services/facilities within a district.
Response <ul style="list-style-type: none"> South Canberra has good access to existing areas of CZ6 zoned land. The total area (based on 2008 ACTPLA data) indicates that South Canberra has approximately 82.83ha of CZ6 zoned land, which represents over 22% of all CZ6 zoned land in the ACT (refer Table 7). The rezoning of Block 11 of 0.54ha will not make any significant difference to the overall extent of CZ6 zoned land in South Canberra. The current sites zoned CZ6 are also have a reasonable geographic distribution (refer Figure 16). The site has previously provided community club facilities, but as outlined in Section 2.2 the concessional lease status has been removed and subsequent approvals granted for private redevelopment of the site. There are sport and recreational facilities within the general area, but expansion of such facilities onto the subject site is not feasible and there recreation facilities are not of such a scale as to warrant retention of a CZ6 on the site effectively reserving it for ancillary uses to the recreational facilities. 	
Criteria	Considerations
Holistic	Where there are several rezoning requests in the same section or contiguous geographical area, rezoning will be considered holistically.
Response <ul style="list-style-type: none"> Adjoining sites comprising the Forrest Hotel (CZ6 zone) and Albany & Blandford apartments (RZ1 zone) are the subject of a separate, but inter-related request for scoping to rezone those sites. The issuing of Scoping Documents covering all sites will ensure that the required Planning Studies will address the rezoning in a holistic manner. The subject site is adjacent to a CZ6 site being the Italian Cultural Centre and it is not intended that any redevelopment of this site will occur. It is also not intended to rezone any of the recreational sites within Section 19. 	

Criteria	Considerations
Size	For large CZ6 blocks outside city centre, town or group centres, such as on the approach routes to Canberra, rezoning will consider the contiguous geographical area holistically.
Response <ul style="list-style-type: none"> The subject site is 5,450m² and is not considered a large site in the context of the CZ6 precincts around Canberra. In addition, the site is not on a main approach route to Canberra. 	
Criteria	Considerations
Context / Compatibility	<p>The appropriateness of the proposal with surrounding land uses and uses within the District in terms of:</p> <ul style="list-style-type: none"> Height Distance to and affects upon existing land uses and services Surrounding densities
Response <ul style="list-style-type: none"> A previous development approval was granted for a seven-storey building on the subject site. This approval was confirmed under third party appeal to ACAT. As such, it is considered that a building of significant scale, possibly stepped in heights, would be compatible with the surrounding area. A high density residential development within the inner south near Canberra Avenue and the Manuka Group Centre and within 600m of the proposed light rail route is consistent with the existing and likely future land uses in the area. The proposed rezoning is consistent with surrounding land uses in terms of height and density as well as potential impacts on land uses. Further details are provided in Section 	
<p>The proposed rezoning is consistent with the Rezoning Assessment Criteria issued by EPSDD for consideration of rezoning requests applying to CZ6 zoned land</p>	

Table 7: Area of Land Zoned CZ6

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

Figure 16: Existing Areas of CZ6 Zoned Land – South Canberra



Source: ACTMapi

The proposed rezoning is consistent with the EPSDD CZ6 Rezoning Assessment Criteria.

7.2.1 CENTRAL NATIONAL AREA

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

7.3 Section Master Plan

One of the issues raised by local residents as part of the community consultation was that the site should be considered in the context of an overall Master Plan for the section. Section 19 includes a range of land uses and zonings, as follows:

- Block 9 – Vacant (temporary car park), zoned Commercial CZ6 Leisure & Accommodation
- Block 12 – Italian Cultural Centre, zoned Commercial CZ6 Leisure & Accommodation
- Block 11 – Motel, zoned Commercial CZ6 Leisure & Accommodation
- Block 2 – Church, zoned CFZ Community Facilities
- Block 8 – Tennis Courts, zoned PRZ2 Restricted Access Recreation
- Block 5 – Apartments, zoned Residential RZ1 Suburban
- Block 6 – Apartments, zoned Residential RZ1 Suburban
- Block 10 – Public walkway, zoned PRZ2 Restricted Access Recreation

Further to the west in Section 12 is the Bowling Club on Block 3 zoned PRZ2 Restricted Access Recreation and units on Blocks 2 and 4, both zoned Residential RZ2 Suburban Core.

