



LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY

STANDING COMMITTEE ON PLANNING AND URBAN SERVICES

REPORT NO.60

NOVEMBER 2000

TUGGERANONG LAKESHORE MASTER PLAN

Recommendations

The committee recommends that:

- **that the government, in order to ensure the greatest possible community input and understanding of the process of master planning for an area, outline the consultative mechanism, recording process (including access to documents) and outline suggested timeframes to apply to the master planning process.**

In this regard, the committee suggests that the Minister for Urban Services consider issuing an Executive Direction to PALM in relation to the process of master planning (as he has done already in relation to the process of preparing section master plans).

- **that the *Tuggeranong Lakeshore Master Plan* be revised to take into account the following:**
 - development site 1 is not supported. The committee notes that this site is currently ‘urban open space’. The government recently announced that it would not proceed with proposals to develop any such sites (with two exceptions, neither of which is affected by the *Tuggeranong Lakeshore Master Plan*)
 - development sites 2-4 are supported
 - development sites 5-7 are not supported by two members of the committee (Mr Rugendyke MLA and Mr Corbell MLA) because they consider the visual and environmental impacts of residential development would be excessive;

The Standing Committee on Planning and Urban Services was established on 28/4/98 to inquire into and report on planning and lease management, road and transport services, housing and housing assistance, government purchasing and public utilities purchasing, electricity industry and regulation, construction industry policy, parks and forests, private sector employment inspectorate, building services, environment, heritage and municipal services and any other related matter (resolution of appointment, as amended on 25/11/99).

Committee members

Mr Harold Hird MLA (Chair)

Mr Dave Rugendyke MLA (Deputy Chair)

Mr Simon Corbell MLA

Secretary – Mr Rod Power

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however, one member (Mr Hird MLA) considers that some residential development is appropriate provided it is of appropriate scale, density and in harmony with the environment. It would need to be based on stringent development controls prepared by PALM in accordance with the existing Territory Plan conditions relating to environmental protection for the area. Mr Hird points out that the Territory Plan currently allows some development on sites 5-7 and that any change of land use would require a variation to the Territory Plan which is ultimately an Assembly decision and requires significant public consultation

—development site 8 is not supported (again, the committee notes this site is currently ‘urban open space’ on the Territory Plan)

—development site 9 is not supported (the committee notes that it is currently shown as ‘urban open space’ on the Territory Plan)

—development site 10 (also currently shown as ‘urban open space’) is not supported due to its awkward location and inaccessibility

—development sites 11-15 are supported

—development sites 16-18 are supported but explicit controls must apply to ensure adequate carparking spaces are retained, both during and after construction

—development site 19 is not supported (again, this site is currently shown as ‘urban open space’)

—development site 20 should be reviewed to ensure that its ‘gateway’ location can maximise its use for employment-generating activity

—development sites 21-25 and 27 are supported though tight development controls are needed in order to preserve river corridor views

—development sites 26 and 28 are supported.

In addition to these recommendations, the committee draws attention to the possibility that local members of parliament might perform a useful role in the master planning process (especially in the detailed evaluation of particular master plans). It is the members of each electorate who possess detailed knowledge of local issues and personalities, and it also is these members who have a keen interest in the outcome of the master planning process. In other parts of Australia, local councillors would be involved in assessing master plans for areas of their electorates; of course, in the ACT, the local and state roles are combined in the one body.

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[Source: *Tuggeranong Lakeshore Master Plan*]

1. CONDUCT OF THE INQUIRY

1.1. On 2 September 1999 the Minister for Urban Services (Mr Brendan Smyth MLA) tabled the *Tuggeranong Lakeshore Master Plan* (dated August 1999). On the same day, the Legislative Assembly resolved that:

The *Tuggeranong Lakeshore Master Plan* be referred to the Standing Committee on Urban Services for inquiry and report.

1.2. On 18 and 21 September 1999 the committee placed advertisements in the local media inviting public comment on the *Tuggeranong Lakeshore Master Plan*. The advertisements stated that the committee was scheduling a public hearing on the Master Plan on 12 November 1999.

1.3. At this public hearing, which was also attended by Brindabella members Mr Wood MLA and Mr Hargreaves MLA, the following organisations/people addressed the committee:

—PALM: Mr Hawkins (Executive Director), Mr Collett and Mr Ginakasis

—Mr Bell (representing residents of the Bridgewater residential development in Greenway)

—Ms Anderssen [local resident]

—Mr Smith [local resident and town planner].

1.4. On 5 and 8 February 2000 the committee placed further advertisements in the local media advising that another public hearing would take place on the Master Plan on 10 March 2000. The advertisements invited members of the public to contact the committee if they wished to appear at that public hearing.

1.5. At the public hearing on 10 March 2000, the following organisations/people addressed the committee:

—Mr Key and Mrs Perera [local residents]

—Mr Mitchell, Ms Kuilenburg and Dr Perera [local residents]

—PALM: Mr Hawkins (Executive Director), Mr Collett and Mr Gianakis.

1.6. On 15 September 2000, PALM again appeared before the committee (Mr Hawkins and Mr Gianakis).

1.7. Arising out of the call for public submissions, the committee received nine submissions whose contents are summarised in chapter 4. In line with its usual practice, the summaries – wherever possible - contain quotations from the submissions. In alphabetical order, the submissions were from:

- Geraldine Anderson

- Harvey Bell, on behalf of the owners of 'Bridgewater' residential development in Greenway
- Canberra Property Owners Association Ltd
- Elaine and Ewan Hazell
- Ray Key and Lorraine Perera
- Peter and Pamela Mitchell, and Louise Kuilenburg
- Dr Asoka Perera
- Malcolm Smith
- Tuggeranong Community Council Incorporated.

1.8. The committee regrets the delay in tabling this report. The committee's heavy workload and limited staff resources have caused the delay.

1.9. *The committee wishes to thank all those who contributed to the inquiry.*

2. BACKGROUND TO THE MASTER PLAN

2.1. When tabling the Tuggeranong Lakeshore Master Plan on 2 September 1999, the Minister for Urban Services stated:

As part of the 1998 ACT election campaign, the Liberal Party pledged to develop a Master Plan for Tuggeranong Lakeshore and surrounding areas. A consultant was engaged by PALM in December 1998 to undertake this study. A final Master Plan has been published, following a six-month period involving two extensive rounds of community consultation...

The Master Plan is a vision for the future and a development strategy... [It] is not a detailed development control plan. The Master Plan will be used by the government to help determine public works initiatives and maintenance operations, advise Canberra Urban Parks and Places on the management of public spaces and provide input to the Infrastructure and Asset Management Group's land release program, as well as providing input to PALM's consideration of future variations to the Territory Plan.

The Master Plan provides a framework to permit additional development, including residential, to revitalise the Tuggeranong Town Centre and to improve the use of facilities and public areas. Furthermore, the provision of a range of housing types within - or in proximity to - a town centre is in accordance with the principles for sustainable development and the Territory's obligations under the national greenhouse strategy...

Over time, implementation of the Plan will see an improvement to public amenities, including pedestrian lighting, increased opportunities for recreation and entertainment facilities, a village green, facilities for the aged and increased opportunities for people to live on the lake edge and in the town centre.¹

2.2. In answer to a question on the same day about residential development, the Minister for Urban Services stated:

Oxley residents have raised some concerns... The reporting of it would have it that the government is going to build a Queensland-style development right on the lake foreshore, right on the water. This is not so. There is an area bound by Mortimer Lewis Drive that already has an allowance for development in it. We have said that it would also be appropriate to allow residential development inside that area. This is an area that maintains the green buffer between development and the lake foreshore itself... In regards to those specific concerns, the experts from PALM went out and did a line-of-sight study, and they tell me that the impact on views will be minimal, if any at all.²

2.3. The Master Plan states:

Sixteen lakeshore open space areas are identified for progressive improvement, as well as 28 development opportunities...³ [These sites are at present] vacant or under-utilised...⁴

Several [of the 28] development sites will be dependent on variations to the [Territory] Plan. These include changes to the existing land use policy for

¹ Hansard 2/9/99

² *ibid*, answer to question

³ *Tuggeranong Lakeshore Master Plan* August 1999 p4

⁴ *ibid* p18

development sites 5-8, the “commemorative site” (site 9) and the “village green” (site 19).⁵

The Territory Plan variation process has not yet commenced.⁶

2.4. The 16 lakeshore open space areas and 28 development sites are described in detail in the Master Plan. **Relevant portions of the Plan are reproduced in the following chapter, along with a map of the Tuggeranong lakeshore (also reproduced from the Master Plan).**

2.5. PALM told the committee that, in relation to development sites 5-7:

There are controls in the Territory Plan over that site... [which] should be carried forward to control any residential development. Whilst allowing a change from the land uses currently identified there to include housing, those control should stay, and they may have the effect of modifying the density or the form of that housing...

