



Australian Government
National Capital Authority

Australian Capital Territory (Planning and Land Management) Act 1988

Draft Amendment 96 Monaro Highway and Hume Industrial Estate

November 2023

Introduction

The National Capital Authority (NCA) is established under the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act). The National Capital Plan (the Plan) came into effect on 21 January 1990. In accordance with the Act, the NCA is required to keep the Plan under constant review and to propose amendments to it where necessary. The object of the Plan is *‘to ensure that Canberra and the Territory are planned and developed in accordance with their national significance’*.

The Plan identifies matters of national significance in the planning and development of Canberra and the Territory. These are:

- The pre-eminence of the role of Canberra and the Territory as the centre of National Capital functions, and as the symbol of Australian national life and values.
- Conservation and enhancement of the landscape features which give the National Capital its character and setting, and which contribute to the integration of natural and urban environments.
- Respect for the key elements of the Griffins’ formally adopted plan for Canberra.
- Creation, conservation and enhancement of fitting sites, approaches and backdrops for national institutions and ceremonies as well as National Capital uses.
- The development of a city which both respects environmental values and reflects national concerns with the sustainability of Australia’s urban areas.

Within the framework of this legislative object or goal, key objectives of the Plan are to:

- Recognise the pre-eminence of the role of Canberra and the Territory as Australia’s National Capital.
- Further develop and enhance the Central National Area which includes the Parliamentary Zone and its setting and the main diplomatic sites and national institutions, as the heart of the National Capital.
- Emphasise the national significance of the main avenues and approach routes.
- Respect the geometry and intent of the Griffins’ formally adopted plan for Canberra.
- Maintain and enhance the landscape character of Canberra and the Territory as the setting for the National Capital.
- Protect the undeveloped hill tops and the open spaces which divide and give form to Canberra’s urban area.
- Provide a plan offering flexibility and choice to enable the Territory government properly to fulfil its functions.
- Support and promote environmentally responsible urban development practices.

The purpose of Draft Amendment 96 – Monaro Highway and Hume Industrial Estate (DA96) is to revise the Designated Area of the Monaro Highway’s Road Reserve and Approach Route corridor and amend the general land use policy for various sites on the southern edge of the Hume Industrial Estate.

DA96 to the Plan (set out in Part 2: National Capital Plan Draft Amendment Draft Amendment 96 – Monaro Highway and Hume Industrial Estate) has been prepared in accordance with section 23 of the Act.

Part 1: Context

1.1 Introduction

DA96 proposes two distinct, but geographically related, changes to the Plan:

1. Variation to the extent of the Designated Areas around the Monaro Highway Approach Route (notably the intersection of the highway and Isabella Drive).
2. Change the general land use policy for Blocks 1469, 1488, 1670 and part of 1563 Tuggeranong from Broadacre Areas to Urban Areas to facilitate industrial land uses.

Monaro Highway Approach Route

The ACT Government’s Transport Canberra and City Services Directorate (TCCS) has requested an amendment to the Plan to adjust the Designated Area boundary for the updated Monaro Highway alignment. The updated alignment includes a widened carriageway for the Monaro Highway along with a new intersection structure, which will form part of a revised road reserve. The extent of the proposed works and variation to the Monaro Highway road reservation is shown in

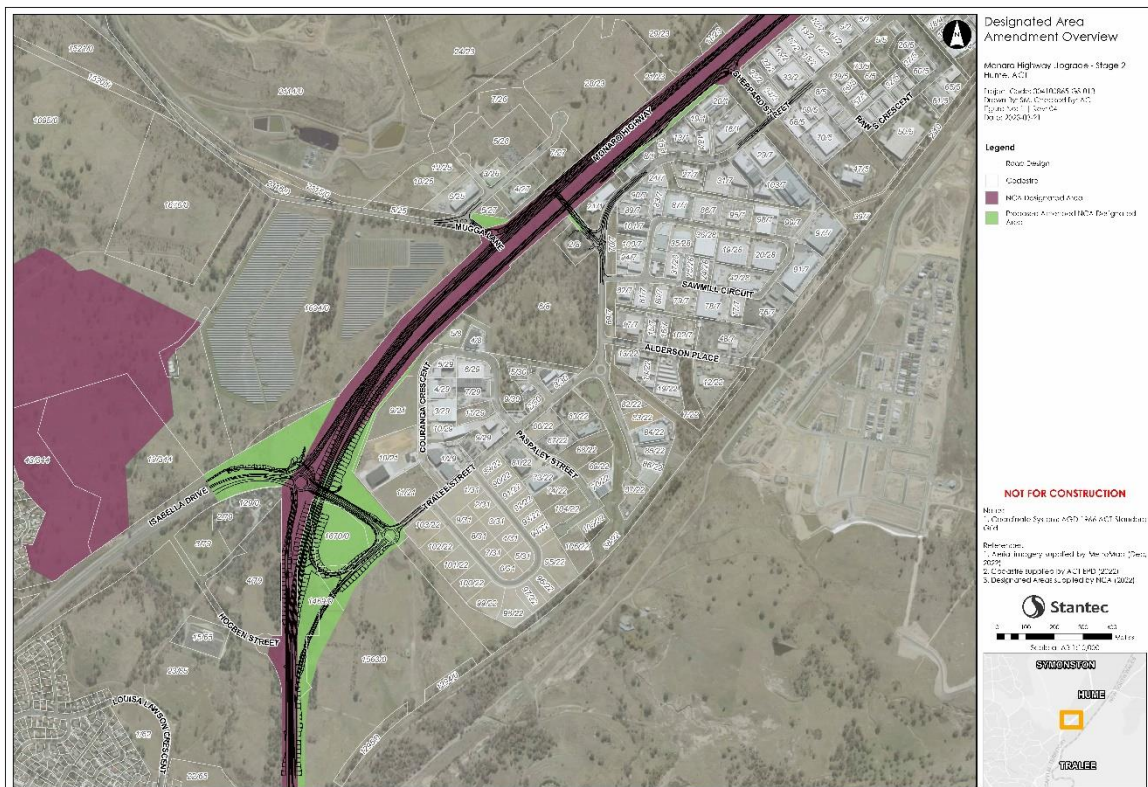


Figure 1 below.