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

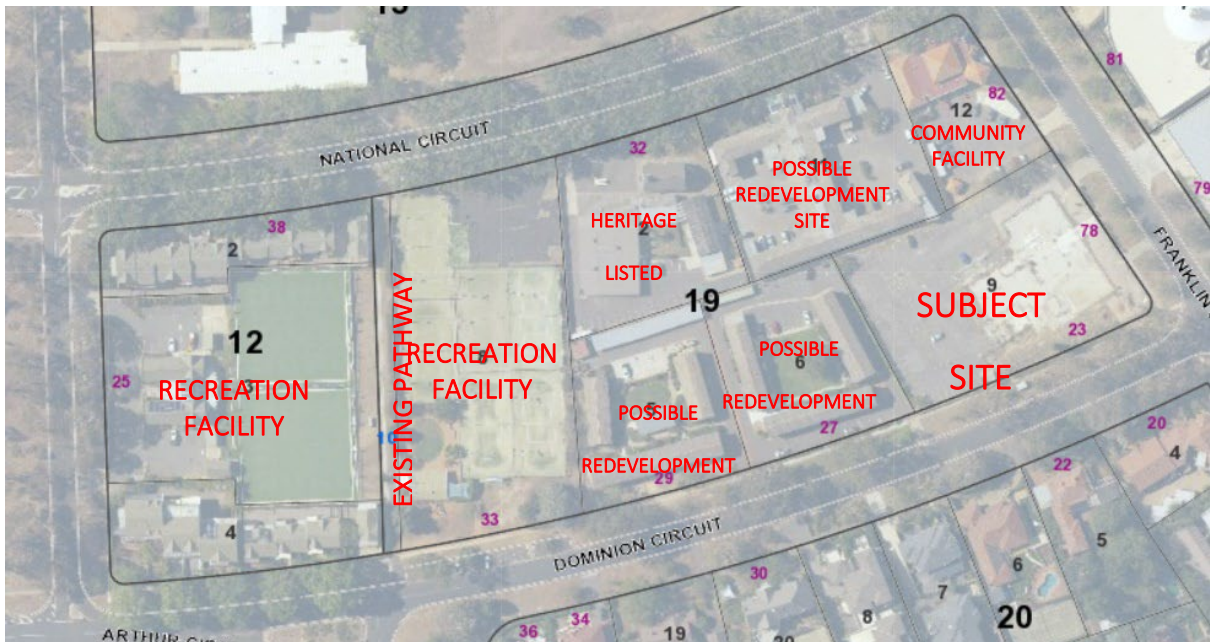
The subject Block 9 is the largest of the potential redevelopment sites and for this reason, it is considered appropriate that Block 9 sets the parameters for future redevelopment of other Blocks in relation to building height, density, and setbacks.

The Section is divided by a pedestrian pathway linking Dominion Circuit to National Circuit between the tennis club and bowling club. This pathway facilitates enhanced pedestrian and cycle movements through the neighbourhood. The distance between the pathway and Franklin St is approximately 235m, as such it is not considered that any further mid-section north-south pedestrian connections are necessary. In addition, the easy access to existing pedestrian paths along all front boundaries to Section 19 means that additional east-west movement within the centre of the Section is not warranted.

Figure 17: Pathway between Tennis courts and Bowling greens



Figure 18: Section 19



Source: Base map ACTmapi

7.4 Alternative Residential Zones

The site is suitable for any form of residential development. The current Territory Plan residential zonings include:

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

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

Table 8: Key Planning Controls – Residential Zones

ZONE	PLOT RATIO	NUMBER OF STOREYS	BUILDING HEIGHT
RZ1	65%	2	8.5m
RZ2	65%	2	8.5m
RZ3	65%	2	9.5m
RZ4	80%	3	12.5m
RZ5	-	6 *	21.5m

* Limited to 3 storeys for any part of a site within 50m of RZ1, RZ2, RZ3, CFZ, PRZ1 and PRZ2 zones

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

A medium density zoning with a plot ratio limit of 80%, and a 3 storey height limit, would allow for about 30 units. Due to the site dimensions this would possibly result in a built form outcome of a continuous ‘wall’ of 3 storey townhouses across the full length of the Dominion Circuit frontage. It is not considered that the under-utilisation of the site yielding only 30 units gives an appropriate urban form result in comparison to the indicative development described in Section 4.3 where the stepping of the building height results in the western building being 3 storeys fronting Dominion Circuit but this extends for less than a quarter of the length of the Dominion Circuit frontage together with the eastern building at 5 storeys also extending for a quarter of the frontage. As such it is considered that a medium density residential zoning is not appropriate.

