



PLANIT

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Town Planning



Dragon Boat ACT Facility Block 28 Section 33, Barton

Planning Report to support
Works Approval Application

November 2022

Document Control

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1 Introduction

1.1 Purpose of this Report

This Planning Report has been prepared to support a Works Approval application and provides:

- Background to the project
- A Written Description of works proposed
- An assessment of the planning context
- A statement which addresses the relevant design and planning matters in accordance with the provisions of the National Capital Plan.
- Advice in relation to how obligations have been met under other Commonwealth legislation

1.2 Background

This project forms part of the ACT Government's commitment to supporting a diverse range of sport and physical activity outcomes for the benefit of the Canberra community.

For many years the Dragon Boat community stored its boats and equipment in three storage containers next to the Southern Cross Yacht Club in Lotus Bay. Grevillea Park was used as a base for regattas requiring the transporting of all boats and safety equipment to Grevillea Park for each event.

A 'Strategic Review of Recreational Facilities Around Lake Burley Griffin' undertaken for Rowing ACT in 2010, identified Grevillea Park as a suitable location for a permanent Dragon Boat facility. A subsequent master plan for Grevillea Park, developed by the ACT Government's Environment, Planning and Sustainable Development Directorate (EPSDD), in consultation with the National Capital Authority, identified and then created blocks fronting LBG in Grevillea Park for new aquatic recreation facilities. A new facility for Capital Lakes Rowing Club was constructed around 2016 on Block 26 Section 33 Barton.

A temporary facility was established for the Dragon boat community at Grevillea Park to store their boats in 2021. While the relocation has allowed the sport to continue, a more long-term solution was required.

In the lead up to the 2020 ACT election, ACT Labor committed to allocate funding 'to establish a permanent home for dragon boating, one of the ACT's largest water-based sports. The preferred location is in Grevillea Park (Barton Block 28 Section 33), where a proposed new facility will provide a boat house, boat store and spectator space'.

Dragon Boat ACT (DBACT) is the governing body for dragon boating in the ACT and has long held aspirations for a permanent home to support its activities on Lake Burley Griffin. DBACT currently has around 600 members across ten teams (including three school teams) of which approximately 70% identify as female. Further to this nearly 60% of members are aged 40 and older.

As one of Canberra's largest water-based sports, and an increasingly popular activity for women and people of all ages, the proposed Dragon Boat facility will support growth opportunities for the sport.

The Project Aims to deliver DBACT a sports headquarters that would facilitate the daily functioning of the club, the club committee meetings and gatherings, the members training sessions, local and state regattas, and informal events for the club.

The facility will allow DBACT to continue to run regattas at Grevillea Park and it will help to further activate Lake Burley Griffin's East Basin.

2 Subject Site



Figure 1: Subject site Aerial



Figure 2: Temporary DBACT facility on Block 27

2.1 Context

Lake Burley Griffin (LBG) is the centrepiece of the Griffin's plan for Canberra. The plan used the surrounding hills and the floodplain of the Molonglo River as organising elements. A key innovation of the plan was the use of landscape features as reference points for major axis and vistas.

The site is located on the northern side of LBG East Basin in Grevillea Park. The Site aligns with the water axis in the Griffin Plan.

The landscape is the dominant element of Grevillea Park. It is a designed landscape that is framed by Mount Pleasant.

Grevillea Park is broadly defined by Kings Avenue bridge, Morshead Drive, Molonglo Reach and the foreshore of East Basin and is a public recreation area.

The site is approximately 3 kilometres from the City and 2 kilometres from Parliament House and is centrally located within Canberra. Grevillea Park is well connected to the City via Parkes Way and via Morshead Drive to the Airport.

2.2 Location Details

The proposed site is Block 28 Section 33 Barton which has an area of 1,930m². Replacement tree plantings are proposed within Block 27 Section 33.

Works for a footpath, kerb ramp and waste bin collection point would occur in the Menindee Drive road reserve.

Lake Burley Griffin is located on Block 2 Section 38 Barton. Menindee Drive road reserve forms the north eastern boundary.

An easement currently crosses the southern corner of the site which connects to an electrical services box on the Lake front.

A public Boat ramp is to the south east, the Boat House restaurant and Clare Holland House further east along the lake edge.

Capital Lakes Rowing club have a facility located to the north west on Block 26 Section 33 Barton.

A temporary Dragon Boat ACT facility is currently installed on Block 27 Section 33 (Figure 2).

Land uses adjacent to Grevillea Park include the Australian Defence Force Academy and Russell offices to the north and Lake Burley Griffin and the Jerrabomberra Wetlands to the south and east. The closest residential use is the Kingston Foreshore and the Landmark apartments in Barton, about 800 metres and 1000 metres respectively from the park.

2.3 Site Details

The site is currently undeveloped with grass and groups of predominantly *Eucalyptus spp.*, *Ulmus procera* and *Populus alba* located to the north and south-east of the block. The tree assessment and Tree Images included in the submission detail the trees located on the block.

2.4 Land Tenure

Blocks 25, 27 and 28 Section 33 are currently in the custodianship of TCCS City Presentation.

The Menindee Drive Road reserve is in the custodianship of TCCS Roads ACT.

Lake Burley Griffin (Block 2 Section 38) is unleased National Land.

CMTEDD Sport and Recreation are in the process of establishing an Executive Lease over Block 28 to sublease to DBACT.



Figure 3: Site Location

2.5 Soils Assessment

A Soil Sampling Assessment was conducted by Property Risk Australia (ACT) Pty Ltd (PRA) for Block 28.

The soil assessment was undertaken to investigate the potential for contamination to be present in the proposed excavation area.

PRA undertook a documentation review, onsite inspection, soil sampling and analysis. The assessment found that there was a low risk that any contamination would be identified during the excavation work.

The assessment recommended that a standard unexpected finds protocol be established for the works should any contamination or fill materials be encountered during the works.

The study is included in the WA submission for reference.

2.6 Flood Level

The block is situated above the 1 in 100 year flood level as shown in the site plan.

2.7 Transport and Access

Vehicular access to Grevillea Park is from Morshead Drive via the existing roundabout intersection.

ACTION bus stops are located in Russell Drive, Russell within 250m of the site.