The Monaro Highway route is one of three main road links into the ACT. This road link was identified in the ACT Government’s Transport Corridors study (Aecom, 2018) as requiring improvements to

safety, capacity and travel times. This is proposed to be achieved with grade separation works and rationalisation of traffic movements through Isabella Drive towards Lanyon Drive.

In 2021, TCCS finalised concept designs for this portion of the Monaro Highway between Isabella Drive and south of Lanyon Drive. The program of projects aims to improve safety and capacity and includes intersection upgrades at key locations along the Monaro Highway from Johnson Drive through to the access road to the Alexander Maconochie Centre. This includes the intersections with Lanyon Drive and Isabella Drive and intersections with Mugga Lane, Tralee Street and Sheppard Street into Hume.

This proposed amendment addresses the Isabella Drive Interchange works, which are a subset of the overall program. Through review of the Designated and non-Designated Land over the subject site, it has been identified that the proposed realignment of the Monaro Highway and intersection works will be out of alignment with the intended Approach Route corridor specified in the Plan.

In order for proposed development to progress, an amendment to the Plan is required to retain the NCA's interest in accordance with the Plan for the Monaro Highway Approach Route into the Nation's Capital. The proposal will simplify the jurisdictional pattern associated with the Approach Route, providing clarity to the public and relevant entities as the proposal moves into the planning approval stage in 2024.

The project site is bounded by the southern approaches to the existing intersection of Isabella Drive and Monaro Highway and up to the southern approach to the future Lanyon Drive Interchange at Hume. The proposed Designated Area includes a widened carriageway for the Monaro Highway along with a new intersection structure, which will form part of a revised road reserve. The extent of the proposed works and proposed Designated Area adjustment is shown in Figures 1-5.



