



Inquiry into Inquiry into DPA-B - Forrest Section 19 Blocks 5, 6, 9, 11 and 12.

Answer to question taken on notice

Asked by: Ms Fiona Carrick MLA

Addressed to: Minister for Planning and Sustainable Development

Redirected to: N/A

In relation to: Different Requirements for DPA's

Hearing: 18 December 2025

Uncorrected Proof Transcript pp 6-8

Transcript provided 18 December 2025

Answer Due: 6 January 2025

Ben Green took on notice the following question(s):

ACTING CHAIR: Thank you. I would like to know what considerations with respect to the territory plan was there for Ainslie and for Forrest and why one has got setbacks on a residential street and why one has not.

Mr Green: Happy to take that on notice.

ACTING CHAIR: Okay. Thank you. Because it is not only overshadowing, it is human scale too on a residential street. So are we starting to put eight storeys on residential streets? It just seems it is very piecemeal, hit and miss, about where these things happen. Like, how do we get to even 26 metres as opposed to 21 at Ainslie?

Mr Green: I do not think it is piecemeal, Ms Carrick. I think what we have outlined through district strategies and Ainslie is a case in point, as is this site, are two sites that are in key locations that density is something that we would like to see. The connectivity to light rail in the Ainslie example, the future connectivity potentially for these sites. The proximity, yes, to employment lands, in particular for this site. The fact that it is commercially zoned. There is consistent heights right across that kind of spine that runs through National Circuit and Dominion Circuit in Forrest, there are varying heights, some of which are adjacent to existing residential areas. So I think that the planning has been quite clear that one, we want to see increasing density in well-located areas, and two, this site provides that opportunity.

ACTING CHAIR: Can you then tell me where in that Barton area there is eight storeys opposite residential areas?

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Mr Green: I will just see if we have got that information with us.

Mr Steel: The site context is also different on this site because there is RZ2 residential abutting the area that is subject to this major plan amendment whereas in Ainslie it is RZ1. So there is a—

ACTING CHAIR: Yes, well, it will be upzoned assumably with a missing middle in Ainslie?

Mr Steel: Not as part of the missing middle housing design guide in terms of there is no change to the zone proposed as part of that particular major plan amendment.

ACTING CHAIR: No, I mean for the residential for that across the road because you are saying it is RZ2 across the road on this one and RZ1 in Ainslie.

Mr Steel: On this one and it is RZ1. Yes, yes, but that is not—

ACTING CHAIR: But the RZ—

Mr Steel: The zones are not changing in the missing middle housing reform if you go—

ACTING CHAIR: The RZ1 though, but you will be able to put more—you know, you will be able to densify it, yes.

Mr Steel: Within the RZ1 zone, but they will be—yes, but there will also be more permitted in the RZ2 zone as part of those reforms as well. So there is an expectation, I guess, of greater height in the RZ2 zone under the missing middle housing reforms which would permit up to three stories. So it is not in terms of a step down from sort of what is medium density development, we are talking about sort of step down from medium density to medium density in this particular location.

ACTING CHAIR: Okay. I mean, will you take on notice about the setbacks and what law are we looking at? See, there is less controls that I can see in a commercial area than in a residential area. Would that be a fair statement?

Mr Green: I think what we have probably—where we are at is that we are in an outcome focus planning system. So the specificity around setbacks is being derived through how it integrates and sits within its setting. So rather than having arbitrary time setback limitations, it is up to the proposal, the consultation that goes on with a future development proposal, to really understand in that space whether that is appropriate or not.

So this is not sitting a minimum height for example, it is setting a maximum height. It is not setting minimum or maximum side or rear or front setbacks, what it is providing opportunity to, in the context, look at a development opportunity that seeks to deliver not only what the territory plan says, but what the design guide also requires. So there must be consideration of the urban design guide, there must be consideration if it is residential development of the multi—of the residential design guide, multi-unit design guide. So the way that the planning system operates has shifted since the new system came in from being less about metric and rule control to getting the right outcome in the context of each site because each site is different.