Figure 4: Site Photos

3 Description of Works Proposal

3.1 Design Concept

The design philosophy and approach of the Grevillea Park Dragon Boat Facility has been shaped by:

- Lake Burley Griffin and the overarching Griffin Plan for Canberra
- Grevillea Park site characteristics
- Programmatic needs of the facility as outlined in the project brief
- Accessibility and amenity of the users

Geometry established in the 'Griffin Plan' has been acknowledged in the siting of the Dragon Boat facility. Grevillea Park is located east of the Parliamentary Triangle which is bounded by Kings Avenue. The water axis alignment underpins the geometry of the dragon boat racecourse and the geometric form of the facility.

- The dragon boating racecourse has been re-aligned on to the Griffin Plan Water Axis.
- The Dragon Boat facility's form is carved from the perpendicular geometry formed by the racecourse finishing line, and the water axis.
- A central void aligned with the water axis permeates through the building
- The horizontal plane of the building responds to the Lakeside character.

- The building scale reduces along the road frontage to present an appropriate response to the Grevillea Park Lakeside setting.
- The extrudes geometry of the wrapped roof has been designed to relate to the Dragon Boat Stroke Geometry.
- The geometry and form of the building is defined by the Griffin Planning characteristics and expresses the outlook and gathering areas for participants.
- A design response that provides access to all users, tha provides good amenity

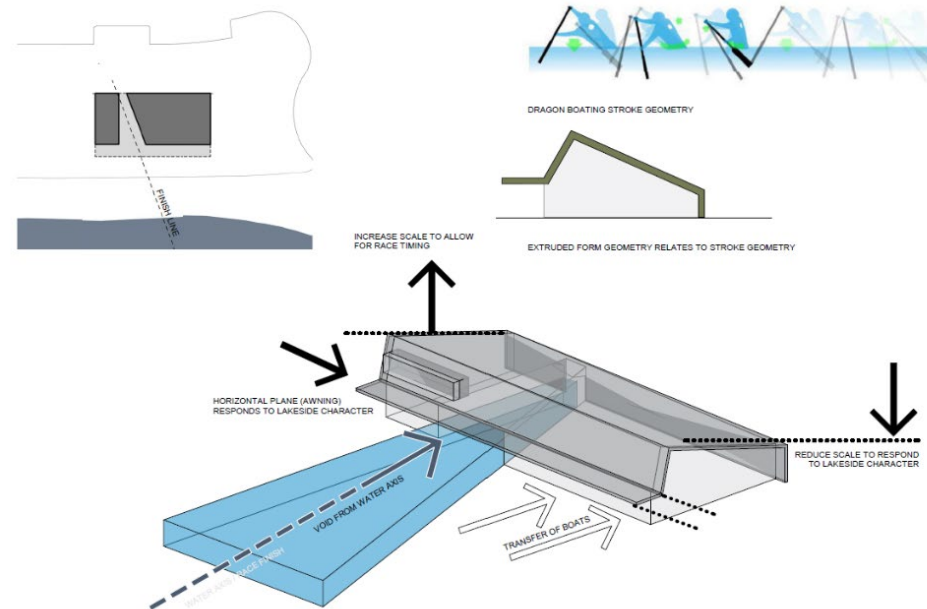


Figure 5: Concept Formation

3.2 Siting and Form

The design has directly derived from the user amenity considerations, along with the logical formation of the design that has been established by applying the following key principles:

- Aligning the Racecourse Finish Line to the Water Axis to define the built form, timing location and external gathering area.
- Provide for boat manoeuvrability and access to and from boat store to the lakefront.
- Scale of form responding to both briefed requirements such as the placement of the finishing camera, and the surrounding character of Grevillea Park and the surrounding built form that fronts the lake edge.
- Provision of natural ventilation, lighting and solar access.

3.3 Works Proposal

The proposal is for the construction of a building to house the headquarters for DBACT. The building would front onto the northern side of LBG East Basin in Grevillea Park.

Associated works would include:

- Civil and site establishment works
- Servicing works;
- Concrete footpath, kerb ramp and waste collection area;
- Relocation of Life saving Buoy enclosure;
- Tree planting;
- Re-alignment of Dragon Boat Race Course within LBG; and
- Other associated works.



Figure 6: Electrical Services box and Life Buoy Enclosure

3.3.1 Site Establishment

As shown in the Civil Plans and tree protection plans, site establishment works would include:

- Protection fencing for trees in the Menindee Drive Road reserve;
- Stabilised construction entrance;
- Site sheds and amenities
- Construction fencing;
- Erosion and sediment controls; and
- Tree protection fencing.

3.3.2 Civil and Servicing works

Bulk earthworks would be undertaken as shown in the Cut and Fill volumes plan with an overall cut of approximately 285m³ required.

Hydraulic and electrical services would be provided as detailed in the Hydraulic and Electrical Plans.

Temporary traffic management plans would be required to be prepared by the works contractor and would be subject to a separate minor works approval application.

3.3.3 Off site works

The existing life buoy enclosure located in Block 25 would be relocated (Figure 5).

The Dragon Boat racecourse buoys within Lake Burley Griffin would be realigned with the water axis and the new facility's timing area as shown in drawing A 10.03 so that race finishes can be timed.

New tree plantings would be undertaken on Block 27.

3.3.4 Built Form

The building is defined by two areas, a pavilion with gym, offices and storage and the boat storage and amenities area. These areas are separated by a covered passage and large awning provides an undercover area opening onto the Lake.

The building is clad in materials that include raised seam profile metal wall cladding, metal deck roof in Trimdeck Colorbond Shale Grey and aluminium framed windows to match.

The Trimdeck Colorbond Shale Grey metal roofing wraps the building and echoes the Dragon Boat stroke pattern and provides an awning to provide shelter for participants on the lake side. A plywood soffit is provided to soften and frame the roof and awning.



Figure 7: Artists' Impression of proposed building

The lakefront façade is clad in painted fibre cement sheeting boards with a horizontal pattern with matching sliding doors provided to the boat shed. Aluminium framed windows are provided to the lower and upper levels for the club rooms and timing areas on the upper level and skylights are included to provide natural light to the boat store.

A timing camera mounted a 7m above the lake would be located behind a shutter within the upper level.

The façade fronting Menindee Drive incorporates raised seam Trimdeck Colorbond Shale Grey metal cladding with matching roller doors to the boat store and metal screen to the services area.

Roller Doors and sliding doors provide secure access and ventilation to the boat storage area.

A steel palisade fence 3m high with a powder coat finish and sliding gates is proposed to secure the covered passage.

The proposed building has a gross floor area of approximately 483m² and would include the following areas:

- Boat shed & Storage areas;
- Amenities;
- Storage and plant;
- Gym;
- Workspace/clubroom; and
- Level 1 time keeping room.