A high density RZ5 zoning for the site is considered appropriate, on face value. However, the site adjoins RZ2 land to the south and RZ1 land to the west. As such, the planning controls limit development to 3 storeys for 50m into the site. The site has a north-south dimension between 60m and 65m. This means that allowing for boundary setbacks, there is no part of the site that could be developed to the potential intended for RZ5 high density residential sites. If the land was zoned RZ5 the same built form outcome would be achieved as per the RZ4 zoning described above. As such it is considered that an RZ5 residential zoning is not appropriate.

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

7.5 Commercial uses

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

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

The indicative development described in Section 4.3 does not include any commercial use. However, this will be further reviewed at detailed design stage including a market analysis to determine whether there is any scope for inclusion of commercial uses.

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

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

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

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

7.6 Potential Local Area Land Use Conflicts

As outlined in Section 3.0, adjacent land uses are mixed, with low to medium density residential developments to the south of the subject site. To the west of the site there are two-storey residential apartments and recreational uses, such as the Forrest Tennis Club and Canberra Bowling Club. To the north-west is the Forrest Hotel and Apartments. Also, within Section 19 Forrest is the Free Serbian Orthodox Church of Saint George and Italian Cultural Centre Canberra. These community and recreational uses are considered compatible and complementary with residential development as they could be utilised by future residents. To the east of the site is the Department of Human Services which is zoned CZ5.

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

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

7.7 Building Height

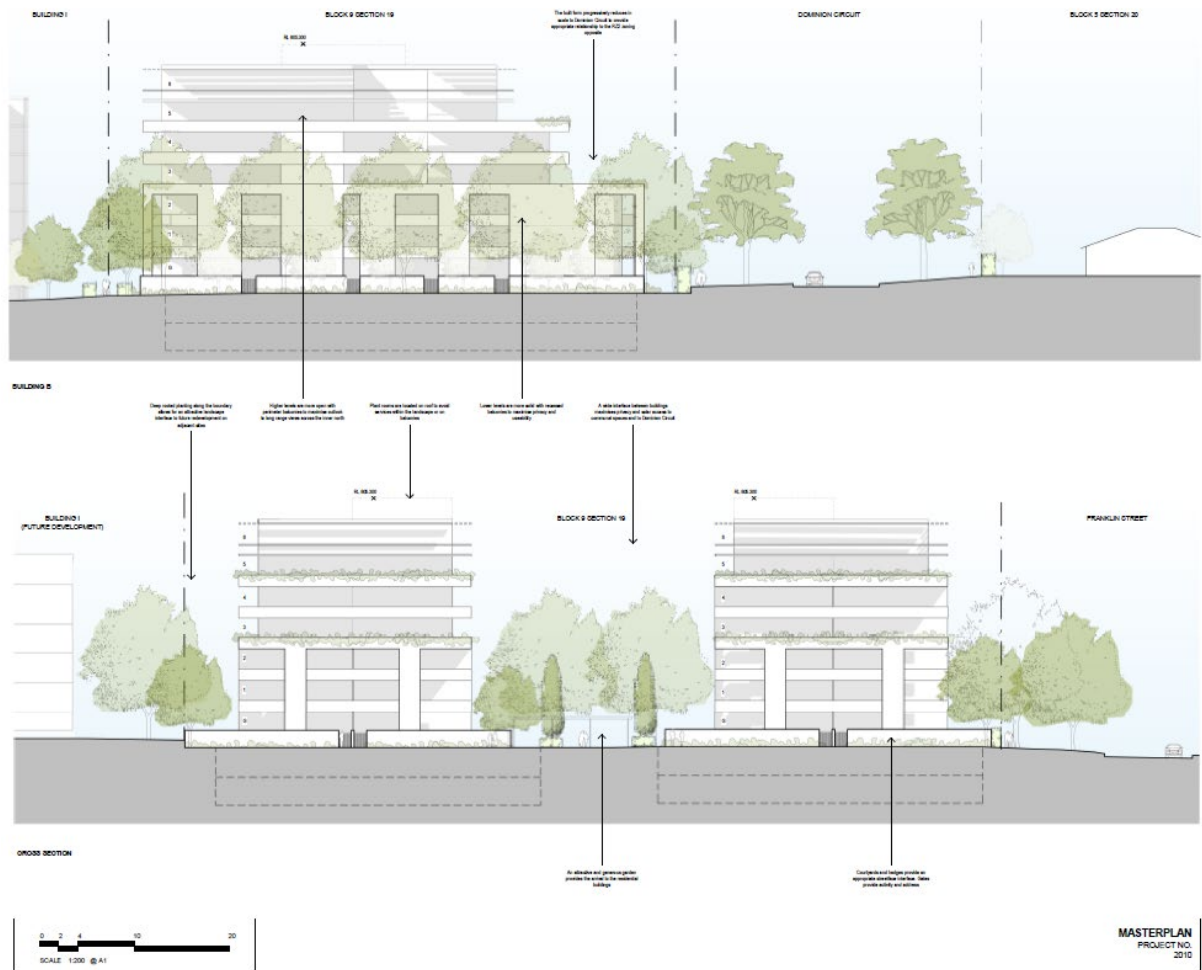
The indicative development concepts show a maximum building height at RL 605.3. This is the same height as the previously approved development proposal for a hotel development. The height of RL 605.3 was considered acceptable by ACTPLA at the time of determination of the DA in 2018 and this was confirmed upon appeal by the ACAT. It is acknowledged that this DA has since lapsed. However, there has been no new planning policies or strategies adopted by the ACT Government to suggest that this previously approved height is no longer appropriate.