ACTING CHAIR: Yes, so you are going to take it on notice and explain why Ainslie got setbacks? You know, in an outcomes-based framework, why is it that Ainslie got setbacks 12 and a half metres facing the street, but Forrest does not?

Mr Green: I will take on notice the consideration and describe—noting that Ainslie is already an approved dependent—what that consideration was.

ACTING CHAIR: Yes, because I am interested in the outcome, why one outcome is sort of different to another outcome.

Mr Green: Yes, I understand completely. And the part of this is also, we do have assessment requirements built in here. So there are things that, absolutely, we want to be taking control of, height being one of those things. We could have made a decision to not include a height limit, but I do not think that is where we are at. That is certainly not the comments that we receive from community. And so there are many considerations going to where we land. The other element, of course, are technical specifications which are part of the planning system, where that kind of more granular detail is provided as effectively a bit of a benchmark to inform proponents on what we would reasonably expect. But it is open for them to present different proposals.

ACTING CHAIR: So can you take on notice too an explanation of why a good outcome for Ainslie is 21 metres and why a good outcome for Forrest is 26 metres? Like, why is it different? And if somebody were to come forward with 35 metres, is that a good outcome?

Mr Green: I think I have said that I would take on notice what the Planning Authority's considerations were for the controls that were put into the Territory Plan and technical specifications provided and how they relate to Forrest. I think that will answer the question that you are putting to me.

ACTING CHAIR: All right, yes, because I am just keen on the different outcomes. Ms Tough, do you have any more questions?

Mr Chris Steel MLA: The answer to the Member's question is as follows:

In response to the questions about what considerations were given with respect to the Territory Plan for Ainslie and Forrest:

- why Ainslie has got setbacks on a residential street and why Forrest does not; and
- why a good maximum building height outcome for Ainslie is 21 metres and why a good outcome for Forrest is 26 metres

Territory Plan considerations for Ainslie and Forrest

- **District Strategies**

- Ainslie

- The Ainslie Football Club redevelopment site is identified as a 'Category 3 change area' identified in Figure 11 of the Inner North and City District Strategy and change can occur in 0-15 years.

There are no principles or objectives identified for the Ainslie Football Club site in the district strategy.

Forrest

Section 19 Blocks 5, 6, 9, 11 and 12 Section 19 Forrest are identified as 'Key Site 1 – Category 2' in the Inner South District Strategy where detailed planning can proceed, consultation needs to occur, and change could happen within 0–10 years. The current sites are zoned as either Residential RZ1 Suburban or Commercial CZ6 Leisure and Accommodation and are identified as having potential to be rezoned to Commercial CZ5 Mixed Use Zone, which could support uses including residential. The district strategy includes a principle that suitable landscaping to the Dominion Circuit frontage to reflect the residential character opposite is provided.

In response to the district strategy principle, DPA-B Forrest contains a landscaping assessment requirement for Blocks 5, 6, and 9 Section 19, to ensure that landscaping to the Dominion Circuit frontage is provided to reflect the residential character opposite.