The highest point of the roof is at 7.2m, to provide for the first floor timing area. The building and roof height is then raked down towards the street. On the Menindee Street frontage the building height is approximately 3.5 metres.

The building set well back from Menindee Drive and set within the existing landscaping and the site coverage is 25.6%.

Refer to the Architectural Design Plans attached for further details.

3.3.5 Landscaping

The proposal includes the removal of two trees, Numbered 48 and 49 in the Tree Assessment, which are in a group of *Ulmus procera*.

Landscaping incorporating six new trees would be provided as shown in the Landscape Plan incorporating:

- *Eucalyptus dives* x3
- *Eucalyptus Melliodora* x2
- *Eucalyptus polyanthemos* x1

A concrete footpath 2.7m wide at the kerb, fanning out to 6.7m in width at the building entrance would provide pedestrian access from Menindee Drive. A new kerb ramp is proposed to provide accessible access from the street.

Two bike hoops are proposed outside the front entrance to provide facilities for cyclists (refer to A30.04).

3.3.6 External Lighting

The NCA Outdoor Lighting Policy (August 2012) applies to any proposed lighting works within the Designated Areas of the National Capital Plan.

The external building lighting is shown in Electrical Plan E101 and Architectural drawing A50.02 and has been designed in accordance with the requirements of the following:

- The NCA Outdoor Lighting Policy
- ACT Government Crime Prevention Through Environmental Design General Code (MARCH 2008)

- AS 4282:1997 Control of the Obtrusive Effects of Outdoor Lighting.
- AS/NZS 1158.3.1:2020 Lighting for Roads and Public Spaces Category PP5 For Pathways.

A lighting bollard is provided to the pathway on the Menindee frontage.

3.3.7 Signs

One sign (1.5m x 1.6m) providing the DBACT Logo is proposed on the building façade facing Menindee Drive as shown in Drawing A50.01.

Built for CBR branded signs are also proposed during construction. These would include the following:

- a mesh banner sign around the site construction fencing (1.8 x several metres depending on the location and length of site fencing)
- 2 small information signs (0.8m x 0.6m) with the project name and contact details.

The proposed construction signs are included in the submission documents.

A response to the Signs Code in the National Capital Plan is provided in Section 5.6.

3.4 Waste Management

Waste generation for the facility will be relatively minimal. One mobile garbage bin would collect waste and one mobile garbage bin would collect recycling. These would be stored on site within the facility and would be collected at the identified collection point by a private contractor out of peak hours when required. This has been endorsed in principle by TCCS and an email to reflect this is included with the WA submission.

3.5 Parking Background

The Grevillea Park Master Plan was prepared in 2014 for the ACT Government LDA and Sport and Recreation, this demonstrated the demand for additional water based recreational facilities for both rowing and dragon boats and identified a framework within which new developments for these uses could occur.

When this study was undertaken in 2014 there were 66 formal on-street parking spaces within 200m of Grevillea Park foreshore along with 109 private off-street spaces at Clare Holland Hospice and the Boat House restaurant.

This study identified that parking in the area was being used as long stay parking for the Russell offices.

The Masterplan also notes that there are approximately 1500 publicly accessible parking spaces at Russell Offices within 500m of Grevillea Park, and an additional 1000 spaces within one kilometre. These areas provide employee parking and weekend utilisation is extremely low and could meet parking demand associated with major events at Grevillea Park.

In 2015, four new blocks were established by the ACT Government for this purpose, as shown in DP 11361 (Figure 5).

The Grevillea Park Master Plan proposed that “demand generated by each development is met through the provision of additional on-street parking adjacent to the site. On-street parking is already provided adjacent to the two eastern-most sites. On-street parking would have to be provided adjacent to the two western development parcels as part of the release process”.

To respond to this, parking in Menindee Drive was upgraded circa 2016 when the Capital Lakes Rowing Club was constructed, and Menindee Drive now contains approximately 162 parking spaces, more than double those existing in 2015.

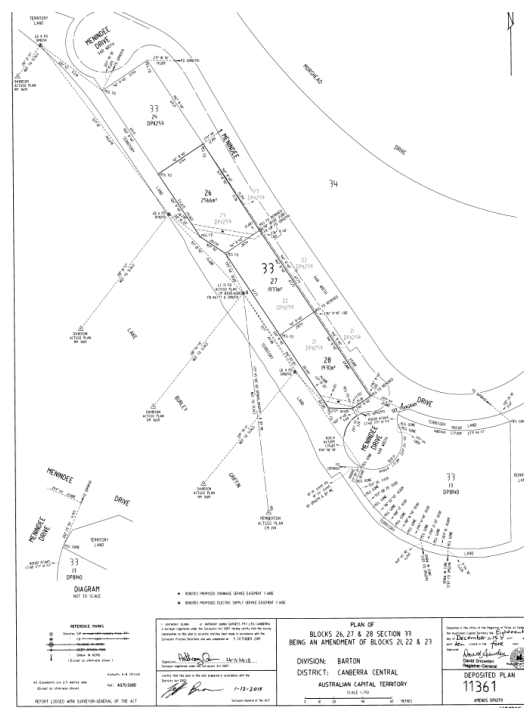


Figure 8: Deposited Plan 11361

3.6 Current Parking Provision

Menindee Drive is a low speed, two way local access road with 162 parking spaces.

There are 337 parking spaces within the most proximate parking area in Russell (refer to Parking Plan). Additionally, there are approximately 1500 spaces within 500m of Grevillea Park within the surface parking areas in Russell.

On 14 February 2022 TCCS introduced new parking arrangements to include pay parking, restricted parking and new permit spaces for Clare Holland Hospice. The changes proposed by TCCS should improve the parking situation during the weekday period and discourage employees from Russell parking in

The following changes have been implemented:

- conversion of 48 parking spaces to pay parking spaces between 8:30am to 5:30pm, Monday to Friday (excluding public holidays)
- retention of 51 parking spaces with a 3-hour time restriction only
- creation of 19 new permit spaces for medical practitioners of Claire Holland Hospice

3.7 Parking Demand

The peak use for the facility is during the warmer months (generally October - March), with training occurring on weekday mornings, evenings and weekend mornings as follows:

- 6am-8am on weekdays
- 6pm-7:30pm on weekdays
- Saturday and Sunday 10am-12noon

Training capacity is usually for three Dragon Boat Teams with 20 people in each team, totalling approximately 60 people.