Perhaps 100 to 200 [residential] units [would be built on these sites.]

It was the fact that there was weak demand [for ‘Entertainment, Leisure and Accommodation’ type of uses] — and would be weak demand for a long period of time [on these sites] — that led us to suggest that those uses be expanded to residential... It is not... needed for the purpose that was originally intended, and the variation process for the Territory Plan is intended to test... [community reaction].

[In relation to noise abatement measures, PALM stated] noise abatement recognises the fact that there are significant traffic numbers using [nearby] roads, but they are not particularly high impact by national standards. The noise abatement measures that were anticipated, in advance of more detailed analysis, might include heavier glass... or even double glazing for that residential development closest to the road...⁷

There was always [the] intention of having development in that area, which would have an impact on views. The accepted legal principle is one of sharing of views. Hence, there will be some impact and it requires sensitive management.⁸

[PALM considers that residential development on the sites] would be only marginal in terms of the total impact on the views... I think that there will be some additional residential roofs visible from the upper parts of Oxley if the Territory Plan variation that we are recommending was to go through, but I think that when it is seen in context [of maturing trees, controls on new housing location and height, and retention of distant vistas], it is not a significant detriment to the amenity of the residences in Oxley.⁹

⁵ *ibid* p4

⁶ *ibid* p19

⁷ Mr Collett [PALM] *Transcript* of public hearing on 12/11/99

⁸ Mr Hawkins [PALM] *Transcript* of public hearing on 10/3/00

⁹ Mr Collett [PALM] *Transcript* of public hearing on 15/9/00

3. THE TUGGERANONG LAKESHORE MASTER PLAN — DEVELOPMENT AREA PRINCIPLES FOR THE 16 LAKESHORE AREAS AND 28 KEY DEVELOPMENT SITES

3.1. This chapter reproduces that portion of the *Tuggeranong Lakeshore Master Plan* that sets out the proposed development area principles.¹⁰ These are of two types: principles for the lakeshore open space areas, and principles for the development sites. Together, they form the core of PALM's 'vision' for future use of the lakeshore. All of the public comment received by this committee on the Plan [summarised in chapter 4] centres on the development sites. Both lakeshore areas and development sites are shown on the map labelled 'Diagram 4', which also is copied from the Master Plan.

DEVELOPMENT AREA PRINCIPLES

Development area principles have been prepared based on a 10-15 year time horizon, within which the staging of land release and development will be determined by a number of factors including community support, funding capacity and development market conditions.

Lake, Catchment & Environmental Principles

All foreshore and river corridor development is subject to the water quality and environmental standards required by ACT planning and environmental legislation and their associated management plans. The cost of augmenting site services, access and environmental protection measures to meet ACT requirements will be the responsibility of the respective developers.

LAKESHORE OPEN SPACE AREAS

Sixteen lakeshore areas have been identified, as shown on the Master Plan map.

Lakeshore Areas 1 & 3

Lakeshore Zones 1 and 3 are directly associated with adjacent housing and wildlife areas, and are accessed via local residential streets. They are unsuited for intensive recreational development and any uses that may generate traffic or other conflicts with residential amenity. Improvements should be limited to selective upgrading of landscape and low intensity passive recreation uses, such as picnic areas, fitness structures, bird watching sites and waste bins. Picnic areas should be located adjacent to existing parking areas, with suitable separation and screening from adjacent housing. Additional parking should be excluded as well as barbecues public toilets and other facilities that may increase external usage. Provision of isolated bird watching sites will need to incorporate appropriate design and management measures to limit misuse and vandalism. Landscape improvements will need to take into account issues of community safety.

Lakeshore Area 2 (Northern Gateway)

This zone is an integral part of the northern "Gateway" for the lake and requires comprehensive landscape upgrading to improve the main northern approach for visitors and residents. The area should exclude visible buildings, structures and miscellaneous signage. View corridors are needed to define lake and town centre views, while providing foreground landscape interest. A detailed landscape design is required including strict guidelines for signage and structures. Landscaping needs to be consistent with lakeshore policies as a whole. This could be achieved solely as low maintenance parkland, or with suitable low-intensity recreational uses, such as par 3 golf course, with any vehicular access required from Athllon Drive. All uses in this area need to be compatible with the water quality and wildlife habitat

¹⁰ *Tuggeranong Lakeshore Master Plan* August 1999 pp22-29

functions of the adjacent wetlands, as well as complementing adjacent residential areas.

Lakeshore Area 4

This zone centres on the inlet opposite Bibb Place, and is proposed as an upgraded water recreation node, to complement existing Sea Scout and College uses. This area has good vehicular access from Mortimer Lewis Drive, well established landscape, parking, beach and boat ramp facilities and is somewhat removed from adjacent housing. Subject to upgrading of the existing landscape buffer and parking, this area can support additional water recreation activities, including boatshed, water safety, hire facilities and minor concessions. The adjacent lagoon adds interest to the area and opportunity exists for limited improvements such as barbecue, playground and picnic facilities. Concession uses might include a local shop or kiosk that also serves adjacent residential areas.

Lakeshore Area 5

As with Area 4, this area has good vehicular access from Mortimer Lewis Crescent as well as established parking and beach facilities. It is the most accessible public recreation area on the eastern foreshore and has capacity for substantially increased recreation use. The broad promontory forming the northern half is most exposed, but also the most versatile for multi-purpose use, including onshore marshalling and rigging for sail craft, major outdoor events and festivals. To retain this capacity, barbecues, picnic tables and structures should be located at the carpark or lake edge, rather than centrally. The shallow cove forming the southern half is narrower, more sheltered and better suited to passive uses, barbecue and picnic facilities. The whole zone requires additional shelter planting, but with emphasis on shelter for the southern half.

Lakeshore Area 6

Together with Area 7, this area frames the "commemorative site" on the eastern foreshore and is best retained as open parkland directly facing the town centre. However the site is relatively well treed and screened from Drakeford Drive, such that longer-term development could be accommodated in the eastern half and related to the vehicular access required for the adjacent "commemorative site".

Lakeshore Areas 7-8

These two areas are key "view corridor" areas for the town centre and should remain undeveloped apart from improved pedestrian access and low height landscape that does not obstruct views of the lake.

Lakeshore Areas 9-10

These two zones are relatively inaccessible and are best retained as a landscape buffer zone and passive recreation area for adjoining development areas, with an emphasis on more intensive landscape development. Vehicular access from Drakeford Drive is not feasible for these areas.

Lakeshore Area 11

This extended zone adjoins undeveloped town centre commercial areas south of Soward Way and benefits from an ideal north-east aspect with direct water views and access. Upgrading of the existing pathway system and public access will allow parkland amenity to be shared with adjoining future town centre development, as occurs in northern lakeshore areas. A landscaped linear parkland of 30 metres minimum width is proposed to better utilise this setting.

Lakeshore Area 12

The site is a special asset requiring the maintenance of existing urban quayside amenity, while encouraging the diversification of lake frontage uses. The recent introduction of lakeshore bistro uses at the Arts Centre and watercraft hire from the library pontoon are examples of the mixed-use activity envisaged.

This potential could be realised by localised sublease, concession and licensing arrangements, as well as some carefully controlled small-scale redevelopment in key locations. Subject to such arrangements, this established setting could facilitate early development, in contrast with sites requiring a Territory Plan variation. The relatively inactive lakeshore frontages of the Library, College and Community Centre are key opportunities for this diversification of quayside uses or alternatively via a floating pontoon adjacent to the Community Centre.

A new outdoor cafe associated with the Arts Centre is being introduced. Similarly, the vacant site between McDonalds and KFC could accommodate additional food services. This site could be used to diversify the mix of food outlets in this key location and to take advantage of the well-developed terraces and pergolas overlooking the lake.