Figure 1: Proposed Amendment to National Capital Plan - Overview



Figure 2: Proposed Amendment to National Capital Plan – Figure 1/4

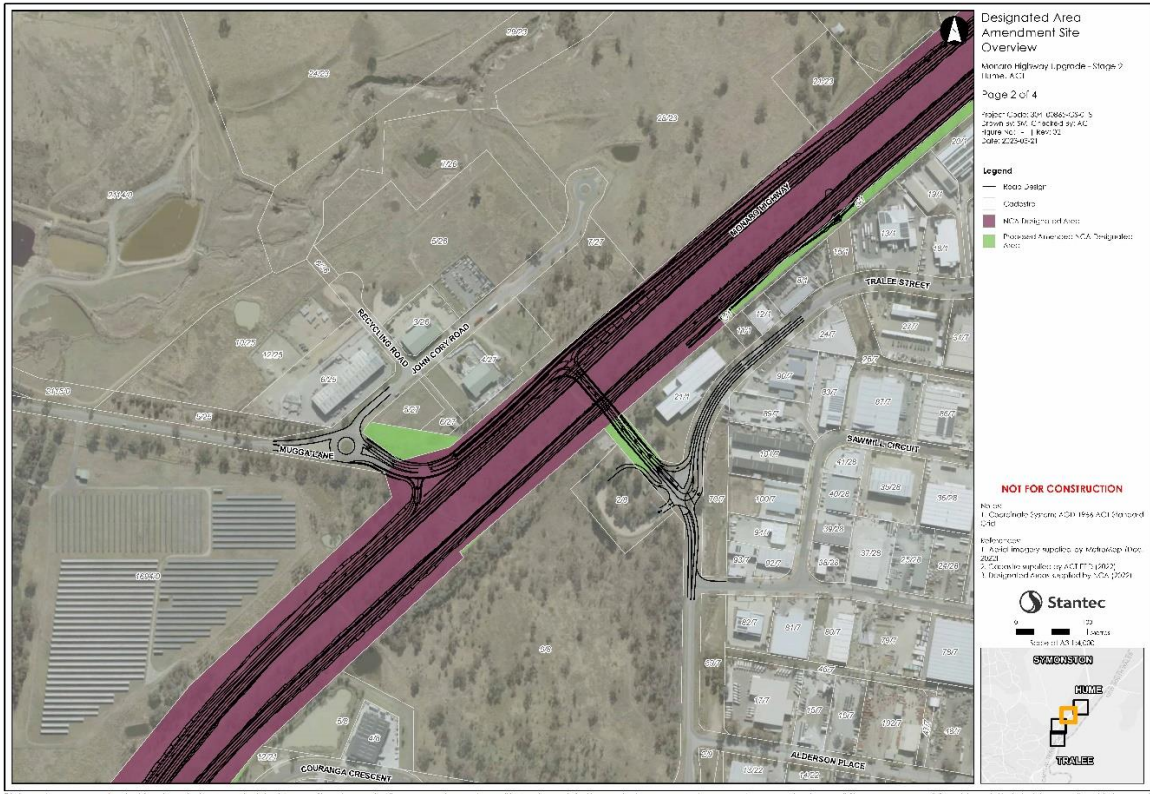


Figure 3: Proposed Amendment to National Capital Plan – Figure 2/4

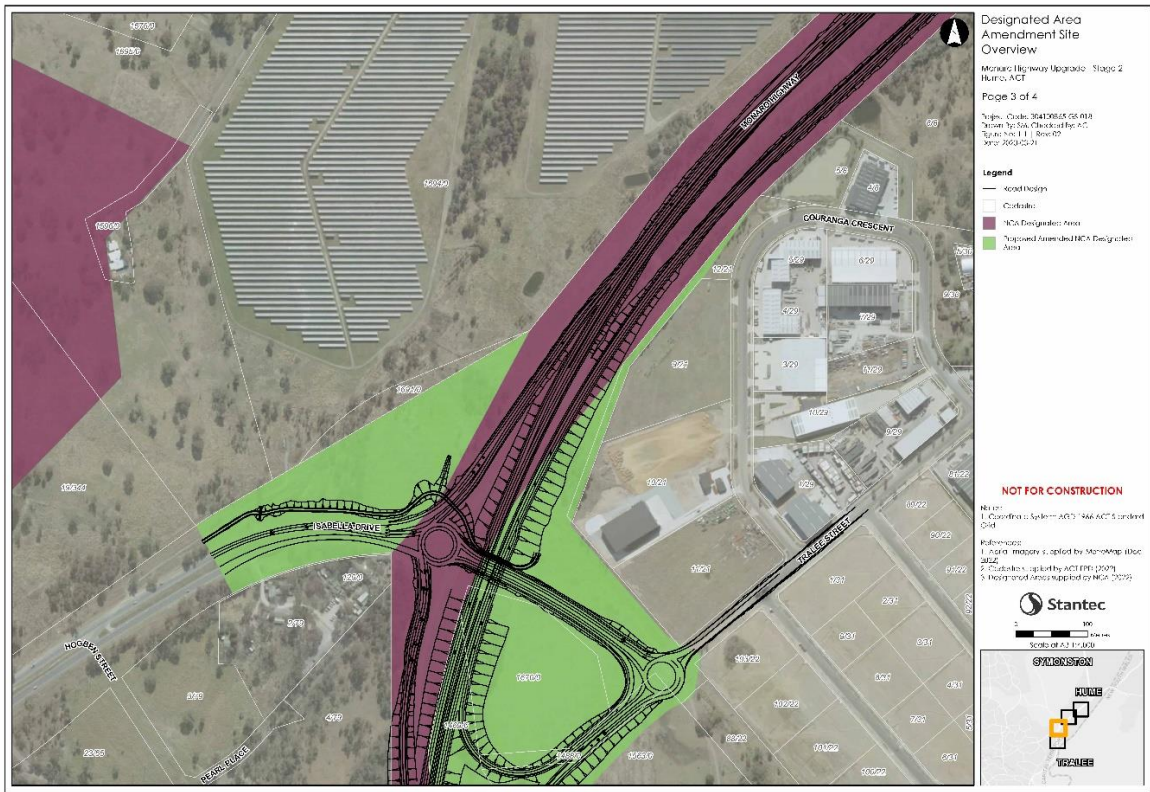


Figure 4: Proposed Amendment to National Capital Plan – Figure 3/4

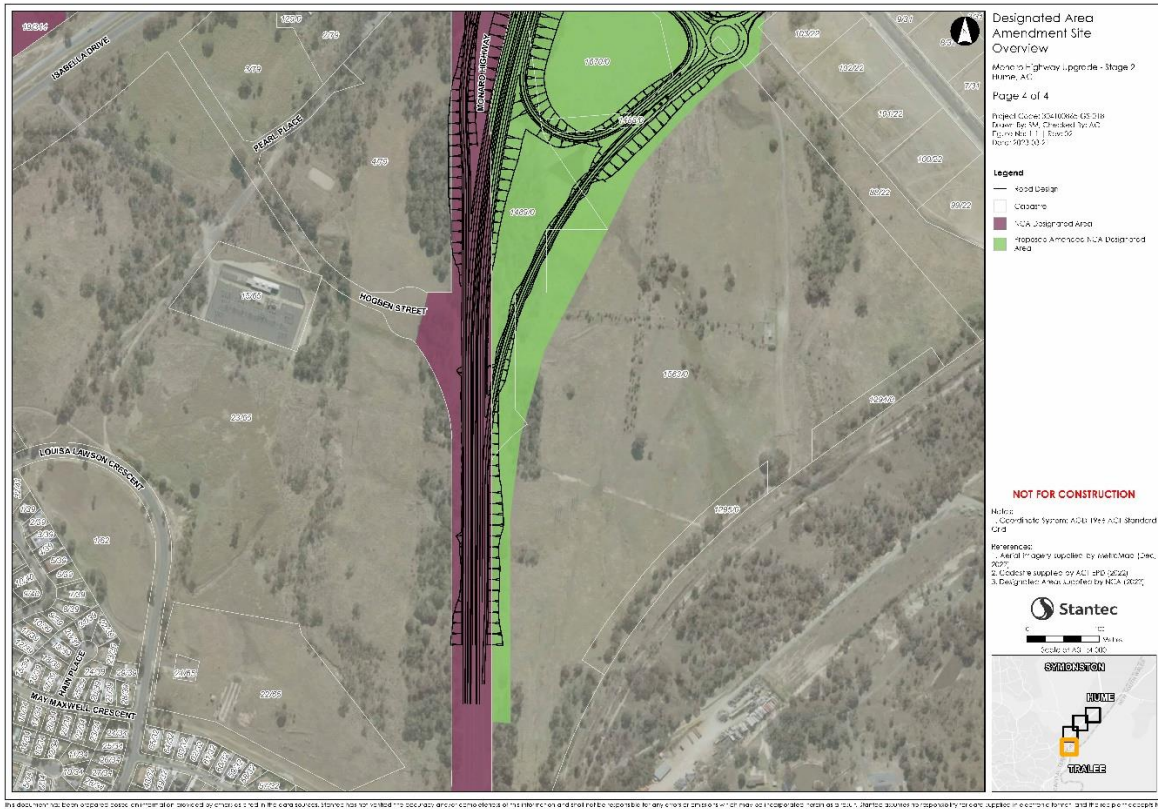


Figure 5: Proposed Amendment to National Capital Plan – Figure 4/4

Hume Industrial Estate

Blocks 1469, 1488, 1670 and 1563 Tuggeranong are irregularly shaped parcels of land on the southern edge of the Hume Industrial Estate. Block 1563 Tuggeranong runs parallel to the Monaro Highway for much of its length, and abuts the ACT-NSW border on its eastern boundary. Blocks 1469, 1488 and 1670 Tuggeranong are all adjacent to the Monaro Highway and are located where the upgraded intersection of Monaro Highway and Isabella Drive is proposed.

There currently exists a discrepancy in land use policy between the National Capital Plan and the Territory Plan.

Blocks 1469, 1488, 1670 and the northern portion of Block 1563 Tuggeranong are within Broadacre Areas under the General Policy Plan – Metropolitan Canberra of the Plan. The southern ‘tail’ of Block 1563 block is within Hills, Ridges and Buffer Spaces under the General Policy Plan – Metropolitan Canberra. Industrial uses are not permitted in either of these land use policy areas.

Under the Territory Plan, the zoning of the ‘tail’ of Block 1563 Tuggeranong aligns with the land use policy under the Plan. Blocks 1469, 1488, 1670 and the northern portion of Block 1563, are zoned CZ6 – Leisure and Accommodation, and IZ1 – General Industry. Both zones allow for uses not permitted under the Plan’s Broadacre Areas land use policies.

The effect of the draft amendment as proposed will result in the land being able to be utilised for industrial (or other urban) land uses. The land will provide a small number of sites that will contribute to a much-needed increase in industrial land in the ACT. No subsequent changes are required to the Territory Plan.

1.2 Planning, design, heritage, environment considerations

The following sections describes land use, land custodian, heritage and environment matters pertaining to the Monaro Highway project. Regarding the Hume Industrial Estate, the change in land use does not automatically infer development rights on the land. Studies addressing matters such as environment, heritage, access, etc will need to be undertaken prior to development occurring on the land.

Land Use