Special events for regattas occur on Saturdays with approximately 10 per year and these involve approximately 350 participants. In this situation participants are required to park in Russell, where there is available all day parking, and walk to the site.

Participants in Dragon Boating include whole families who car pool, school clubs whose participants are dropped off and those who use alternative modes such as cycling to access the site. Not all participants generate demand for a parking space.

The facility will also provide two bike parking hoops to cater for cyclists.

There is no parking generation rate for Aquatic Recreation Facility use in either the NCP or the Territory Plan and are subject to individual assessment.

3.8 Parking Availability

The Parking Capacity Plan shows the parking available which can be utilised by recreational uses in the area, including DBACT.

This demonstrates that there are 99 metered parking spaces along Menindee Drive within 3 hour and all-day metered parking available for users at the DBACT facility (shown in green). Peak demand for the users is outside the metered times, so participants do not need to pay for parking.

Sufficient parking spaces are provided within the area to cater for the peak parking demands for regular training sessions. For large weekend events participants are required to park in Russell (within 250-500m) and walk to the site. Where there is large capacity within Russell carparks to cater for the need.

The parking plan demonstrates that there are 337 parking spaces available in the closest carpark within 250m of the site (shown in Light Blue). There are also 1,029 additional spaces within 500m of the site in Russell.

Given that both the Capital Rowing facility and the DBACT temporary facility are already operating at this location, there should not be any change in the demand for parking once the permanent DBACT facility is constructed (except during the construction stage).

It is considered that providing additional surface carparking spaces in the area would detract from the amenity and the primary function of the area for recreational activities.

It is noted that as this facility will rely on the availability of public parking there will be no specific parking spaces available. Therefore, when there are special events such as running festivals, the Dragon Boat users will have to negotiate for available parking with other users of the area. These events would occur on weekends when the large parking areas in Russell can be utilised by participants.

A parking statement was provided to TCCS for review during the design process. An endorsement for the approach to parking has been received from TCCS through their support for the Works Approval as Custodian of the land. Email correspondence from TCCS is included with this submission.

3.9 Active Transport

In 2021 TCCS constructed a new off road shared path between the western and northern ends of Menindee Drive, and on the northern side which fills a gap in the network of shared paths around the lake. Improving infrastructure for both pedestrians and cyclists in the area.

Bike hoops will be provided external to the new facility and End of trip facilities will be provided as there will be showers etc.

3.10 Accessibility

The proposal has been designed to provide accessibility with an accessible path of travel to the street with the inclusion of a new kerb ramp. Accessible parking spaces are provided within Menindee Drive.

Provision has also been made within this proposal for a future kerb ramp if required.

4 Document List

List of documents provided for Works approvals based on the Major Works Approval Information checklist

Document	Reference
Locality Plan	Refer to Locality Plan A1.00
Letter of Authorisation	Letter of authorisation from TCCS City Presentation and Roads ACT the Land Custodians
Written Description of works proposed	Refer to Section 3.
Plans or drawings describing the works with drawing numbers	Refer to Architectural Plans: A00.01 Cover Sheet A10.01 Site Plan A10.02 Parking Capacity Plan A10.03 Siting Race course A20.01 Ground Floor Plans A20.02 Level 1 A25.01 Roof Plan A26.01 RCP A30.01 Elevations 01 A30.02 Elevations 02 A30.04 Material Board A40.01 Sections A50.01 Signage A50.02 Lighting A51.01 Amenities Layout A90.01 Perspective Views 01 A90.02 Perspective Views 02 A90.03 Perspective Views 03 A90.04 Perspective Views 04 A96.01 Area Plans
Planning Report	This report
Schedule of Proposed works	Refer to Section 3 of this report.

Document	Reference
Detailed Site Plan	Refer to Site Plan A10.01
Architectural Drawings	Refer to Architectural Plans listed above
Landscape Plans Tree Survey and Report	Refer to Tree Assessment 201(B) Tree Protection Plan 202(C) Tree Images 203(C) Landscape Plan 301(E)
Civil and Excavation Plans	Refer to Civil Engineering Plans: AL 1101 (F) General Arrangement Plan AL 1121 (F) Alignment Plan EW-1201 (F) Earthworks PV 1301 (F) Pavement Plan DR 1401 (F) Stormwater and subsoil drainage Plan UT 1501 (F) Sewer and Water EV 1900 LMPP Notes and Legend EV 1901 Landscape Management and Protection WM 2301 (F) Waste Management Refer to Hydraulic Services Plans: DRG HYD-000-0001 Cover Sheet DRG HYD-000-1001 Notes and Legend DRG-HYD-000-2001 Site Plan DRG-HYD-L00-0001 General Arrangement Ground Floor DRG-HYD-R01-0001 General Arrangement Lower Roof
Erosion and Sediment control Plan	Refer to Sediment and Erosion Control Plans EV 1910 and 1911
Drawing schedule	This list. Cover pages are also provided for each set of drawings.
A 3D Design Model	Not required. Refer to Perspectives provided in architectural set A90.01-90.03
Electrical Plans/Lighting Plans	Refer to Electrical Plans E000 Cover Sheet Electrical Services E001 Legend Electrical Services E100 Site Plan Inground Works Electrical E101 Site Plan External Lighting Layout

Document	Reference
Traffic and Parking Assessment Report	Refer to section 3.4 of this report. TCCS have provided indicative support for the proposal through custodian sign off.
ACT Government Agency Clearances	Refer to email advice from TCCS in relation to waste and parking
A Consultation Report	Refer to Consultation Report dated May 2022 prepared by ACT Government
A Site Establishment and Construction (or Demolition) Management Plan	Refer to Sediment and Erosion Control Plan EV 1911
Cost of Works estimate	Included in WA application form.
Heritage Statement	Refer to Heritage Report prepared by EMA.

5 Planning Context

5.1 Australian Capital Territory Planning and Land Management Act 1988 (the Act)

This Commonwealth legislation provides for the planning of the ACT and the management of land in the Territory. Part II of the Australian Capital Territory (Planning and Land Management) Act 1988 (the Act) establishes the National Capital Authority, and provides the functions of the authority, with one of their functions to prepare and administer a National Capital Plan (NCP) and to keep it under constant review and propose amendments when necessary.

In prescribing matters to be covered in the National Capital Plan, the Act requires the Plan to set out:

- the planning principles and policies for giving effect to the object of the Plan;
- general standards and aesthetic principles to be adhered to in the development of the National Capital; and
- general policies for land use, and for the planning of national and arterial road systems throughout the Territory.