Lakeshore Area 13 (Town Park East)

Within the Town Park zone, no major building development is proposed, apart from the Village Green (development site 19) and land between the aquatic centre and skateboard park. Additional barbecue and picnic facilities need to be considered adjacent to the main swimming area, together with landscape enhancement of the boundary axis and development of the outdoor amphitheatre facilities. Additional playground and activity areas also need to be considered for a wider range of age groups, with appropriate age separation and access controls. Where possible, additional toilets, change areas and similar amenities should be associated with other activity centres or new developments, for ease of access and extended surveillance (e.g. Village Green).

Lakeshore Area 14 (Town Park West)

This area, incorporating the existing skateboard park, is a focus of active teenage recreation. New facilities, whether public or private, are best located in this area to facilitate access, park management and security. The area is highly visible from the Athllon Drive dam crossing and should be reserved for special purpose outdoor activities that allow the landscape character of the foreshore to be retained. The area provided for by the Territory Plan as 'Restricted Access Recreational' should be expanded to allow uses such as these and others which may emerge.

Lakeshore Area 15 (Western Gateway)

This area at the junction of Athllon Drive and Anketell Street is effectively the western "Gateway" of the town centre and coincides with the historic "boundary axis" identified in the Territory Plan. With future development of the prominent adjacent development sites 20, 21 and 22, this location will attain even greater significance, requiring a more distinctive urban design and landscape treatment as a landmark node. This should include streetscape upgrading of Anketell Street as a major avenue approach to the Town Park and town centre.

Lakeshore Area 16 (Pedestrian Bridge)

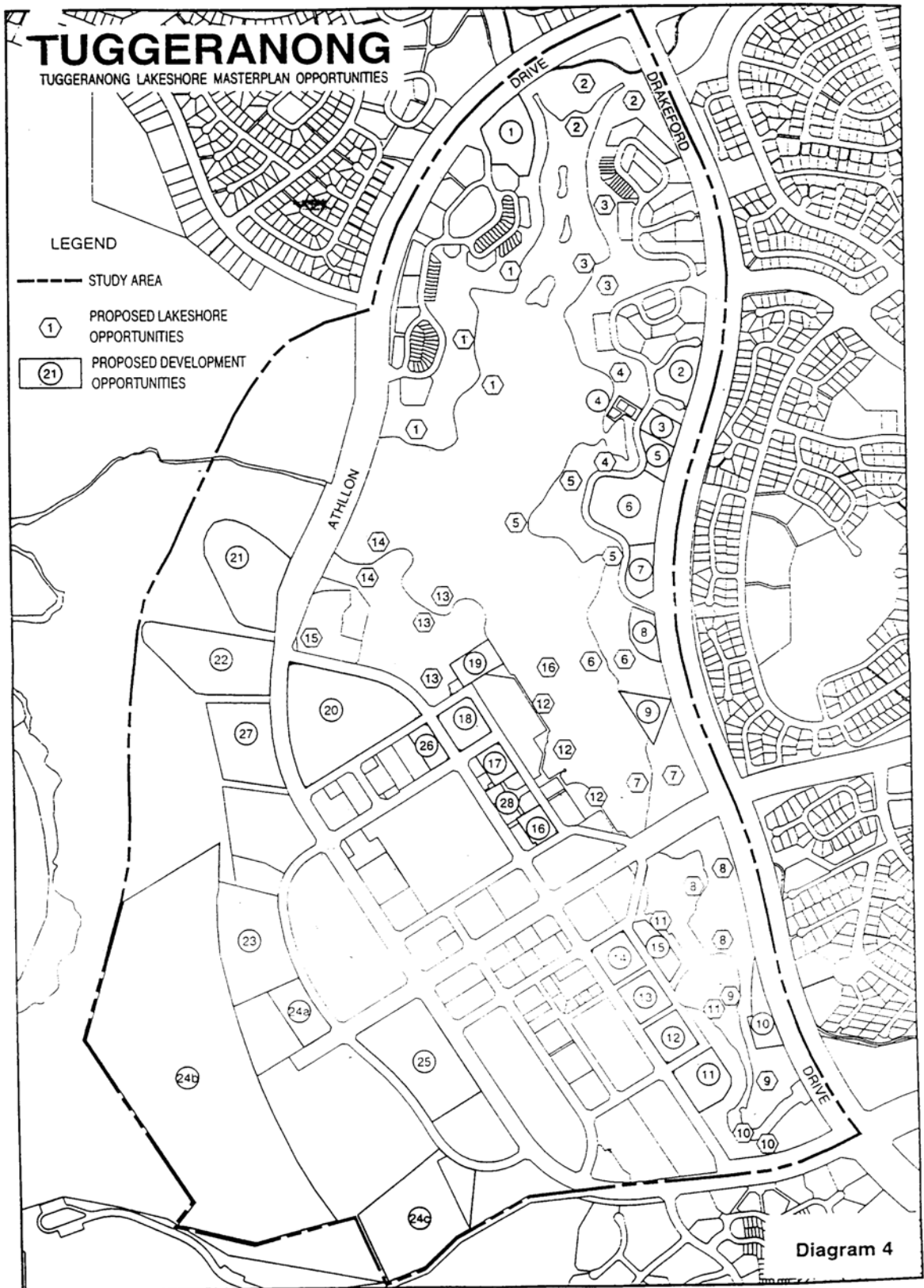
Opportunities for a pedestrian lake crossing are constrained by central basin water activity zones and are effectively limited to the Village Green" area where the Town Park joins the College. A pedestrian link in this location has the potential to unite the relatively isolated eastern foreshore with the Town Centre and to directly address the issue of restricted eastern access to the Town Park. Several sitings are possible, related to either the boundary axis or Cowlshaw Street alignment.

Detailed investigations are required to test the feasibility of this link, including measures for watercraft and lake maintenance access, as well as basic hydrology and flood retardation. It is initially envisaged as an extended jetty or boardwalk, similar perhaps to the existing Community Centre pier, rather than an elevated engineering structure. Incorporation of suitable water recreation components, as suggested by Tuggeranong youth groups, could extend its role and attract commercial interest in its funding, development and maintenance.

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This initial suggestion came from a range of youth groups as part of a young peoples' planning initiative. It has the advantages of improving access to the town centre particularly for those without private vehicles, strengthening the image and attraction of the lake and encouraging better use of public facilities.

The most significant issue however would be the capital cost of the initiative. The construction and siteworks would run to millions of dollars with the final cost dependant on design. There is no government support for such expenditure and the advantages of the initiative, although real, are not substantial enough to give this project priority above other imperatives for public funding.



DEVELOPMENT SITE PRINCIPLES

Twenty-eight key development sites have been identified, as shown on the Master Plan map.

Development Site 1 (Pt. Block 23 Section 20)

This area is immediately accessible from Athllon Drive via Blackett Street and can be developed with limited impact on adjacent parkland, residential areas, lake views or northern gateway areas. As with existing residential development, a minimum lakeshore setback of 30 metre can be maintained, incorporating appropriate landscape screening. The site is well suited to low-scale residential development, with appropriate separation and screening from the adjacent residential development.

Development Site 2 (Block 2 Section 30)

This vacant site is identified for residential development by the Territory Plan and is adjoined by existing two-storey housing. It has excellent parkland and lake views and is well screened from Drakeford Drive. The site is well suited to two-storey residential development, possibly as two separate parcels to reflect the scale of adjacent residential developments. Noise abatement measures may be required to protect the development from excessive traffic noise from Drakeford Drive.

Development Site 3 (Block 9 Section 29)

This vacant site is identified for residential development by the Territory Plan. In addition to residential development there maybe the potential to provide aged accommodation through either single storey aged-person units in a communal garden format or apartment. This will need to be carefully considered given the distance of the site from public transport and facilities. As this area, and the whole northern sector of Greenway, is poorly served by local convenience shops, allowance for a local shop or kiosk has been included in the adjacent water recreation node. Noise abatement measures may be required to protect the development from excessive traffic noise from Drakeford Drive. The existing playground located on the this block should be relocated to a nearby lakeshore location.