- **Site context**

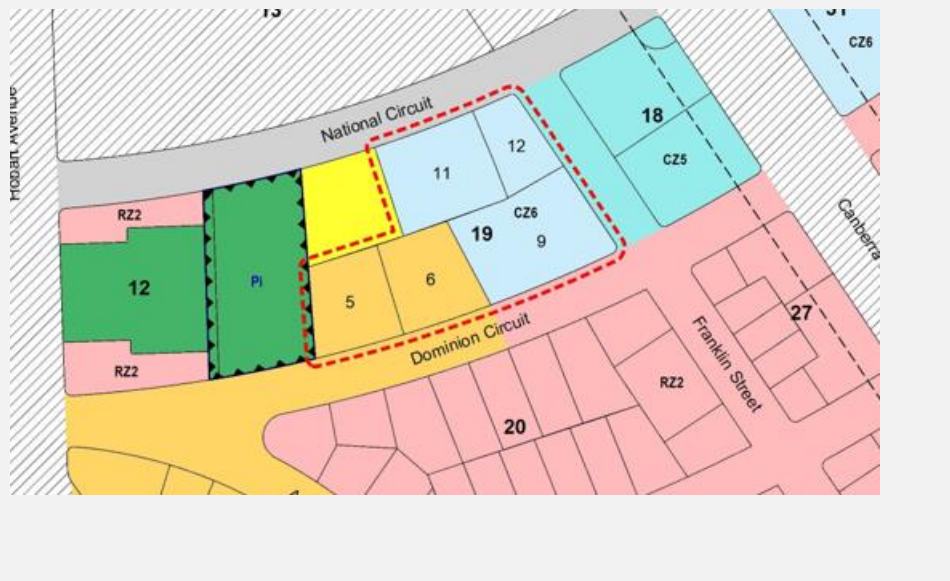
Ainslie and Forrest

Ainslie (Angas Street frontage) faces a predominantly RZ1 zoned area to the east, whereas Forrest (Dominion Street frontage) faces a RZ2 zoned area to the south, with a range of other zones (including commercial, restricted access recreation and community facility) and land uses located to the north and east of the Forrest site (including community facilities, sports and recreation, commercial and multi-unit residential development).

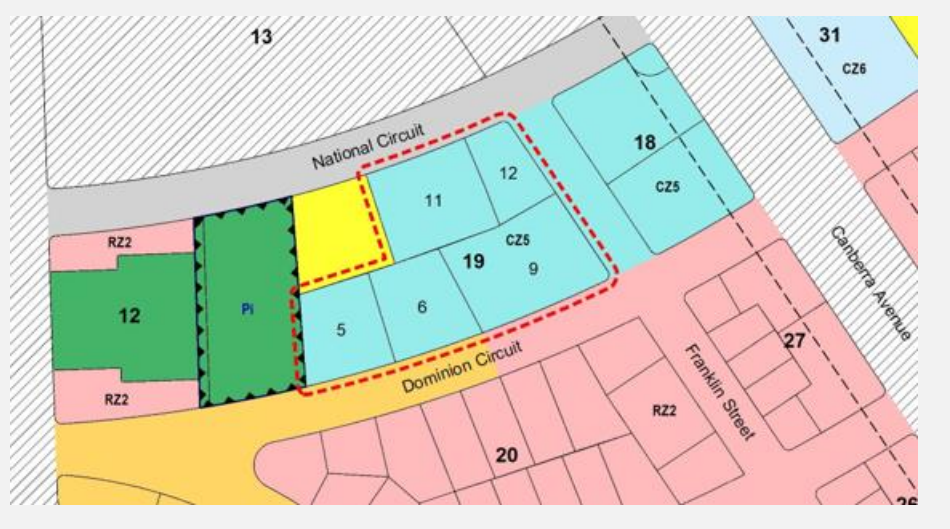
Setbacks to Angas Street are appropriate for the Angas Street frontage with interface to a RZ1 zoned area. The RZ1 Suburban Zone Policy Outcome 1 is to “achieve and/or maintain low density residential neighbourhoods in suburban areas.” Alternatively, the RZ2 Suburban Core Zone Policy Outcome 1 is to “Facilitate development or redevelopment of sites within reasonable proximity to local services to achieve a mix of low to medium density housing.”