The site is generally flat at RL 579 and a building to RL 605.3 results in a building of 26.3m. As stated above, this was the height for the entire hotel building previously approved. However, the indicative development concept plans provide for two separate buildings to be stepped away from Dominion Circuit. The western building is proposed to be 3 storeys facing onto Dominion Circuit set back 6m from the front boundary, stepping up to 5 storeys but set back a further 10m from Dominion Circuit and then stepping up to 7 storeys but again set back a further 8m. This results in the 7 storey element being set back 24m from the Dominion Circuit boundary and not within the line of sight for persons walking along the footpath on the northern side of Dominion Circuit. The 3 storey element facing Dominion Circuit is similar in height to buildings permissible within the medium density residential zones. The eastern building at the corner of Franklin Street is proposed to be 5 storeys at the corner, stepping up to 6 storeys to reflect the height of the Human Services building and then stepping again to be 7 storeys.

The stepping of the building away from Dominion Circuit ensures the buildings do not adversely impact on existing adjacent residential dwellings in Dominion Circuit. The shadow diagrams provided at Figures 20-22 in Section 7.10 demonstrate that this built form outcome only overshadows a small part of 2 dwellings for a short period in the late afternoon in mid-winter.

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

Figure 19: Proposed Built Form



Source: Stewart Architecture 2021

7.8 Density

The concept development plans indicate a potential yield of 130-140 units. Any yield calculations at this early design phase are quite a fluid estimate. Yield is a factor of unit sizes, site planning and market response usually undertaken at Development Application stage and further reviewed detailed design and construction stage. However, the proposed 130 units represents a site density of about 70 dwellings per hectare. This is considered a reasonably modest density for inner city development.

The ACT Indicative Land Release Program 2021-22 to 2025-26 provides details for future development capacity on sites to be released by the ACT Government over the next 5 years. Two sites in Kingston zoned CZ5 are on the program, which includes an indicative yield for the sites. One site at 4,982m² is slightly smaller than the subject site has an upper limit of 167 dwellings representing a density of about 83 dwellings per hectare. The larger site of 2.9ha has a limit of 518 units representing a density of 185 dwellings per hectare.

It is considered that the indicative site density of approximately 70 dwellings per hectare is not an over-development of the site.

7.9 Visual Impact

The proposed development will result in a significant visual change to the existing site because of the new built form including the height and location/ setback of new buildings. The site is totally cleared and used as a surface car park. As such, any new development will result in a significant change to the visual character of the locality.

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

Figure 20: Pin Oaks in Franklin St in decline



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

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

7.10 Overshadowing

The below figures show the impact of building shadows on spaces within the development as well as adjacent areas. The proposed development will not generate significant overshadowing of adjacent development including existing residential uses.