Development Site 4 (Pt. Block 23 Section 20)

This site, which includes beach, boat ramp, Sea Scout and college boathouse facilities, is ideally suited to upgrading as a water recreation node on the eastern lakeshore. Extension of the Sea Scout premises is currently planned and area is available for similar facilities, including additional parking. A comprehensive development and landscape plan is required; including provisions for peak uses associated with triathlon activities, regattas and the like. As noted previously, the area has good vehicular access from Mortimer Lewis Drive and is separated somewhat from adjacent housing. The area can support additional water recreation activities, including boat shed, water safety, toilets and change rooms, hire facilities and minor concessions. Concessional uses might include a local shop or kiosk that also serves nearby residential areas.

Prior to any construction on Development Site No.3, additional car and boat trailer parking is required in the immediate vicinity to accommodate the existing and future demand associated with this node. Additional carparking can be constructed adjacent to the existing carpark. Forward tree planting should be introduced to screen the carpark from nearby residential. Street lighting should be installed in this location for pedestrian safety, particularly of children using the scout hall.

Due to its relative isolation, this area is not suited to general recreational hire, except where directly associated with organised sailing activities. Commercial assessment indicates that, to be viable, recreational hire should be a single venue within or adjacent to the Town Park. Suitable areas for temporary overflow parking associated with major events also need to be identified, to minimise impacts on

nearby residential areas. Open foreshore areas south of the node appear most suitable. Consideration should also be given to relocating the existing stock proof fence along the kerb of Mortimer Lewis Drive to permit infrequent overflow parking to protect the amenity of nearby residents.

Development Sites 5-7 (Block 2 Section 28)

These sites are identified by the Territory Plan as development sites. They are the largest vacant undeveloped sites on the eastern foreshore. Of particular value is its direct access to Drakeford Drive and to the only pedestrian underpass for the north-east lakeshore. It is thus able to accommodate a range of activities with minimum impact on northern residential areas.

The strategic significance of this site is best served by the retention of the existing Territory Plan 'Entertainment, Accommodation and Leisure' land use policy but with the addition of low scale residential. Entertainment, accommodation and leisure uses should front onto Mortimer Lewis Drive. Residential site planning will need to take into account the potential impact of entertainment and leisure uses (both indoor and outdoor) on residential amenity.

The scale of the site is suited to staged release as three separate parcels, which will allow a more flexible response to development needs and new opportunities that emerge over time. Completion of development on sites 2 and 3, and adjacent lakeshore upgrading, will present new opportunities, as will the "commemorative site".

The proposals for this site have raised concerns from a number of Oxley residents who raised issues regarding the impact of development on views from their properties to the lake and beyond. Whilst there is no provision in ACT planning statutes for the preservation of views, the visual impact of the development will be considered as part of any future proposal to vary the Territory Plan.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the site. These requirements include visual and functional compatibility with the town centre and lake, minimal servicing and structural demand and the management of stormwater. Noise abatement measures may be required to protect the development from excessive traffic noise from Drakeford Drive.

Development Site 8 (Pt. Block 23 Section 20)

This site, while presently identified by the Territory Plan as 'Urban Open Space', is closely associated with adjacent sites 5-7 and the "commemorative site" (site 9). It is relatively well screened from Drakeford Drive and could in the longer term accommodate low scale residential development in its eastern half in conjunction with an access road for the "commemorative site". Its release is best delayed until adjacent site developments are further advanced.

The proposals for this site have raised concerns from a number of Oxley residents who raised issues regarding the impact of development on views from their properties to the lake and beyond. Whilst there is no provision in ACT planning statutes for the preservation of views, the visual impact of development will be considered as part of any future proposal to vary the Territory Plan.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the site. These requirements include visual and functional compatibility with the town centre and lake, minimal servicing and structural demand and the management of stormwater. Noise abatement measures may be required to protect the development from excessive traffic noise from Drakeford Drive.

Development Site 9 (Commemorative Site) (Pt Block 23 Section 20)

To provide a major opportunity for community focus and activity on the eastern foreshore, it is proposed that the existing Commemorative Site be developed as a new cultural, entertainment and leisure precinct.

The site has ready access to the town centre via Soward Way and can be designed as an integral part of the town centre precinct, utilising established landscape axes. The strong landscape definition of the site should remain the dominant design theme, visually containing 1-2 storey terraced quayside development. To best utilise outdoor areas and westward lake views of the town centre and Brindabellas, effective solar and wind protection will be required, and should include advanced tree planting. External exhibition and sculpture garden uses will require similar shelter. Vehicular access is best provided from Mortimer Lewis Drive to the north.

The site's success will depend on the presence of a significant permanent attraction or "anchor" use.

The proposals for this site have raised concerns from a number of Oxley residents who raised issues regarding the impact of development on views from their properties to the lake. Whilst there is no provision in ACT planning statutes for the preservation of views, the visual impact of development will be considered as part of any future proposal to vary the Territory Plan.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the site. These requirements include visual and functional compatibility with the town centre and lake, minimal servicing and structural demand and the management of stormwater.

Development Site 10 (Pt. Block 5 Section 10)

This relatively inaccessible site is well screened from Drakeford Drive and has potential as a self-contained development related to the adjacent ponds and parkland. The site is presently identified by the Territory Plan as 'Urban Open Space' but should be considered for 'Entertainment, Accommodation and Leisure' uses in the longer term.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the site. These requirements include visual and functional compatibility with the town centre and lake, minimal servicing and structural demand and the management of stormwater.

Development Sites 11-14 (DS 11 - Pt. Block 1 Section 66; DS 12- Section 59; DS 13- Section 58; DS 14- Section 57)

This extensive lakeshore area south of Soward Way is identified by the Territory Plan for town centre commercial uses and has an excellent north-east aspect with direct water frontage. These sites are important for future expansion of the town centre and for service industry growth, and also have prime water frontage for community and mixed commercial uses which may enhance the urban character of the lakeshore. It is proposed that Oakden Street frontages incorporate entertainment, leisure and small business uses at street level. Special consideration is required in the detailed planning and design for these sites to provide "attractive" and interactive frontages onto the lake edge.

Development Site 15 (Pt. Block 1 Section 65)

This area is seen as an extension of site 14, but with terraced 2-3 storey walk up residential apartments above street level commercial uses in the longer term. Unrestricted public access around the lake edge will be maintained.

Development Sites 16-18 (DS 16 & 17- Pt. Section 19; DS 18- Section 18)

Existing public carpark sites on the western side of Cowlshaw Street are ideally suited to low-rise urban housing that utilises the north-eastern aspect and lake views over the College, Library and Community Centre. With appropriate development and streetscape guidelines, an exciting mixed-use housing precinct could be achieved, incorporating existing public carparking as part of the development.

Three-storey walk up apartments above street level commercial and community uses is preferred, incorporating two levels of carparking to meet the existing public parking provisions and the demand generated by the development. As with inner city mixed use housing, planning and design will need to address the privacy, security, noise and amenity of residents.

The site currently provides carparking, which is well utilised by adjacent developments and commercial premises including a club. The release of this site will need to assess the ongoing requirement for such parking and ensure that any impact on commercial premises including the club operations are considered as part of the lease and development conditions or in other ways. Similarly, issues of occupant amenity will need to be considered due to the adjacent activities.

Development Site 19 (Village Green) (Pt. Block 3 Section 62)

This area is well located for community development between the Town Park and town centre, and has an ideal north-easterly aspect overlooking the lake. The Town Park represents substantial investment by the Territory and is currently under utilised. The challenge is to increase public activity for a broad range of the community. Potential uses include recreation, food services, entertainment and craft markets, as well as recreational equipment hire. A 1-2 storey village square form of development with a grassed central area is envisaged, which retains the landscaped boundary axis and opens directly onto the lake. Public amenities provided as part of this development should also recognise future Town Park needs, particularly for public and disabled toilets. A variation to the Territory Plan will be required to permit these uses.

Development Site 20 (Block 5 Section 16)

The site bounded by Athllon Drive, Anketell and Cowlshaw Streets is an ideal focus for expansion of residential uses (including aged care facilities) together with limited mixed commercial, entertainment and leisure uses related to the adjoining town centre and Town Park areas. It has good access from Athllon Drive, the bus interchange and commercial core.