The Act also provides that the Plan may specify:

- areas of land that have the special characteristics of the National Capital as Designated Areas. The Plan may set out detailed conditions of planning, design and development in Designated Areas, including priorities for carrying out these activities.

A definition of works is provided in this Act; works includes:

- (a) the construction, alteration, extension or demolition of buildings or structures;
- (b) landscaping;
- (c) tree felling; or
- (d) excavations;

but excludes anything done inside buildings or structures.

It also sets out the requirements for works in designated areas to be subject to planning and approval by the Authority.

5.2 National Capital Plan

The National Capital Plan (NCP) is the strategic Plan for Canberra and the Territory...“is the strategy and blueprint giving effect to the Commonwealth’s interests and intentions for planning, designing and developing Canberra and the Territory”.

The NCP maintains a broad oversight of planning in the Territory and importantly an interest in the planning, design and development of those areas having the special characteristics of the National Capital.

At its broadest level the Plan prescribes broad land use controls across the whole of the Territory and includes more detailed planning provisions for areas to which the Commonwealth have a specific interest and intentions.

The object of the National Capital Plan is "to ensure that Canberra and the Territory are planned and developed in accordance with their national significance."

The subject land is identified as Designated Land, so the NCA is the relevant planning authority and development is to be assessed against the requirements of the National Capital Plan.

5.2.1 The Statement of Planning Principles

The Statement of Planning Principles in part 2 the NCP provides objectives and principles under the following themes:

- General matters
- Productivity
- Sustainability
- Liveability
- Accessibility

The Principles provide a framework for the policy content of the Plan and have been considered against matters of national significance. These Principles must be considered in the planning and development of Canberra and the Territory and in policies guiding these matters”.

Principles under 2.4.2 for Urban Design and Heritage state

New development, including public spaces, should:

- exemplify sustainability principles
- demonstrate excellence in urban design, landscape and architecture
- facilitate pedestrian connectivity and bicycle movements where appropriate
- encourage energy efficient development and land use.

The proposal is for a recreational facility which will have a relatively small energy use requirement. As of 2020 all electricity in the ACT is sourced from 100% renewable sources. Solar panels were considered, and while these demonstrate a sustainability inclusion, the current budget for the facility does not provide for their installation at this time.

The site is located within the open spaces and has been designed to be sympathetic to the landscape setting in which it is sited.

The site is well connected to the shared use pathway around Lake Burley Griffin located on the northern side of Menindee Drive and bike hoops are provided for convenient bike parking.

The proposal will provide recreational access and activity opportunities to LBG and will continue to maintain views and connections to the lake.

The proposal is considered to be consistent with these principles.

5.3 General Policy Plan

The site is located within the area identified for the National Capital Open Space System (NCOSS), within the NCOSS there are four land use categories:

- Lake Burley Griffin and Foreshores
- Hills, Ridges and Buffer Spaces
- River Corridors
- Mountains and Bushland

The project is consistent with the broad principles and policies for the NCOSS. The Principle for the NCOSS is:

The NCOSS is required to protect the nationally significant open-space framework, visual backdrop and landscape setting for the National Capital. NCOSS will blend city and country in a way that symbolises the character of the National Capital and provides a balanced range of uses which reinforces the natural, cultural, scenic and recreational values of the ACT.

5.4 Central National Area

The site is within the designated, Central National Area, within the Lake Burley Griffin and Foreshores Precinct.

Development within the Central National Area as defined in this part is also guided by a series of general principles (derived from ‘The Griffin Legacy Propositions’) and detailed conditions of planning, design and development applicable to all precincts within the Central National Area.

The project is considered consistent with the General Policies for the Central National Area as provided in Table 1 below.

Table 1: General Polies of the Central National Area

Policy	Commentary
2. Building on the Griffin’s vision	
i). maintaining the metropolitan structure principles of Canberra’s planning legacy of environmentally balanced urban extensions: design with nature; undeveloped hills and valleys; landscape containment and greenbelts; low traffic congestion; long-term public transport reservations; provision for walking and cycling; and protection of the Central National Area	The project has been designed to integrate with the landscape and character of the area. The new facility is sited near the existing Capital Rowing Club boat shed and the temporary DBACT facility along the Grevillea Park frontage to the lake.
j). maintaining a mix of tree species which enriches the landscape by providing beauty, shade, shelter and wildlife habitats and enhances the built environment.	Trees on the site have been retained where possible. Proposal requires removal of 2 trees. Six replacement Eucalypt trees will be provided as shown in the Landscape Plan 301.
3. Revitalise the vision with growth in the Central National Area by:	
g) fostering a greater level of activity, choice, connectivity and accessibility in the central areas of Canberra.	The project will contribute to additional community recreational and sporting activity on the Lake and will support growth opportunities for the sport. DBACT provides sporting opportunities for range of age groups and is increasingly popular for women and people of all ages. DBACT currently has around 600 members across ten teams (including three school teams) of which approximately 70% identify as female. Further to this nearly 60% of members are aged 40 and older.
5. Extend the City to the Lake by:	
a) developing a variety of waterfront activities on the Lake which are diverse in urban, recreational and ceremonial character and are accessible to the public along the waterfront	The project provides a permanent facility for Dragon Boat ACT members to train and compete while still maintaining public access along the lake foreshore.
b) enhancing lake-based tourist facilities and experiences	DBACT host up to 10 regattas a year which are attended by teams from around the country contributing to additional tourism opportunities in the ACT.
c) maintaining and enhancing the ecological integrity of the lake shore through environmental management requirements for any new development adjacent to or on the lake	An erosion and sediment control plan will be prepared to ensure construction works are managed and impacts to the lake are avoided.
7. Link National attractions by:	
i. enhancing the provision of lake and land-based recreational and tourism opportunities within a predominantly public open space setting	The project provides a permanent facility for Dragon Boat ACT members to train and compete while still maintaining public access along the lake foreshore. Regattas are hosted 10 times a year which are attended by participants from around Australia. The need for additional aquatic recreation facilities around LBG was identified in the Strategic Review of Recreational Facilities Around Lake Burley Griffin undertaken by Rowing ACT in 2010 and in the Grevillea Park Masterplan prepared for the ACT Government in 2014.

5.5 Lake Burley Griffin and Foreshores Precinct Code

The site is within the area subject to the Lake Burley Griffin and Foreshores Precinct code in the NCP.