The proposal includes works in both non-Designated (outside the existing Monaro Highway Road reserve) and Designated Land (the existing road reserve).

Planning jurisdiction along the Approach Routes is manageable between the Territory and NCA due to the designated area boundary generally aligning with the Road Reserve of the adjacent cadastral boundaries. This means that planning jurisdiction is aligned with a surveyed boundary and management structure, and therefore can be verified accurately as to where NCA jurisdiction applies.

The proposed works are within Blocks 1670, 1488 & 1469 Tuggeranong, which are zoned (CZ6– Leisure and Accommodation), Block 1563 Tuggeranong which is zoned (CZ6– Leisure and Accommodation, IZ1– General Industry and NUZ3 Hills, Ridges and Buffer areas), Block 12 Section 21, Block 7 Section 27 and Blocks 5 & 2 Section 1 Hume which are zoned (IZ1– General Industry). The Territory Plan Team have agreed to explore the possible Amendment to the Road Reserve. Should the amendment go ahead, those areas zoned under the Territory Plan will become Designated Areas under the NCP. This will mean that the prohibited use under the Territory Plan is no longer an issue.

Land Custodianship

The proposed intersection includes land located within Blocks 1670, 1563, 1488 and 1469 Tuggeranong. The affected areas are under the custodianship of the ACT Government's Environment, Planning and Sustainable Development Directorate (EPSDD) – Parks and Conservation Service with the land currently used for horse agistment as part of the Hume Horse Paddocks. Other land custodians, including TCCS – City Presentation (Blocks 2 and 5 Section 1 and Block 12 Section 21 Hume) and TCCS – ACT NoWaste (Block 7 Section 27 Hume) have also been identified as managing land that forms part of the proposed Designated Area.

The ACT Government has commenced discussions with land custodians; these discussions will continue as the project progresses. The ACT Government is responsible for undertaking necessary processes to acquire land and relocate existing land uses (such as horse agistment) as required. The ACT Government will also undertake processes required to gazette the new road reservation.

Heritage and Environment

Heritage Assessments (*Cultural Heritage Assessment - Historical Heritage, 27 May 2021; Cultural Heritage Assessment Report - Aboriginal heritage - Isabella Drive, 9 June 2021*) were undertaken by Jacobs which identified no protected heritage items listed under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) within the study area.