As the most prominent undeveloped site of the Western Gateway zone, it requires a high quality urban design and landscape treatment, including upgrading of Anketell Street as the major avenue approach to the Town Park and Town Centre. Active street frontages would be beneficial on Anketell and Cowlshaw Streets to revitalise this area and establish a more active link between the Town Centre and Town Park. This may include a landscaped activity spine, linking Holwell (Scollay) Street to the Town Park and providing internal access and parking. Site access would be limited to Anketell and Cowlshaw Streets, with no frontage access from Athllon Drive.

The site currently provides carparking [that] is utilised by the adjoining club. The release of this site will need to assess the ongoing requirement for such parking and ensure that any impact on commercial premises including the club are considered as part of the lease and development conditions or in other ways. Similarly issues of occupant amenity will need to be considered due to the adjacent activity.

Development Site 21 & 22 (Pt. Block 10 Section 46)

The existing Territory Plan 'Entertainment, Accommodation and Leisure' (8D) land use policy, with the addition of residential uses for these two sites, offers a

range of uses suited to this town centre gateway and river corridor setting. The adjacent aquatic centre and skateboard park will expand the area's recreational role, and the opportunities for complementary development on both sites.

The topographic prominence of site 21 is best suited to uses with compact built facilities that can be carefully sited to reflect site contours, landform and views. The flatter terrain of site 22 is more suited to comprehensive site development or larger structures which may require screening from the Athllon Drive approach, such as indoor leisure, health resort or country club facilities. Both sites require advanced structure planting to ensure landscape integration with their Gateway, River Corridor and Boundary Axis setting.

To safely access these sites, a combined vehicular access from Athllon Drive at the Anketell Junction is required and should include access to adjacent development site 27.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the sites. These requirements include visual and functional compatibility with the town centre and river, minimal servicing and structural demand and the management of stormwater.

Development Site 23 (Pt. Block 10 Section 46)

The site provides a natural expansion zone for existing uses on the western side of Rowland Rees Crescent and is best suited to uses that will benefit from good access to the town centre and views of the river corridor and Brindabellas. These include sports facilities, commercial accommodation and recreation. Further sporting facility development is planned for the area to the south. Development of this site will be required to be consistent with the Territory Plan's 'Entertainment Accommodation and Leisure' land use policy (8D) overlay provisions.

Development Site 24 (DS 24a- Block 6 Section 46; DS 24b & c- Pt. Block 10 Section 46)

The existing Territory Plan's 'River Corridor', 'Urban Open Space' and 'Entertainment, Accommodation and Leisure' land use policies for these sites remain the most appropriate land use classifications. The Territory Plan permits a range of low intensity uses, including recreation, entertainment, equestrian, outdoor adventure, youth and health camps, orienteering and similar activities. Protection of water quality and open space landscape amenity are critical determinants for any development. Site 24a is reserved for an outdoor sports facility.

Development Site 25 (Block 4 Section 13)

This National Land site, between the Department of Social Services (DSS) office complex and Archives Repository, has long been recognised as a comprehensive development site, capable of accommodating a major government department, commercial development or national institution. As with the DSS development, the ability to offer large attractive sites for metropolitan, regional and nationally based enterprises can significantly enhance local development and employment.

In the longer term, the national land classification should be reconsidered with the intention of the land returning to the Territory.

Development Site 26 (Blocks 2 and 4 Section 17)

This site recognises the existing town centre bus interchange and adjacent Anketell Street sites as being strategically significant for future development of the northern town centre. The site is ideally located at the main entry to the town centre and Town Park, with dramatic axial views to the north-east over the park and lake to Mount Taylor. The scenic, community and commercial value of this location warrants a strong vertical emphasis development fully reflects its potential and will effectively promote northern Town Centre and lakeshore development.

Development Site 27 (Pt. Block 10 Section 46)

This area west of Athllon Drive is within the Territory Plan's 'River Corridor' land use policy area and has a number of servicing constraints similar to development sites 21 and 22. However, it has valuable potential for residential development including aged care and other future uses, with good town centre, Town Park and public transport access and excellent scenic views to the Murrumbidgee corridor. A Territory Plan variation will be required to permit residential and it may also be beneficial to introduce 'Entertainment, accommodation and leisure' uses to the site.

Such proposals will also ensure that the current Territory Plan requirements are preserved as development conditions that would apply to any use of the site. These requirements include visual and functional compatibility with the town centre and river corridor, minimal servicing and structural demand and the management of stormwater.

Development Site 28 (Pt Block 20 Section 19)

This area centred on the existing Town Square is a vital link between the Town Centre and Lakeshore, but is ineffective in its current form. A detailed study is proposed to revitalise this area and to improve its effectiveness in linking the town centre with the Lakeshore Area 12.

4. EVIDENCE BY THE PUBLIC IN RELATION TO THE MASTER PLAN

4.1. This chapter summarises the evidence (both written and oral) by members of the public. The material is arranged in alphabetical order.

4.2. Geraldine Anderson:

I am a resident of this study area who attended some of the meetings of the reference group. I am dismayed and disappointed at the final Master Plan because I believe that it does not reflect truly the views and ideas of those who did respond...

The Plan is obviously biased towards development, particularly of residential and commercial type. The Plan ignores the views of the community who responded strongly with a decisive NO to further development and residential development... The lake does not need to have a more urban character...

The Murrumbidgee River corridor should be protected and NO development should take place on Sites 21, 22 or 24b. ...

There should be no residential development on Sites 1, 2 or 3. The lake is too small for greater density of housing...

I submit that the Tuggeranong Lakeshore Master Plan is NOT appropriate for the people of Tuggeranong... [It] must be redrawn with true community input and time allowance.¹¹

4.3. Mr Bell (representing residents of the 'Bridgewater' residential development in Greenway):

I fully agree with the concept of a master plan... but I believe the [present Master Plan] stops short of where it should be, to the extent that it could be misleading to users of this Plan further down the track.¹²

Concerns over the effect of the proposed development site 1 on our homes caused us to take a closer look at the Master Plan... [We are concerned about] the proposed change of zoning of development site 1 from 'Urban Open Space' to 'Residential' use... [and we are concerned about] some of the changes proposed to an important regional public area in the ACT...

The lack of analysis, information or comment [about the proposed] reduction of public land area causes grave concern....¹³

[Also of concern is the effect of the proposal on] local roads in Greenway... The northern end of the lake is accessed from Florence Taylor Street off Athllon Drive and Mortimer Lewis Drive off Drakeford Drive. These roads are relatively narrow and winding with intersections onto the arterial roads. Three of the four intersections are uncontrolled and do not offer a high-level of safety particularly at peak hour. The effect of increased traffic on these roads has not been addressed nor has the cost of upgrading if needed....

¹¹ Geraldine Anderson, submission dated 2/11/99 [emphasis in original]

¹² Mr Bell *Transcript* of the public hearing on 12/11/99

¹³ Harvey Bell, submission dated 3/11/99 p1

[The Master Plan has] a significant number of development sites... [with] a site area shown as TBD. It is assumed this means 'to be determined', but maybe it means 'too bloody difficult'! As development sites 1 and 8 are in this category—and are significant areas of open space of several hectares—the lack of information is misleading...

Appendix 2 [of the Master Plan] refers to lake-edge setbacks generally varying from 30m to 60m in residential areas. A minimum setback of 30 m is proposed for development site 1 and Lakeshore Area 11... 'Bridgewater' is approximately 60m at its closest point and the Plan suggests the proposed adjacent development to be consistently 30m. If it is not the case, then the Master Plan Report should clarify it...

The Territory Plan requires mandatory preliminary assessments in those cases where there is a significant potential for adverse environmental impacts. 'Urban Open Space' is listed in Appendix 2 of the Territory Plan as meeting the criteria. In fact, the overall effect of the Master Plan has significant potential for adverse environmental impacts and it would be prudent to follow the procedures for preparing a preliminary assessment...

The significant disadvantages of land use change of 'Urban Open Space' and the loss of amenity to a major regional public asset could override the development potential, removing the need to proceed with amending the Territory Plan.

The information provided in the Master Plan is incomplete and does not support the significant changes proposed.¹⁴

[In relation to development site 1:] the intersection of Florence Taylor Street and Athllon Drive has unsafe characteristics and widening of Athllon Drive at the intersection would be appropriate for the current traffic—and should be undertaken if further development were permitted....