Figure 21: Shadow Analysis June Solstice 9am



SHADOW ANALYSIS - JUNE SOLSTICE 9AM

Source: Stewart Architecture 2021

Figure 22: Shadow Analysis June Solstice 12pm



SHADOW ANALYSIS - JUNE SOLSTICE 12PM

Source: Stewart Architecture 2021

Figure 23: Shadow Analysis June Solstice 3pm



Source: Stewart Architecture 202

7.11 Transport

Indesco were engaged to prepare a Transport Impact Assessment (TIA) for the proposed development in Forrest Section 19 Block 9. The report, submitted as an attachment to this Planning Report, sets out an assessment of the anticipated transport implications of the planning proposal, including consideration of the:

1. Existing traffic and parking conditions surrounding the site
2. Suitability of the proposed access arrangements for the site

3. The traffic generation of the development and its impact on the surrounding road network
4. Suitability of parking in terms of supply
5. Pedestrian and bicycle requirements
6. Public transport connections
7. Service vehicle requirements

The proposal is for a residential development incorporating 130 - 140 dwellings and is expected to generate 81 trips in AM and PM peak hour.

7.11.1 TRAFFIC IMPACT

The following intersections compose the impacted traffic network subject to assessment:

1. Dominion Circuit / Canberra Avenue
2. Dominion Circuit / Franklin Street
3. Dominion Circuit / Arthurs Circle
4. National Circuit / Franklin Street
5. National Circuit / Canberra Avenue
6. State Circle / Canberra Avenue
7. State Circle / Hobart Avenue

Vehicle access to the development is accommodated in Franklin Street with sight distance achieved. Based on the SIDRA simulation results, the development will have a minor effect on intersections' traffic performance. Each of the intersections in proximity to the development will perform with an acceptable level of service (LOS A). However, National Circuit / Canberra Avenue and State Circle / Canberra Avenue intersections operate above capacity level (LOS F) in existing and future scenarios.

Capacity analysis of the surrounding road network post development showed that the development results in minor deterioration to operating conditions. It is noted that the contribution of traffic volumes from the development is minor in comparison to the traffic volumes on the existing road network.

Given the SIDRA simulation results, National Circuit / Canberra Avenue and State Circle / Canberra Avenue intersections need to be improved in terms of signalling and geometric capacity to mitigate delays to traffic in the network.

7.11.2 PARKING

The development has a car parking requirement of 202 spaces for residents plus 34 spaces for visitors. Residents' car park spaces should be provided on-site whilst visitor parking can be supplied either on-street or in surrounding carparks within a 200m distance to the site. However; given the parking restrictions in Franklin Street and Dominion Circuit and adjacent developments, there is no available

parking spaces for allocating to visitor. It is recommended to provide all visitor parking on site.

A minimum of 8 motorcycle parking spaces is required for the development, which is to be provided onsite. The development has a bicycle parking requirement of 134 spaces for the residents, plus 12 spaces for visitors.

7.11.3 ACTIVE TRAVEL

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

7.11.4 PUBLIC TRANSPORT

There is adequate connectivity to public transport services.

7.11.5 SERVICE VEHICLES

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

7.12 Climate Change Initiatives

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

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

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

- Zero emissions buildings, such as all-electric buildings,
- Provision of electric vehicle charging infrastructure capacity
- Achieving high energy efficiency and water use efficiency performance.
- At least 30% of the site area is permeable
- 30% canopy cover
- Statutory WSUD compliance with on-site stormwater detention and re-use
- Natural ventilation to units
- Good solar access for residents

7.13 Ecological Assessment

The site has been cleared and paved and does not contain any significant or remnant vegetation. All vegetation on site, except for two small trees in the rear corners of the site and hedging along the front boundary were removed as part of the demolition of the club building, therefore vegetation does not present a constraint to its future development.