The subject site however is in close proximity to a number of places that have historical heritage values in the ACT context. This includes Rose Cottage and Woden Homestead and Environs, which are listed on the ACT Heritage Register. A Travelling Stock Route which traverses the area has been nominated to the ACT Heritage Register, however it has not yet been assessed by the ACT Heritage Council.

The project as currently presented would result in no direct or indirect impacts to identified heritage places in the study area. Any future physical works will adhere to recommendations as approved by ACT Heritage.

Further, an archaeological survey carried out as part of the Heritage Assessment discovered five Aboriginal sites (MI 001, MI 002, MI 003, MI 004, MI 005), identified three areas of Potential Archaeological Deposit (PAD) (Monaro Isabella PAD 001, Monaro Isabella PAD 002, Monaro Isabella PAD 003), and took observations of a previously recorded and partially excavated area of PAD and Aboriginal site (Hume PAD 6). Two of the Aboriginal sites (MI 004 and MI 005), and two areas of PAD (Monaro Isabella PAD 001, and Monaro Isabella PAD 002) are located within the project area and consequently have the potential to be impacted by the project. Two other areas of PAD (Monaro Isabella PAD 003, and Hume PAD 6) are located outside of but adjacent to the project area's boundaries so will be protected during construction with appropriate controls.

All of the Aboriginal sites recorded during the archaeological survey are assessed as being of low heritage significance in reference to the criteria of The Heritage Act 2004 (ACT). Monaro Isabella PAD 001 and Monaro Isabella PAD 002 would be impacted by the project and further archaeological investigation will be undertaken to assess these areas' heritage significance in accordance with relevant ACT Heritage guidelines.

1.3 Explanatory statement

DA96 proposes the following changes to the Plan:

1. Replacing Figure 1: Designated Areas with the updated figure below.

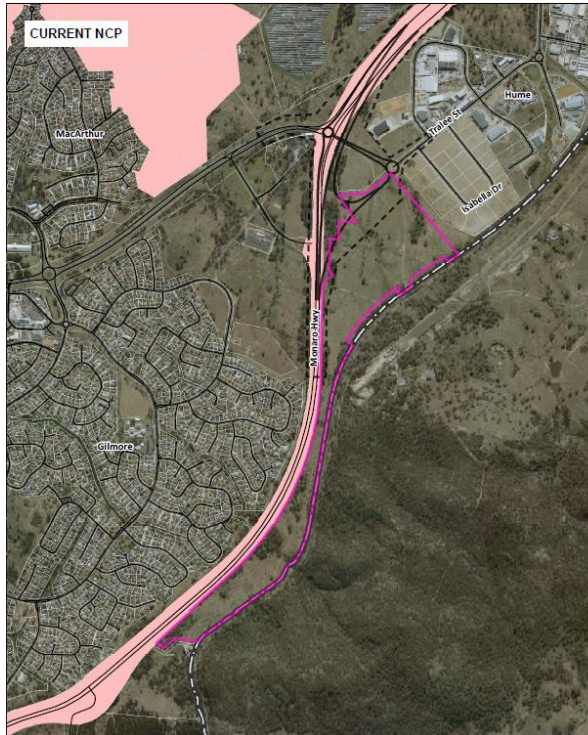


Figure 6: Current Designated Areas

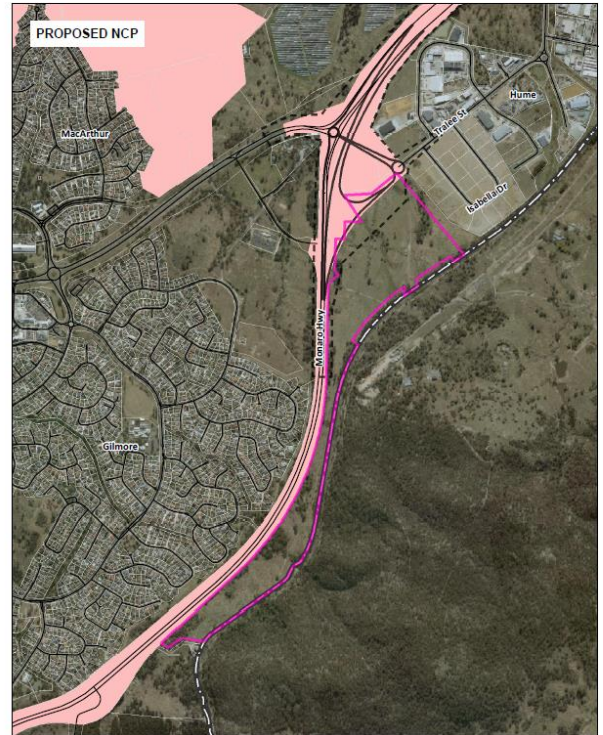


Figure 9: Proposed Designated Areas

2. Amending Figure 2: General Policy Plan – Metropolitan Canberra as shown below.

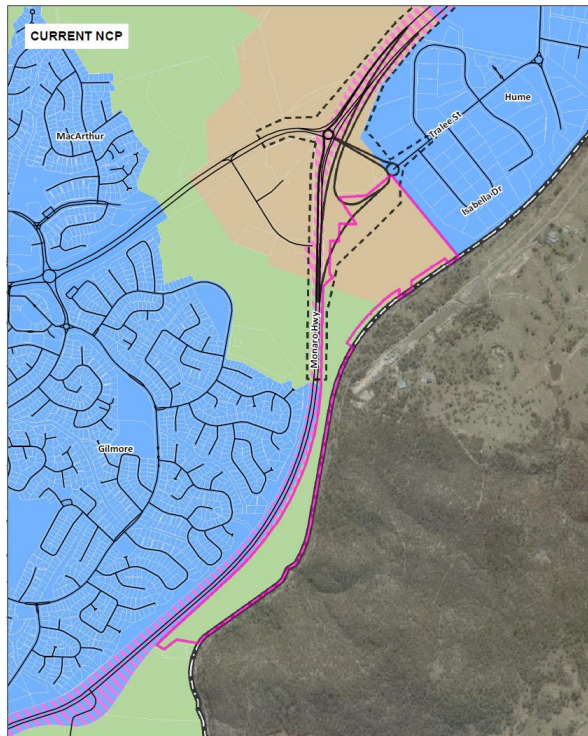


Figure 8: Current General Policy Plan

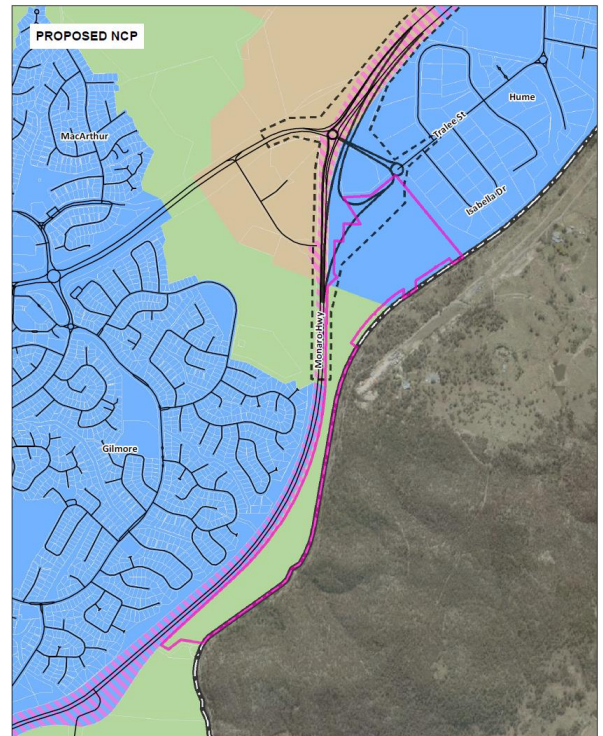


Figure 9: Proposed General Policy Plan

3. Replacing Figure 127: Approach Routes location with the updated figure below.

Current	Proposed
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Figure 127: Approach Routes location

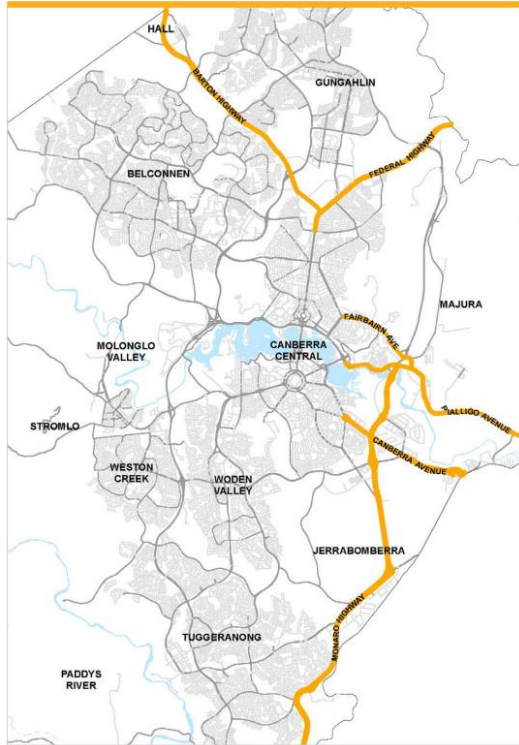


Figure 10: Current Approach Routes Location

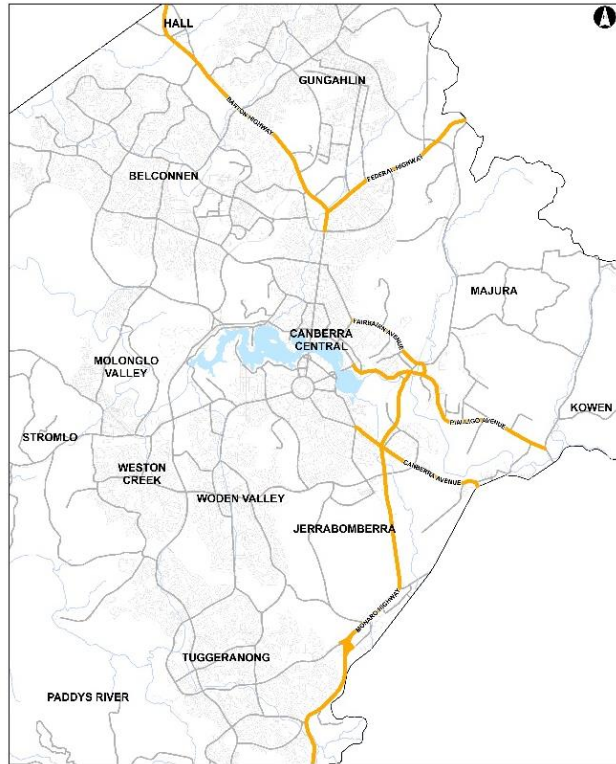


Figure 11: Proposed Approach Routes Location

4. Replacing Figure 143: Territory Land subject to Special Requirements with the updated figure below.

Current	Proposed
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Figure 143: Territory Land subject to Special Requirements