If the current standards are maintained, an earth noise barrier would be required along Athllon Drive from the bridge over the watercourse to Florence Taylor Street... To construct a noise barrier would result in an embankment possibly 5m high behind the proposed development, which would still not address overview of the site from the bridge. This embankment would also block the view across the lake from Athllon Drive and intrude on the view from the pathway to Urambi Hills.

The Bridgewater development was approved in 1993 and constructed in 1995 being designed to front the 'Urban Open Space'... and even with appropriate separation and screening, significant loss of amenity and privacy would result...¹⁵

The setback of 30m shown on the plans is only half that of the Bridgewater development and is inappropriate given the narrowness of the lake, proximity of the bridge, watercourse, a gross pollutant trap and pathway. A minimum of 60m—and desirably considerably more—is appropriate.

With the buffer zone to Athllon Drive, the lake and the adjoining Bridgewater site, any development would be much reduced in size to that shown on the Plan and isolated from existing development. A group of residential dwellings remote from other development and in the middle of an important view corridor is impractical and inappropriate.¹⁶

¹⁴ *ibid* pp 2-3

¹⁵ *ibid* p4

¹⁶ *ibid* p5

4.4. Canberra Property Owners Association Ltd:

Tuggeranong Town Centre currently has approximately 9000 sq m of vacant retail space... It is very apparent that there is a substantial oversupply of retail and bulky goods space... Without the implementation of the Master Plan, this vacancy rate will remain. The proposed residential infill development is required to support the oversupply of retail space.

It has been well documented that the town centre is lacking cafes, restaurants, bars, nightclubs, leisure and recreation facilities. The major cause of this problem is that the Hyperdome does not have active retail shopfronts, and that there are no existing on-street parking facilities... We believe the Master Plan addresses these issues.¹⁷

4.5. Elaine and Ewan Hazell:

Tuggeranong Lake is a relatively small water feature that is highly dependent on the surrounding green spaces for aesthetic success. The *Tuggeranong Lakeshore Master Plan* proposes extensive residential development around the lake, considerably reducing open space. The net effect will be a serious compression of the overall 'natural' lake precinct by the urban landscape...

The Plan unabashedly sets out a blueprint to the [Lakeshore] potential for commercial gain. The suggested site release program... [shows] 12 sites for residential development and 19 for commercial and other sites...

While there is a stated commitment to greater community access, there will be considerably less space in which this is expected to occur...

There is some vagueness in the wording of the proposed usage of some... areas... to the west of the town centre...

Within the town centre, there are proposed sites for multi-storey residential development facing the lake. These have the potential for buildings to arise that will dominate the present townscape as seen from the eastern side of the lake...

[We would like the committee] to reject the proposed continued urbanisation of Tuggeranong lake foreshore, any development that is close to the Murrumbidgee River corridor, and any town centre lake foreshore development of a residential nature.¹⁸

4.6. Ray Key and Lorraine Perera:

Creation of a Master Plan setting the medium to long term planning direction for a large precinct such as the Tuggeranong Lakeshore is an excellent idea and we participated in the consultation process with enthusiasm... [but] we were disillusioned with the execution of the Tuggeranong Lakeshore master planning exercise. ..

[Whereas the] Chief Minister's *Consultation Protocol* stipulates that at least six weeks needs to be afforded community groups to enable them to consult and prepare a response... [there was only] two weeks for community consultation on the draft report, and only four working days to the closing date following the 19th June public meeting...¹⁹

¹⁷ Canberra Property Owners Association Ltd, submission dated 15/11/99

¹⁸ Elaine and Ewan Hazell, submission dated 2/9/99

¹⁹ Ray Key and Lorraine Perera, submission dated 5/11/99

At the June public meeting, we found out new information that was critical for our case [namely, that] the height of the medium density residential development proposed was two to three storeys...²⁰

[And whereas the *Consultation Protocol* states that] it is strongly advisable to involve stakeholders in the process of selecting a facilitator... PALM resolved to conduct the meetings, resulting in some publicly expressed concerns... [There was] selective recording [by PALM] of important community contributions...

No records were kept... [of] meetings of the Community Reference Group, and discussions/meetings with the Residential Advisory Group and Commercial Advisory Group.... Detailed inputs from such groups should not only be publicly available but also should have been subjected to community debate...

No intention was expressed by PALM, at the start, to make community inputs available for inspection. When we obtained such inputs, through FOI, the identity of contributors was withheld...

Substantiation of claims made in the Master Plan, in several important areas, is non-existent... [There is] nothing of substance, in the form of documents, that underpin sweeping statements in the Master Plan.

[We recommend] that a preliminary impact assessment be carried out as a general requirement on all sites considered in master planing, to provide documentary evidence that due consideration is given to affected parties and important issues; and that consultants[engaged by PALM] be required to provide documentary evidence substantiating their conclusions and recommendations.²¹

PALM is not independent. It seems to us, as ordinary residents, that PALM started out with the premise that they were going to sell some land and run this whole process to justify the original decision -- not the other way around. It seemed to us that the only option that was seriously canvassed in this whole process was to develop residential land. Surely a heap of other options could have been looked at.²²

4.7. Peter and Pamela Mitchell, and Louise Kuilenburg ('impacted Oxley residents'):

[Our concerns] are shared by nearly 200 other households in the west of Oxley... [and relate] to development sites 5-7 (Block 2, Section 28), which extend the existing land use policy of 'Entertainment, Accommodation and Leisure' to include "low scale residential"... The area is between Drakeford Drive and Lake Tuggeranong...

[We understand] that the current land use... in conjunction with the controls relating to the area, would prevent developments such as multi-storey accommodation or noise generating entertainment enterprises...

Rather, we believe that the sort of development envisaged [under the current landuse] would include such things as tennis courts, bowling greens and accommodation facilities which blend in with the lake foreshore and surrounds.

Since the area in question is largely at or near the same elevation as Drakeford Drive, which itself is close to the same elevation as the lower areas of Oxley, the

²⁰ Lorraine Perera, *Transcript* of public hearing on 10/3/00

²¹ Ray Key and Lorraine Perera, submission dated 5/11/99

²² Mr Key, *Transcript* of public hearing on 10/3/00

residents' views and amenity will be significantly impacted by residential development... which will necessarily rise above the level of Drakeford Drive. Such development is prevented by the current provisions of the Territory Plan. Additionally, more traffic will be generated by residential development, increasing noise levels for residents. Professional advice indicates that Oxley property values will be adversely affected.

Furthermore, it is likely that noise abatement measures will be necessary for a new residential development... because [it] will be closer to the current carriageway of Drakeford Drive... [This could mean that] residents of much of Oxley west would lose their views of the lake entirely; some residents of Oxley west would also move part of their views of the mountains; and residents of much of Oxley west would experience more traffic noise...

[We ask that] the proposed changes to the Territory Plan [to] allow low-scale residential development of the area... be abandoned, and that the existing land use policy with the existing controls be retained.

If the proposed changes are not abandoned, then it is recommended that, at the minimum, a preliminary assessment... must be carried out to ensure that all relevant factors are considered before the variation to the Territory Plan proceeds.²³

Those of us who have visited the site are sure that the proposed low scale residential development will significantly impact views [from Oxley]...

I have two concerns about allowing the Master Plan to stand. The first is... if it is allowed to stand, then it becomes evidence in a variation [to the Territory Plan] processes saying, "Well, the Master Plan allows this", and it is another building block in making a case for residential development... The second reason that the Master Plan needs to be reworked is that, in focusing only on adding this residential element, they have not taken the opportunity to look at the positive developments of what could be done with those sites... So [the Master Plan] is defective, I think, in two ways.²⁴

4.8. Dr Asoka Perera:

The area PALM designated as 'the lake foreshore' in the Master Plan... should be retained for community purposes. Over time, the remaining space within this area should be sensitively developed for open area recreation and parkland uses...