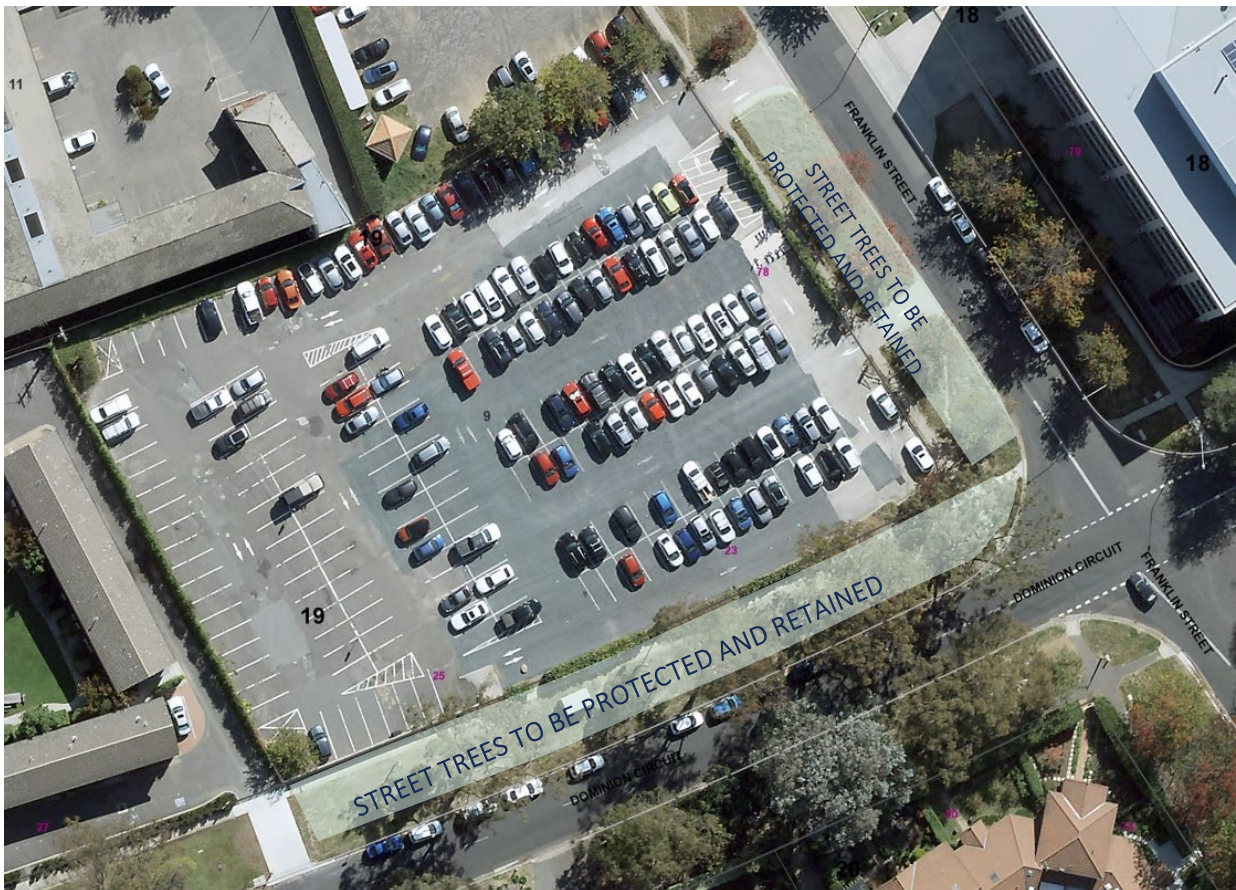
No threatened flora or fauna species listed under the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) or ACT Nature Conservation Act 2014 (NC Act) are

known to occur on the site. The Site is not considered to provide any habitat for threatened flora based on its history of disturbance and management.

7.14 Landscape Management & Protection

A detailed landscape management and protection plan will be prepared as part of documentation for a future development application.

Figure 24: Preliminary Landscape Management Protection Plan



7.15 Noise

With the exception of temporary construction noise, residential development on the site will not generate adverse noise impacts in the locality and it is assumed this noise will be lesser than that of the previous club and its associated activities.

SLR were engaged to prepare a Noise Management Plan (NMP) for the previous hotel development proposal in 2016. The NMP addressed noise emissions from activities within the proposed hotel development as well as noise emissions from external mechanical sources, including roof plant, ground level ventilation openings, and the substation.

While the territory plan variation proposes different land uses to the hotel development, it is considered that the findings of the previous noise assessment are still relevant as it considered impacts from land uses such as hotel use, function centre and night-time entertainment whereas the current proposed development only involves residential use and potentially some small scale commercial activity.

The 2016 SLR NMP concluded that the site will not be exposed to significant levels of noise from nearby land uses or road traffic.