The Lake Burley Griffin Foreshores Precinct comprises of Lake Burley Griffin and the areas of central parkland and open space surrounding it. These areas include Grevillea Park, Black Mountain Peninsula and Yarramundi Reach on the northern foreshores, and Bowen Park, Weston Park, Lennox Gardens and Yarralumla Beach on the southern foreshores. Other key sites included in the Precinct include the Governor-General’s estate, and the National Zoo and Aquarium.

Land use for the Lake Burley Griffin and Foreshores Precinct should be in accordance with Figure 114 and as detailed below.

The site is identified as in an Open Space area in Figure 114 of the NCP (Figure 9).

The range of uses permitted in Lake Burley Griffin and Foreshores Precinct are identified in Section 4.12.4. Aquatic Recreation Facility is permitted in the Precinct.

Objectives for Lake Burley Griffin and Foreshores Precinct are provided in Table 2 below.

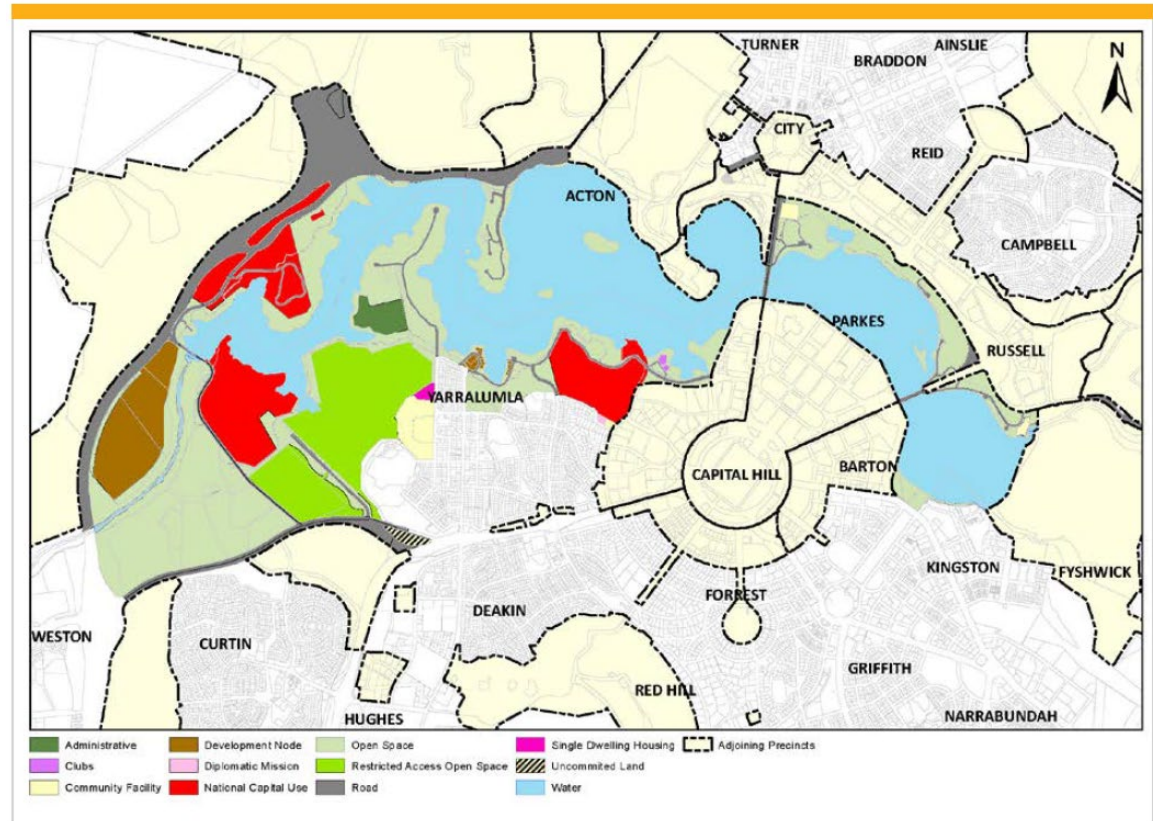


Figure 9: Figure 114 from the NCP Land Use for LBG and Foreshores Precinct

Table 2: Objectives for Lake Burley Griffin and Foreshores Precinct

Objective	Commentary
<p>1. To conserve and develop Lake Burley Griffin and Foreshores as the major landscape feature unifying the National Capital’s central precincts and the surrounding inner hills and to provide for National Capital uses and a diversity of recreational opportunities.</p>	<p>The project would continue to maintain LBG as the major landscape feature unifying the CNA and will contribute to additional recreational and sporting opportunities on the Lake.</p>
<p>2. Lake Burley Griffin and Foreshores should remain predominantly as open space parklands while providing for existing and additional National Capital and community uses in a manner consistent with the areas’ national symbolism and role as the city’s key visual and landscape element.</p>	<p>The project has been designed to integrate with the existing landscape setting of Grevillea Park while providing for additional community and recreational uses in accordance with the key visual and landscape elements of the site.</p> <p>The landscaped visual corridors identified by the tree groupings on the site and surrounds would be maintained.</p> <p>Trees on the site have been retained where possible, the proposal requires removal of two trees (48 and 49). Six replacement trees would be planted on Blocks 27 and 28.</p> <p>Following the replacement plantings, the overall tree canopy cover within Blocks 27 and 28 at maturity would be increased (from 32% to 40% - refer to Landscape Plan 301).</p>
<p>3. Lake Burley Griffin and Foreshores are intended to provide a range of recreational, educational and symbolic experiences of the National Capital in both formal and informal parkland settings with particular landscape characters or themes. These should be maintained and further developed to create a diversity of landscape and use zones which are integrated into the landscape form of the city and reflect the urban design principles for the National Capital.</p>	<p>This project in Grevillea Park would contribute to the development of the area as a recreational parkland hub providing a permanent recreational facility for use by the Dragon Boat ACT community as provided for in this objective.</p> <p>The design for this building has been carved from the perpendicular geometry formed by the racecourse finishing line, and the water axis. The geometry and form of the facility is defined by the Griffin Planning characteristics and expresses the outlook and gathering areas for participants.</p> <p>The design facilitates a connection between the street (Menindee Drive) and the Lake with a covered passage separating the two components of the building which opens up towards the Lake side.</p>
<p>4. The water quality and hydraulic operation of the lake should be maintained in a manner designed to protect Lake Burley Griffin and Foreshore’s visual and symbolic role.</p>	<p>The project has been designed to facilitate and maintain access to the Lake for the Dragon Boating community and the general public, and to ensure that there are no impacts to the lake.</p> <p>An erosion and sediment control plan is provided and would be implemented to ensure construction works are managed and impacts to the lake are avoided.</p>