Significant 'structural' development and building forms should be limited to the town centre and adjacent areas... Specifically, the unresolved and ambiguous proposition in the Master Plan to add 'Residential' to existing 'Entertainment, Accommodation and Leisure' or 'river corridor' (refer sites 21, 22 and 27) should be replaced with a clear delineation of uses; and when considering 'Residential' use, priority should be given to a retirement village in the town centre in close proximity to the clubs, swimming pool, commercial premises, lake foreshore and the bus interchange. Part use of development site 20 meets these considerations as well as the stated minimum land area requirement.²⁵

[In relation to 'process' issues, Dr Perera submitted:] there are no direct provisions in the *Land (Environment and Planning) Act 1991* on the processes concerning a large-scale town plan modification [like] the Master Plan. Also, there are no Ministerial guidelines or practise directives... [The committee should examine]

²³ Peter and Pamela Mitchell, and Louise Kuilenburg, submission dated 4/11/99

²⁴ Mr Mitchell, *Transcript* of public hearing on 10/3/00

²⁵ Dr Asoka Perera, submission dated 5/11/99

whether the Master Plan has appropriate balance in land uses overall. Such an assessment should include all development sites... whether they require Territory Plan variations or not... [The committee's consideration] can save the community, the government and the Assembly the tortuous processes associated with unreasonable Territory Plan variations - and will lead to a better Master Plan overall.²⁶

I represent a group of residents who oppose a proposal for further residential development on the lake foreshores. This objection concerns a major area along Drakeford Drive (approximately 500m in length and comprises development sites 5, 6 and 7) and is located opposite Oxley. A related proposal is to change an adjoining area (development site 8) from currently 'Urban Open Space' to 'Residential'...

[We feel] that if these proposals are adopted, a wall of buildings along Drakeford Drive will result... [This will cause] many Oxley residents [to] lose their views to the mountains and lake, and the property values will come down...²⁷

We contend that the government's stated position—of minimal visual impact and not obstructing views to the lake—cannot be sustained.²⁸

Other proposals saturate the northern half of the lake foreshore with residential units...

The proposals are contrary to the original planning concepts and principles for the town centre and the lake environment. They violate the objectives and controls currently in the Territory Plan concerning those sites that effectively bar major structures or residential subdivision which jeopardise the lake foreshore visual character and lake water quality.²⁹

4.9. Malcolm Smith:

As Head of NCDC's Tuggeranong Town Centre Task Force, 1984 to 1987, I was responsible for the 1986 *Tuggeranong Town Centre Policy Plan and Development Plan*, which incorporated the original *Lakeshore Master Plan*... The town centre and lake foreshores as they exist today have been largely established within the policy framework set by this Plan...

There appears to be no assessment [by PALM] of the demand for the various land use activities recommended in the report... Tuggeranong, at this late stage in its development, has an urgent need for more employment/jobs than it does additional housing... The Master Plan report contains no assessment of the opportunities for attracting more jobs in the town centre... and in fact has the effect of reducing the amount of land available for employment generating land use activity.³⁰

There is less than 8,000 people employed in the Tuggeranong town centre at the moment compared to 12,000 at the Belconnen and Woden town centres... Canberra's planning was... based on decentralisation of employment to the town centres and I do not see any analysis in this report of the opportunities that might exist to get more employment into Tuggeranong.³¹

²⁶ Dr Asoka Perera, correspondence to the committee dated 2/9/99

²⁷ Dr Asoka Perera, correspondence to the committee dated 9/8/99

²⁸ Dr Asoka Perera and Louise Kuilenburg, correspondence to the committee dated 13/9/00

²⁹ Dr Asoka Perera, correspondence to the committee dated 9/8/99

³⁰ Malcolm Smith, submission dated 5/11/99

³¹ Malcolm Smith, *Transcript* of public hearing on ph 12/11/99

Similarly, there is little assessment of the demand for additional housing... Proposals to allow housing on environmentally sensitive and relatively remote sites (eg sites 5 to 7) cannot be justified in the context of the existing and forecast housing supply and demands scenario... Also, there appears to be no community benefit or justification stated in changing land use policy for sites 5 to 8. The evidence is that there is strong community objection to this proposal, which unfortunately appears to have been largely ignored.

The Master Plan appears to be based on immediate issues rather than any long-term or visionary concepts...

[I support] proposals for the following development sites... 4, 9, 15, 19, 21, 22, 23, 24, 25 and 28...

Development sites 16 to 18 are supported subject to a clear demonstration that any development, not only replaces existing parking, but also accommodates the new parking demand generated by any development on the site...

Development site 26 proposals are supported subject to clarification of the requirement for a "strong vertical emphasis". Any high-rise building would be totally contrary to the long established and successful building height policy and should be opposed...

[I do not support] development sites 1, 2, 3 and 27... Whilst sites 1, 2 and 3 have a 'residential' land use policy in the Territory Plan, they have not been developed previously because of their environmental sensitivity and/or servicing difficulty. They are not good sites for multi-unit development because of their remoteness from basic community facilities...

Development site 27 is a difficult and expensive site to develop, and currently allows attractive views and vistas from the town centre towards the 'Hills and River' corridor. Existing policy, which will preserve this important view corridor, should be maintained.

Development sites 11 to 14 and 20 should be reviewed... Site 20, because of its strategic location (gateway, and adjacent to bus interchange) and configuration, is ideally suited to employment activities eg office complex, business park, high-tech industry etc....³²

Who knows, in five or ten years' time there might be a demand for a business park, a technology park or an office complex. We should not throw those opportunities away at this stage. It is a very important site for employment... [as] it is in the core [of the town centre].³³

Development site 10 is proposed to be changed from 'Urban Open Space' to 'Entertainment, Accommodation and Leisure'. There is no analysis to support this proposal, and it is a very difficult site to access. It arguably has more value to the community as open space and it is suggested that existing policy should be maintained.

Development sites 5 to 7 and 8 (part) propose to have 'residential' land use policy added. There is strong evidence of widespread community opposition to the proposal and it is clearly the most flawed proposal in the Master Plan... As a special development area with strong restrictive development controls, the site was designed to effectively limit the southward expansion of housing.... The type of uses envisaged at the time of the original planning included low key uses such as a

³² Malcolm Smith, submission dated 5/11/99

³³ Malcolm Smith, *Transcript* of public hearing on 12/11/99

tennis club, childcare centre or playgroup facility, tea house and gardens etc. Although the Territory Plan currently allows hotel, motel type uses, the special conditions for environmental protection effectively restrict any such use to low intensity, fragmented low buildings in a landscape setting ie single storey cabins or campus type motel... As a residential site, it is not only visually and environmentally unacceptable, but also does not meet standard locational criteria for housing development ie it is 1.8km from the closest shops and 2.0km from the nearest primary school ie well outside acceptable walking distance.

There is no analysis in the report on the environmental and social impact of locating 200 to 250 units on such a sensitive and relatively remote site. There is no analysis of demand for housing on the site, in a local or metropolitan context, or of community preference for the site.³⁴

[My view is that the] special conditions for environmental protection on [sites 5, 6 and 7, which PALM said it intends to retain if the area becomes residential, mean] that you could not possibly design the residential development to meet those controls.³⁵

4.10. Tuggeranong Community Council Inc:

The consultation process was inadequate. We think that a further consultation should be called to assess the parts of the Plan that are acceptable.

If this Plan goes ahead, Tuggeranong residents will lose a very valuable asset in the lake [foreshore].³⁶ When we first discussed improvements around the Tuggeranong Lake, housing was never on the agenda. The ideas were for a few coffeehouses and passive sports. The lake is the entrance to Tuggeranong and one of our greatest assets, which will be lost if this Plan goes ahead.³⁷

No more houses should be built around the lakeshore.³⁸ The demand for housing is not apparent in the Valley and yet this Plan seems to be designed on residential in most areas of the lake and in the Tuggeranong town centre... The idea was to create an attractive and exciting lakeshore—building more housing will not achieve this... The area should not be zoned for further housing until the need arises.

Some proposals foreshadow changes to the Territory Plan eg development sites 5 to 7. There appears [to be] no community benefit to make these changes. There are, in fact, strong community objections to this proposal...³⁹

We do support the residents with genuine concerns [such as ‘a significant buffer zone’ for the northern end of the lake in order to preserve the environment, retention of views from residential units like the ‘Bridgewater’, and preservation of ‘the openness and general ambience of the area’].