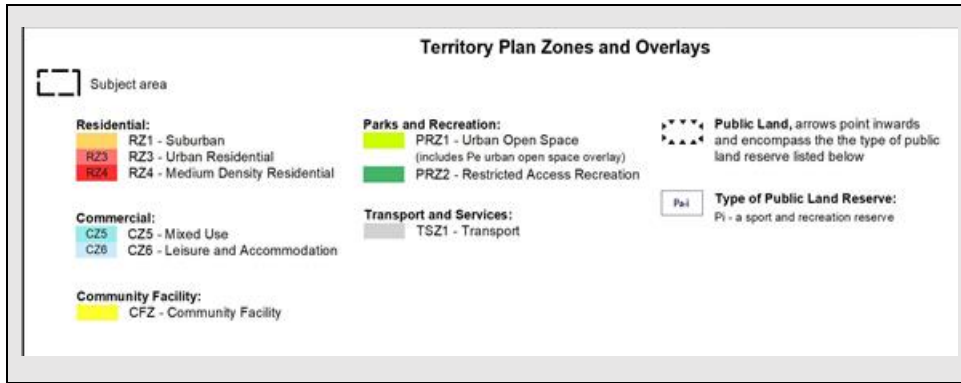
In relation to residential building heights, the Missing Middle Housing Reforms (MMHR) (contained in DPA-04 and associated documents) proposes a number of changes to the Residential Zones Policy (policy) and Residential Zones Technical Specifications (specifications). Notably, the proposed policy now specifies maximum heights in terms of storeys, rather than specifying a maximum height in metres with these now defined in the specifications. The proposed policy will allow maximum heights of 3 storeys (10.5m) in RZ2 zoned areas for multi-unit development, whereas RZ1 zoned areas will retain 2 storeys (8.5m). Both of these zones have a current maximum height restriction of 2 storeys in the Residential Zones Policy of the Territory Plan. These changes, if approved, will provide greater opportunity for Missing Middle housing (i.e. townhouses, terraces, duplexes and low-rise apartments) to be developed in the RZ2 zone, providing an appropriate transition to the proposed CZ5 Mixed Use Commercial Zone.