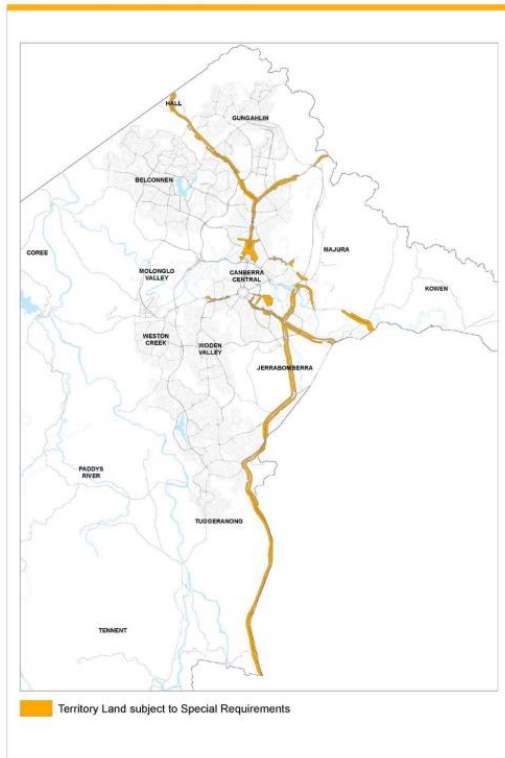


Figure 12: Current Territory Land Subject to Special Requirements

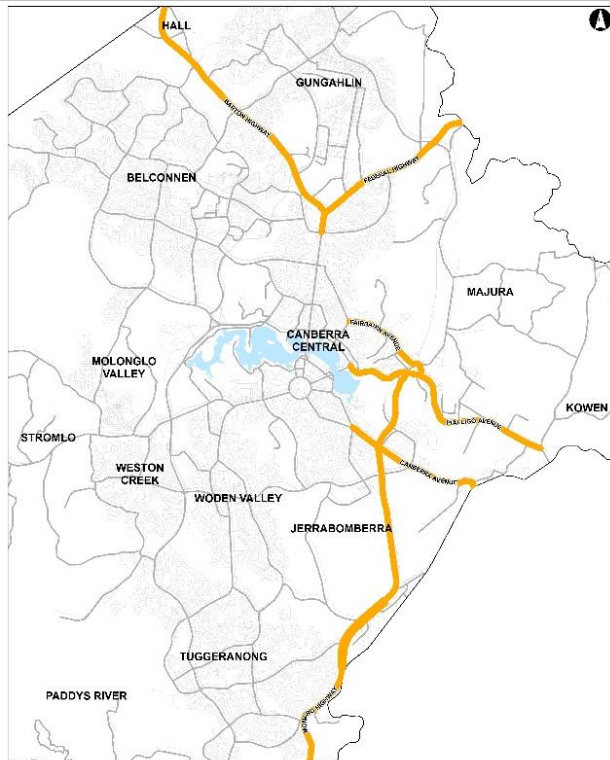
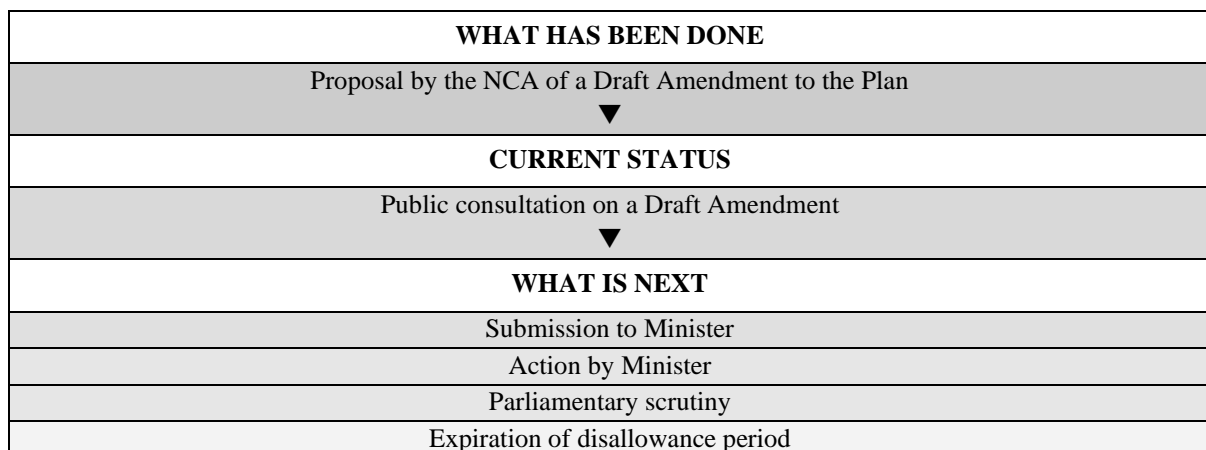


Figure 13: Proposed Territory Land Subject to Special Requirements

1.5 Draft amendment process

The process for making an amendment to the Plan is outlined in Figure .

Figure 14: Outline of the National Capital Plan draft amendment process



1.6 Public consultation

The NCA welcomes written comments on DA96 from interested parties as part of the consultation process. All responses received will be considered before DA96 is submitted to the Minister for Regional Development, Local Government and Territories in accordance with the provisions of the Act.