We do not support the proposal by Dr Perera from Oxley for compensation...⁴⁰

³⁴ Malcolm Smith, submission dated 5/11/99

³⁵ Malcolm Smith, *Transcript* of public hearing on 12/11/99

³⁶ Tuggeranong Community Council, submission dated 3/9/99

³⁷ Tuggeranong Community Council, submission dated 9/11/99

³⁸ Tuggeranong Community Council, submission dated 3/9/99

³⁹ Tuggeranong Community Council, submission dated November 1999

⁴⁰ Tuggeranong Community Council, submission dated 3/9/99. Note that the quotations in the square brackets are from an attachment to the Council’s submission. The attachment consists of correspondence (dated 24/8/99) to PALM by Canberra Units Plan Services, which is the managing agent for the proprietors of ‘the development known as Bridgewater and located at 7 Grounds Crescent in Greenway’.

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Development sites 1, 2 and 3 [proposed for residential] – not supported;

development sites 4 [proposed for recreation] – supported;

development sites 5-7 more information required;

development site 8 [proposed for residential] – not supported;

development site 9 [proposed for commemorative site] – supported;

development site 10 – more information required;

development sites 11-14 [proposed for commercial] – supported;

development site 15 [proposed for residential] – supported;

development sites 16-18 [proposed for urban housing] – supported (car parks need to be retained);

development sites 19 [proposed for village green] – supported;

development sites 20 [proposed for aged care as well as commercial (employment)] – supported. Because of its strategic location adjacent to the bus interchange, this area is ideally suited to employment activities eg an office complex would be very advantageous here, especially as there seems to be a shortage of office space in the Valley at present;

development sites 21 and 22 – supported, depending;

development sites 23, 24, 25, 26 and 27 – supported. Site 27 is supported for residential aged care, entertainment, leisure, part three golf course, providing that there is an identified need and this does not block the view to the hills and river corridor;

development site 28 – not defined [no comment about support or otherwise].⁴¹

⁴¹ Tuggeranong Community Council, submission dated 9/11/99

5. CONCLUSION

5.1. Arising out of the inquiry, the committee makes the following observations about the *general* process of master planning:

- master plans appear to be a useful way to review the land use planning of a large area, such as Tuggeranong Lakeshore;
- master plans enable the ‘broad picture’ to be considered (in relation to existing and proposed land uses) and hence can facilitate the integration of various land uses
- of necessity, the preparation of master plans involves extensive discussion with community, business and residential groups and individuals
- the consultation and discussion needs to be carefully organised to ensure the greatest possible community and business input
- the record of discussions and consultation should be accurate, promptly prepared and promptly made available to interested parties
- this is the job of PALM [or of consultants supervised by PALM]
- but as well as this process role, PALM has its own planning viewpoint which, in the case of the *Tuggeranong Lakeshore Master Plan*, is ‘to permit additional development including residential’⁴²
- this dual role can lead to awkwardness and confusion, particularly where the public raise objections to elements of a master plan
- there are no statutory requirements applying to PALM’s consultation process in relation to master plans.

5.2. These observations lead the committee to make the following recommendation.

5.3. The committee recommends:

- **that the government, in order to ensure the greatest possible community input and understanding of the process of master planning for an area, outline the consultative mechanism, recording process (including access to documents) and outline suggested timeframes to apply to the master planning process.**

In this regard, the committee suggests that the Minister for Urban Services consider issuing an Executive Direction to PALM in relation to the process of master planning (as he has done already in relation to the process of preparing section master plans).

⁴² Tabling speech by the Minister for Urban Services [see chapter 2]

5.4. The committee further observes that there may be a useful role for the local members of parliament in the master planning process. It is these members who possess detailed knowledge of local issues and personalities, and it is also these members who have a keen interest in the outcome of the master planning process. In other parts of Australia, local councillors would be involved in assessing master plans for areas of their electorates; of course, in the ACT, the local and state roles are combined in the one body

5.5. The Standing Committee on Planning and Urban Services sometimes performs this municipal role.

5.6. The committee does not take this issue further in this report but members suggest our colleagues in the parliament keep it in mind.

5.7. The government's justification for the residential bias of the *Tuggeranong Lakeshore Master Plan* is four-fold: there is adequate green space already around the lake; no commercial development other than residential appears feasible; there is a market demand for a broad range of housing types within, or adjacent to, the town centre; and such development can be designed sensitively so as not to severely affect the existing amenity of residents.

5.8. The committee acknowledges that the Plan is upfront in this bias and hence gives people a clear idea of what the government wishes to do. Thus it serves to give people something to react to, rather than outline an indecisive 'vision for the future'.⁴³

5.9. The committee also acknowledges that only one of the nine submissions to this inquiry supported the Plan's bias toward 'additional development including residential'. This submission was from the Canberra Property Owners' Association, which sees greater residential activity as boosting retail demand in the Valley, and hence helping local businesses [see chapter 4].

5.10. All other submissions expressed concern about further housing around Lake Tuggeranong. The concerns relate to loss of green space; loss of land that might one day be used for employment-generating activities; loss of views; and loss of carparking in the town centre.

5.11. In a significant number of cases, the proposed land uses outlined in the Master Plan cannot occur without a Variation to the Territory Plan. In the case of Tuggeranong Lakeshore, this will involve a two-stage process. The first will be when PALM undertakes a formal consultation process as required under the Land Act. The second is when this committee considers PALM's recommended variation to the Territory Plan.

5.12. These two stages provide opportunities for public comment on any proposed change of land use. The variation process is the appropriate time for detailed consideration of changes of land use. It is clearly evident from the submissions to this inquiry that objection will be raised by members of the public to proposals for some development sites in particular.

⁴³ The quotation is by the Minister for Urban Services [see chapter 2]

5.13. Notwithstanding this formal process, the committee understands the concern of some submitters that the *Tuggeranong Lakeshore Master Plan*, as presently constituted, could be used by PALM as ‘another building block in making a case for residential development’ [see the submission by Peter Mitchell, summarised in the preceding chapter]. In this regard, it is important that PALM takes the evidence presented to this inquiry seriously when – or if – it prepares future variations to the Territory Plan for Tuggeranong Lakeshore.

5.14. It is against this background that the committee has prepared the following recommendation, which deals with each of the 28 developments sites outlined in the Master Plan.

5.15. The committee recommends:

- **that the *Tuggeranong Lakeshore Master Plan* be revised to take into account the following:**

—development site 1 is not supported. The committee notes that this site is currently ‘urban open space’. The government recently announced that it would not proceed with proposals to develop any such sites (with two exceptions, neither of which is affected by the *Tuggeranong Lakeshore Master Plan*)

—development sites 2-4 are supported

—development sites 5-7 are not supported by two members of the committee (Mr Rugendyke MLA and Mr Corbell MLA) because they consider the visual and environmental impacts of residential development would be excessive; however, one member (Mr Hird MLA) considers that some residential development is appropriate provided it is of appropriate scale, density and in harmony with the environment. It would need to be based on stringent development controls prepared by PALM in accordance with the existing Territory Plan conditions relating to environmental protection for the area. Mr Hird points out that the Territory Plan currently allows some development on sites 5-7 and that any change of land use would require a variation to the Territory Plan which is ultimately an Assembly decision and requires significant public consultation

—development site 8 is not supported (again, the committee notes this site is currently ‘urban open space’ on the Territory Plan)

—development site 9 is not supported (the committee notes that it is currently shown as ‘urban open space’ on the Territory Plan)

—development site 10 (also currently shown as ‘urban open space’) is not supported due to its awkward location and inaccessibility

—development sites 11-15 are supported

—development sites 16-18 are supported but explicit controls must apply to ensure adequate carparking spaces are retained, both during and after construction

—development site 19 is not supported (again, this site is currently shown as ‘urban open space’)

—development site 20 should be reviewed to ensure that its ‘gateway’ location can maximise its use for employment-generating activity

—development sites 21-25 and 27 are supported though tight development controls are needed in order to preserve river corridor views

—development sites 26 and 28 are supported.

16. In making these recommendations the committee is conscious of the value of the lake foreshore to Tuggeranong residents. In order to facilitate use of the foreshore, it is important that the bike/footpath around the lake be completed as soon as possible. The committee understands that completion of the path around the lake will occur by mid-2001; and the committee welcomes this development.

Harold Hird MLA
Chair

23 November 2000