Objective	Commentary
Detailed Conditions of Planning Design and development	
Parkland Recreation	
<p>The following areas are to be generally available for public recreation and free public access:</p> <ul style="list-style-type: none"> - Commonwealth Park - Kings Park - Grevillea Park - Bowen Park - Lennox Gardens - Weston Park - Black Mountain Peninsula - Yarralumla Beach 	<p>The proposal would continue to allow for public recreation and free public access to the lake surrounding the facility and to Grevillea Park in general.</p>
<p>For significant recreational events public access restrictions may be imposed in respect of limited parts of the above areas for limited periods and entry fees may be charged for access to those parts set aside for the event. In deciding specific proposals the National Capital Authority will require continuity of access to the beaches and shores of Lake Burley Griffin and will consider the need for access to other public facilities such as cycle paths, toilets, picnic shelters and children’s playgrounds.</p>	<p>When Regattas are held by Dragon Boat participants (approximately 10 times per year), public access is not restricted to the Lake or other parts of Grevillia Park.</p>
<p>Grevillea Park, Bowen Park and Lennox Gardens are to be major lakeside vantage points and special landscape parks with emphasis on seasonable landscape effects. In Grevillia Park and Lennox Gardens, sites may be provided for small scale developments which relate directly to the recreational use and enjoyment of the Lake.</p>	<p>In accordance with this provision in the LBG Precinct Code, the facility would provide a new, small scale facility for the purpose of providing a headquarters and facility of the use of DBACT. Dragon Boating is a growing aquatic sport which provides recreational opportunities for a broad range of people in the ACT. Regattas held 10 times each year draw competitors from around Australia to Lake Burley Griffin.</p>
The Lake	
<p>The policy is to allow all users of the Lake access to all its waters and its foreshore (except as may have been agreed under provisions of the Lakes Ordinance) while minimising the problem of conflicting demands. It may therefore be necessary to:</p> <ul style="list-style-type: none"> - Limit the facilities and number of access points for some activities, and restrict launching areas to specific sections of the Lake where there will be no danger to swimmers - Restrict parking so that it does not prevent the enjoyment of any area or downgrade the appearance of the lakeshore. <p>These steps will be considered in the light of any potential conflict of uses and with due consideration for questions of hydraulics and water quality.</p>	<p>The Block for the proposed facility was established based on the needs for additional recreational facilities in the area and parking for the proposal would rely on existing parking as described in Section 3.9.</p>

Objective	Commentary
Guidelines for Lakeshore Development and the Guidelines for Siting of Buildings in the Lake Flood Zone	
<p>The normal mode of operation of the flood gates should be to release flow at Scrivener Dam at approximately the same rate as the inflow to the Lake from all sources less losses. This will maintain a nearly constant Lake level in East Basin equal to the normal Lake level of RL555.93.</p> <p>The Guideline for Lakeshore Development Sites follow.</p>	<p>The development is sited above the 1 in 100 year flood level.</p>
<p>Boatsheds, clubhouses and other recreational or community development directly related to the use of the Lake</p> <p>The placement, form and colour of buildings on any land leased for these developments will be subject to detailed site planning standards to ensure that the development is in harmony with the Lake landscape and does no harm to the environment of the Lake. Public access is to be maintained around such buildings and between the buildings and the lakeshore.</p>	<p>The building has been designed in consultation with the NCA to ensure it appropriately addresses Lake Burley Griffin and Grevillea Park’s landscape context. The proposed palette of materials and scale is considered to be consistent with the typology of similar boating and rowing structures fronting the lake.</p> <p>The building is wrapped in light coloured metal roofing, and metal and fibre cement cladding which is softened by a plywood soffit. Aluminium framed windows and skylights provide light and ventilation and metal sliding and roller doors provide secure access to the boat shed. A large awning provides a gathering space protected from the elements fronting the lake.</p> <p>Public access would continue to be maintained around the building to the lake.</p>
<p>Siting Policies</p> <p>Buildings in the Lake flood zone will be subject to the following controls:</p> <ol style="list-style-type: none"> Residential Areas: All habitable floors are to be above the 100 year flood level. Commercial Areas: Walkways, service areas, basements are to be above the 100 year flood level. Institutional Areas: Walkways, service areas, basement carparks are to be above the 100 year flood level. Archives, reference collections, etc. are to be above the 500 year flood, with the establishment of emergency measures to safeguard collections in the event of a more extreme flood. <p>Structures should be designed and sited so that they do not make flood levels worse, upstream or downstream. They should be capable of withstanding the forces created by flood water pressure and prevent accumulation of flood debris, in accordance with the requirements of the Building Ordinance.</p> <p>Floating structures must be securely and suitably anchored or be capable of rapid removal to safe anchorage in the event of a very large flood;</p> <p>otherwise they could be a danger to the flood gates on Scrivener Dam.</p>	<p>The proposed building will have a floor level higher than the 1 in 100 year flood level.</p> <p>The changes to the Dragon Boat race course would be anchored within the Lake.</p>

5.6 Signs General Code

This code applies to proposals for signage within Designated Areas.

One sign on the front of the building is proposed as shown in the Signage Plan (A 50.01). A response to the relevant conditions of the Signs General Code is provided below.

Table 3: Signs - Detailed Conditions of Planning design and development

General Conditions	Commentary
<p>1. The type, position, size, appearance, illumination, animation, content or other characteristics of any proposed sign must ensure a quality and character of appearance both by day and night which, in the opinion of the National Capital Authority, befits the National Capital.</p>	<p>Noted</p>
<p>2. The National Capital Authority will refuse to approve any sign where it is of the opinion that the type, position, size, appearance, illumination, animation, content or other characteristics of the sign may adversely affect:</p> <ul style="list-style-type: none"> i. the amenity of the locality or neighbourhood with particular regard to nearby residential development ii. the architectural character or appearance of a building iii. traffic safety iv. a 'place' within the meaning of and subject to the provisions of the relevant Commonwealth heritage legislation. 	<p>The proposed façade sign is 1.6m by 1.5m in size and comprises a galvanised steel back plate with a laser cut marine ply and galvanised steel plate DBACT logo.</p> <p>The proposed temporary construction fencing sign is 1.8m by several metres long and will wrap around the construction fencing.</p> <p>The signs are not illuminated.</p>
<p>3. The National Capital Authority will refuse to approve any sign which it considers offensive.</p>	<p>Noted.</p>
<p>4. The National Capital Authority will not grant approval of an application with the respect to the external design and siting of any structure or sign unless such structure or sign would comply with all other relevant policies or conditions of this Plan.</p>	<p>The sign will be affixed to the front elevation of the new building which has been designed to respond to the relevant principles, policies and conditions in the Lake Burley Griffin and Foreshores Precinct as described in the Section 5.5.</p> <p>The proposed construction fencing sign would be temporary and only present during construction.</p>