Existing Territory Plan map – Forrest Section 19 Blocks 5, 6, 9, 11 and 12



Proposed Territory Plan map – Forrest Section 19 Blocks 5, 6, 9, 11 and 12



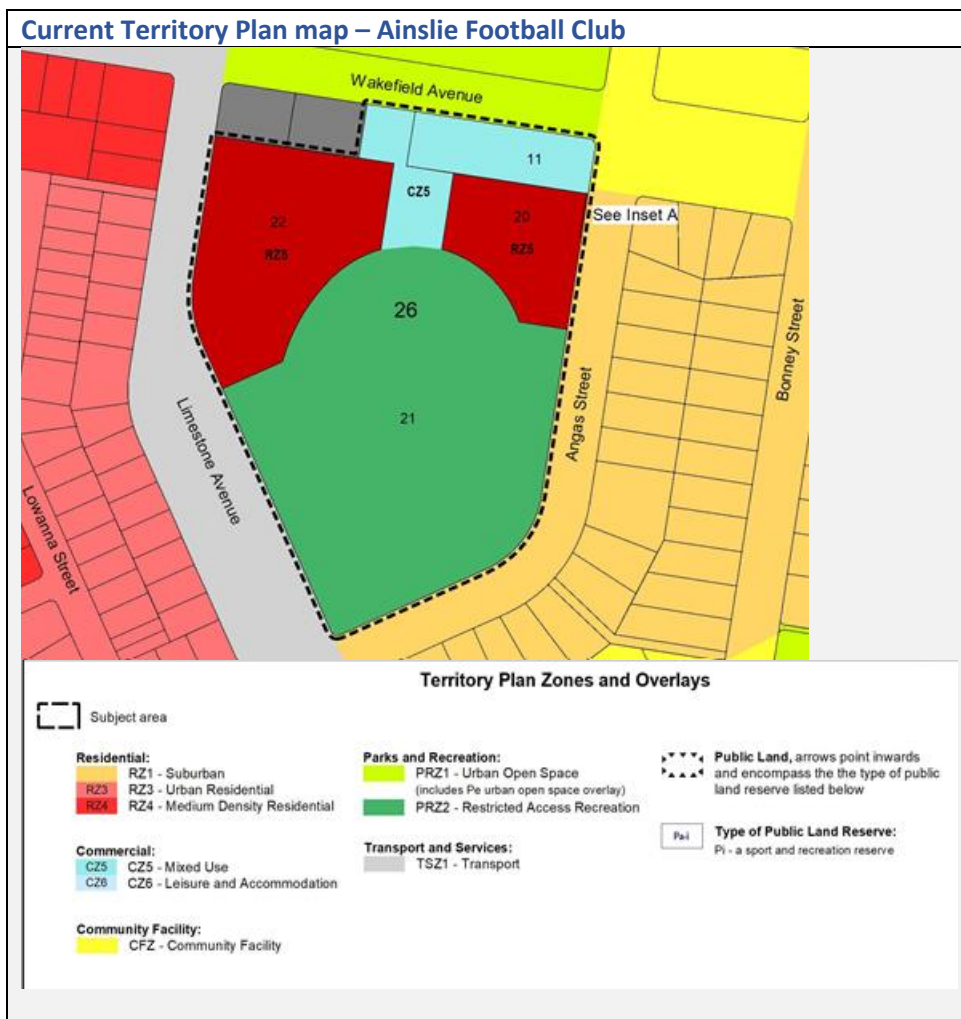


The above figures indicate existing and proposed zoning for Forrest and demonstrate that the only dwellings adjacent to the site are across Dominion Circuit and are zoned RZ2.

- Zoning Differences**

- Ainslie

- o Ainslie Football Club site is located within a predominantly residential context, RZ1 to the east and RZ3/RZ4 to the west.



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It should be noted that the MMHR (DPA-04) propose increased height limits for multi-unit housing in the policy and the specifications:

- RZ3 - 4 storeys in the Policy and 14 metres in the specifications
- RZ4 - 6 storeys in the Policy and 21 metres in the specifications
- RZ5 - 7 storeys in the Policy and 24.5 metres in the specifications.

Forrest

Blocks 9, 11 and 12 in Section 19 Forrest are currently zoned for Commercial purposes in the CZ6 Leisure and Accommodation zone.

A seven-storey hotel, including 227 hotel rooms, a restaurant and bar, meeting and function rooms, and a range of recreational and personal services of 23 metres in height from ground level not including roof top plant was approved for Block 9 Section 19 Forrest on 8 March 2017. The development site was assessed under the existing Commercial CZ6 Leisure and Accommodation Zone under the Territory Plan. The former planning and land authority (the Authority) considered the height and shape of the proposed building, and the proposed landscaping of the site, in the context of nearby existing and recently approved buildings along National Circuit and Canberra Avenue. The Authority concluded that the proposal would be compatible with development in the area.

The Authority also considered the potential impacts on nearby residential land in terms of shadowing, overlooking, noise, traffic and parking. The conditional approval considered that any potential impacts on the residential development were adequately addressed.

The change in zoning for the blocks identified in DPA-B to Commercial CZ5 Mixed Use Zone in accordance with the recommendations of the Inner South District Strategy reflects the mixed use residential and commercial nature of proposed redevelopment potential for the site.

The post-consultation change in DPA-B from 7 storeys in height to 26 metres takes into account higher commercial floor to ceiling heights. This a maximum height level and the final design presented in a development application (DA) may be lower noting that all assessment outcomes need to be met. These assessment outcomes include considerations about landscaping on Dominion Circuit, setback for tall building elements or for ground floor commercial uses, vehicular access to protect residential amenity, and mitigation of noise and overlooking impacts to adjoining recreation and community uses. A design response report against the Housing Design Guide and Urban Design Guide is also required as part of any DA for the site.

It is also noted that the National Capital Authority was consulted about DPA-B and has no objections to the proposed zone changes and proposed maximum building heights for the site.

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Approved for circulation to the Standing Committee on Justice and Community Safety

Signature: 

Date: 12 / 1 / 26

By the Minister for Planning and Sustainable Development, Chris Steel MLA