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

7.16 Infrastructure and Utilities

Icon have advised that an initial hydraulic assessment shows the existing sewer has sufficient capacity to deliver the additional flow although the system is almost at capacity.

The ground terrain shows the development may split to two sewer ties. Detailed EP distribution will be required to have further detailed hydraulic assessment during the acceptance in principle or detailed design phase

The initial Icon assessment shows the existing water has sufficient capacity to deliver the additional flow. There are no known Icon Water assets within the block.

Evoenergy have advised that site planning will need to allow for a new substation within the block boundary as part of proposed development. At present a pad-mount substation exists within the Dominion Circuit verge about half-way along the frontage of the block. Further communication will be undertaken with Evoenergy prior to any design development activities for mixed use development and lodge an application will be lodged for preliminary network advice as part of the preparation of DA documentation.

7.17 Land Contamination

The site was previously occupied by the Italo Australian Club, which is not considered a potentially contaminating use. A Hazardous Materials Assessment was prepared and undertaken to support the demolition of the former building. It is considered that contamination does not present a potential risk or impact for development of the site.

A Preliminary Site Investigation undertaken by Agon Environmental concluded that:

Three PCAs, being the possible presence of uncontrolled fill, storage of fuels (UST) and asbestos containing building materials, were identified from the PSI data. These PCAs were quantitatively and qualitatively assessed through a CSM that did not identify any contaminant source-pathway-receptor linkages. On this basis Agon conclude the site to be suitable, from a contaminated land perspective, for the permitted land uses under the CZ5 Mixed Use Zone under the Interim Territory Plan 2023.

This conclusion is subject to the following recommendations:

- *All soils proposed to be removed from the site must be assessed in accordance with ACT EPA (2019) Information Sheet 4 'Requirements for the Reuse and Disposal of Contaminated Soil in the ACT' or the*

equivalent prevailing regulatory requirements. No soil is to be removed from the site without EPA approval.

7.18 Bushfire and Emergency Services

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

7.19 Employment

The proposal will generate temporary employment opportunities through the construction phase of the proposal and potentially through increased patronage of nearby uses such as the recreational facilities to the west and to Manuka Shops to the south. Any mixed commercial on the site would also contribute to long term employment.

The proposed development will not adversely impact employment opportunities in the area.

7.20 Heritage

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



8.0 Desired Amendments

The proposed MTPA for Block 9 Section 19 Forrest proposes to:

- Allow the redevelopment of the site for mixed use (residential) purposes;
- Facilitate alignment between the Territory Plan and several key policy documents in the ACT by permitting residential development at an ideal location for urban infill, being within 550m of the proposed Light Rail stop at Sydney Avenue, 500m from the Manuka shopping centre, within 500m of both Telopea Park School and Forrest Primary School, in close proximity to recreational sites and is near the Barton Office Precinct. Such development would progress the goals of the following policy documents:
 - ACT Planning Strategy 2018
 - Inner South District Strategy
 - Statement of Planning Intent 2015
 - ACT Housing Strategy
 - Climate Change Strategy
 - Living Infrastructure Plan
 - ACT Transport Strategy
 - Urban Forest Strategy
 - ACT Preventative Health Plan

To permit this change in use, the site is to be rezoned from CZ6 Leisure and Accommodation to CZ5 Mixed Use zone. No further changes are required to be made to the Territory Plan or supporting documentation to facilitate the proposal.

9.0 Conclusion

This supporting report has been prepared by Purdon Planning on behalf of the proponents to respond to support a MTPA facilitating rezoning of Block 9 Section 19 Forrest from CZ6 to CZ5.

Block 9 Section 19 Forrest is a vacant site, temporarily used for surface car parking, being the site of the former Italo Australian Club Canberra.

The lessee investigated other permissible uses within the CZ6 zone, however there is little market demand for those permitted uses.

As a result of this investigation, it is considered that the most appropriate use of the site is for residential, which will align with the ACT Government objectives for urban infill in established Central Canberra suburbs. To achieve this outcome a variation to the Territory Plan is required to rezone the land from CZ6 to allow the residential use.

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

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

It is therefore **recommended** that EPSDD support the proposed Territory Plan Variation

**Purdon
November 2023**

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

02 6257 1511
purdons@purdon.com.au

purdon.com.au