General Conditions	Commentary
<p>5. The National Capital Authority may, either unconditionally or subject to such terms and conditions as it deems necessary, modify or waive the provisions of the sections that follow, where it is of the opinion that the application of the same to or in respect of any particular sign would be impracticable or unreasonable and provided that the requirements of the 'General conditions' herein are satisfied.</p>	<p>Noted.</p>
<p>5. Any application for the use, construction or erection on or above the roof or top of any building of any device, advertisement, sky sign, sign, signal or structure of the nature of a sign or signal, excepting flags and flag poles, will not be approved where the proposal would alter any silhouette of the building by extension beyond or above the walls, parapet or roof of the building, lift tower or plant room.</p>	<p>The signs are not located above the walls, roof or parapet.</p>
<p>6. Animated or flashing signs and signs illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting, will generally not be approved.</p>	<p>The signs are not illuminated.</p>
<p>Signs on commercial and industrial buildings and on institutional and other buildings not located within residential areas</p>	
<p>1. Signs above first storey level, signs facing residential development nearby or on the opposite side of the street within residential neighbourhoods which may be visible from residential buildings nearby, must not be animated or flashing or be illuminated by exposed lamps or neon tubes as distinct from backlighting or floodlighting.</p>	<p>The signs will be located on the ground level, are not illuminated and would not be visible to any residential development.</p>
<p>2. Subject to (1) above, signs located at ground level and first storey levels including signs projecting from buildings at these levels and signs on or under awnings, will not be restricted provided that:</p> <ul style="list-style-type: none"> i. they are consistent with the 'General conditions' of this code ii. the clearance between the pavement level and any sign projecting from a building or affixed to an awning, must not be less than 2.5 metres. 	<p>Noted.</p> <p>It is considered that the General Conditions have been met.</p> <p>The proposed signs do not project from the building or awning but would be affixed to the front façade.</p>
<p>3. Signs above first storey level will be restricted in content to the name of the building and the name, insignia and type of activity of the principal occupant. Such signs must not project from the building and must constitute only separate characters and/or symbols individually affixed to or represented on the building façade. Generally there will not be more than one sign on each face of the building above first storey level.</p>	<p>The proposed signs are not above the first storey.</p>

6 Community Engagement

6.1 Public Consultation and Stakeholder Engagement

The ACT Government has been actively consulting with the community and key stakeholders in relation to the proposed DBACT facility for a number of years. Including:

- Lake Burley Griffin User Group
- Capital Lakes Rowing Club
- The Boat House Restaurant
- Clare Holland House
- North and South Canberra Community Councils
- Lake Burley Griffin Guardians
- Residents of Kingston Foreshore

The details of the consultation programme and responses received are provided in the Consultation Report prepared by the ACT Government and included with the WA submission.

Further community consultation is unlikely to provide benefit to the works approval assessment.

6.2 Design Review

The project is not of a type that requires review or has been identified by the NCA as requiring design review by the National Capital Design Review Panel.

7 Other Legislation

7.1 EPBC Act

7.1.1 Matters of National Environmental Significance

Heritage

The *Environment Protection and Biodiversity Conservation Act 1999* (Cth) (EPBC Act) contains a number of requirements in relation to heritage protection. The Commonwealth (NCA) has a role in protecting Australia's international obligations and places with National or Commonwealth Heritage values.

The EPBC Act requires places with Commonwealth and National Heritage values to be managed according to established conservation principles. Schedules 5B and 7B of the *Environment Protection and Biodiversity Conservation Regulation 2000* (Cth) set out seven Commonwealth Heritage management principles. They encourage the identification of a place's heritage values and their conservation and presentation through the application of the best available skills and knowledge.

Commonwealth agencies are required to prepare heritage assessments of places in their ownership or control and, should the place be found to possess Commonwealth Heritage values, to prepare a management plan which sets out how the agency will manage the identified Commonwealth Heritage values.

On 8th April 2022, Lake Burley Griffin and adjacent lands was listed on the Commonwealth Heritage List (place ID 105230) as it has significant historic, natural and Indigenous heritage value of importance to Australia and the local community.

A Heritage Management Assessment and subsequent Management Plan, *Lake Burley Griffin and Adjacent Lands—Heritage Management Plan, Volume 1, Lake Burley Griffin—Final Report, October 2009* was prepared by Godden Mackay Logan Pty Ltd to fulfill the obligations of the NCA under the EPBC Act.

The NCP principles for Urban design and Heritage require that Development should be consistent with the requirements of any relevant Heritage (or Conservation) Management Plan for that place.

A separate heritage assessment for the proposal has been included by Eric Martin and Associates which addresses the LBG Heritage Management Plan and demonstrates the works would be consistent with the requirements of this Plan and are not likely to impact on the Commonwealth Heritage Values of Lake Burley Griffin and its setting that are protected under the EPBC Act.

Other MNES

There are EPBC Listed species, such as Murray Cod *Maccullochella peelii* likely to occur in Lake Burley Griffin and listed threatened and migratory birds may use areas surrounding the lake such as the Jerrabomberra Wetlands as habitat.

Grey Headed Flying fox *Pteropus poliocephalus* are also known to roost in Commonwealth Park.

An ecological assessment was undertaken as part of the Grevillia Park Masterplan and this determined that there were not any expected ecological constraints.

This proposal would remove two trees and provide six trees in their place, these removals are not considered to have a significant impact. Measures would be in place to minimise impacts to water quality in LBG and therefore the proposal is not considered likely to have a significant impact on these or any other listed MNES and a referral under the EPBC Act was not considered required.

7.2 Copyright Amendment (Moral Rights) Act 2000

This amendment to the Copyright Act protects the moral rights of Australian creators. Moral rights are the unassignable personal right of a creator of a work or maker of a film to:

- be acknowledged as the creator of the work or film (right of attribution); and
- object to derogatory treatment of the work or film (right of integrity).

There are no existing buildings or structures on the site which would illicit any requirements under this Act.