Hard copies of DA96 are available on request by contacting:

National Capital Authority
Ground Floor, Treasury Building
King Edward Terrace
PARKES ACT 2600

02 6271 2888

Between 9am and 5pm Monday to Friday

Get involved

Options to get involved or obtain further information include:

- Send your questions to draft.amendment@nca.gov.au. NCA officers will provide a written response, alternatively please indicate if would like an NCA officer to call you to discuss your questions.
- Check the website and the NCA's social media channels regularly for further updates and responses to key questions and comments being received.
- If you belong to a community organisation or business, please email draft.amendment@nca.gov.au to organise a meeting or teleconference with NCA officers.

Submissions

Submissions to DA96 can be:

- emailed to draft.amendment@nca.gov.au
- mailed to Chief Planner, National Capital Authority, GPO Box 373, Canberra ACT 2601
- delivered to the National Capital Authority, Ground Floor Treasury Building, King Edward Terrace, Parkes ACT 2600.

Submissions are invited until close of business on **Monday 8 December 2023.**

Permission to disclose name and address

The NCA seeks an open and transparent draft amendment process. Following public consultation on the draft amendment, the NCA will prepare a Consultation Report which will be published on the NCA website. This report will include a summary of each submission. The NCA intends to publish the name of each person making the submission, but will not publish contact details (such as physical address, email or phone number).

If you have a concern about having your name published on the internet or wish to make a confidential submission, you must make this clear when submitting your comments. Say why you want your submission to be kept confidential.

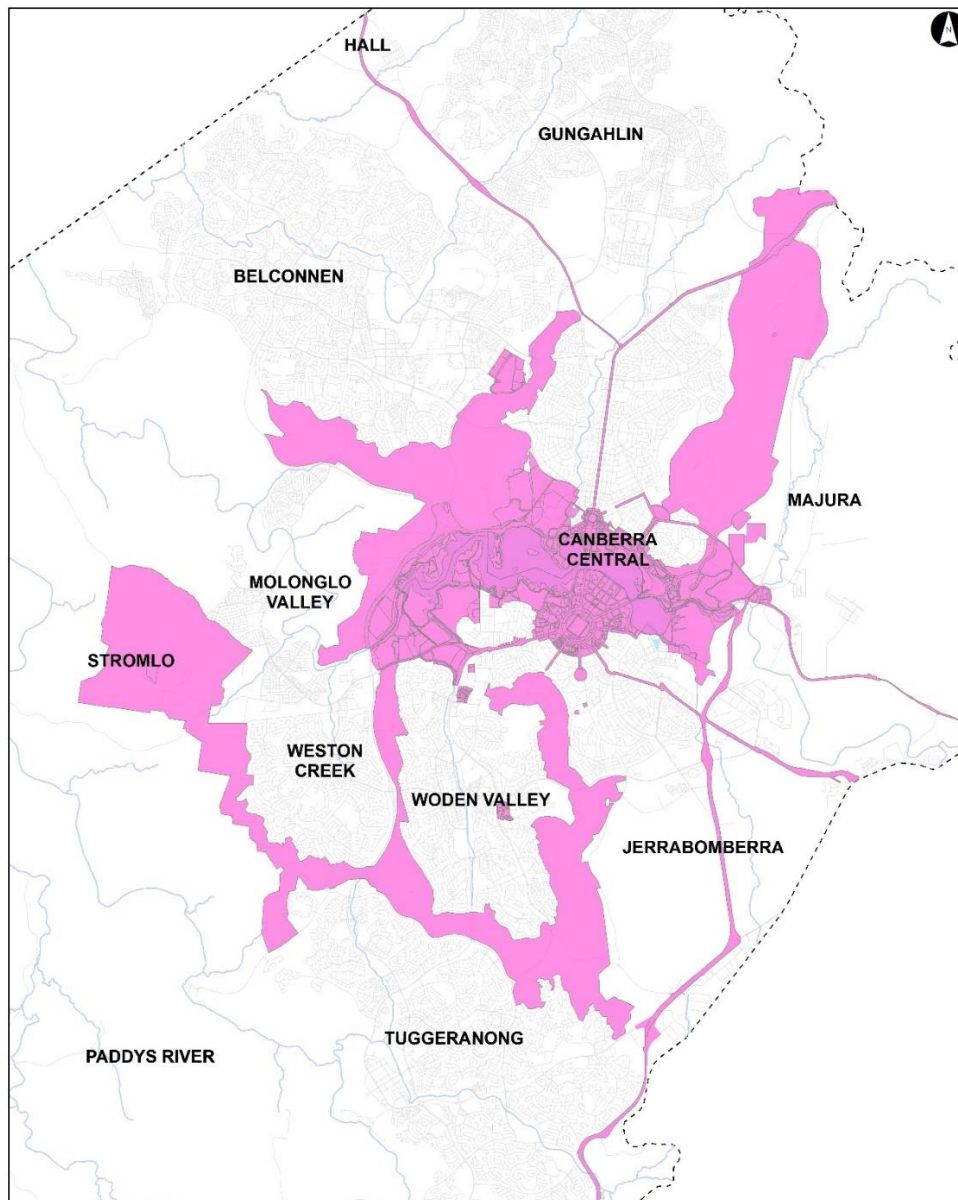
The NCA will consider requests for confidentiality, but cannot make promises in advance. If you have concerns about confidentiality, please contact the NCA to discuss before making a submission.

Part 2: National Capital Plan Amendment 96 – Monaro Highway and Hume Industrial Estate

The National Capital Plan is amended by the following:

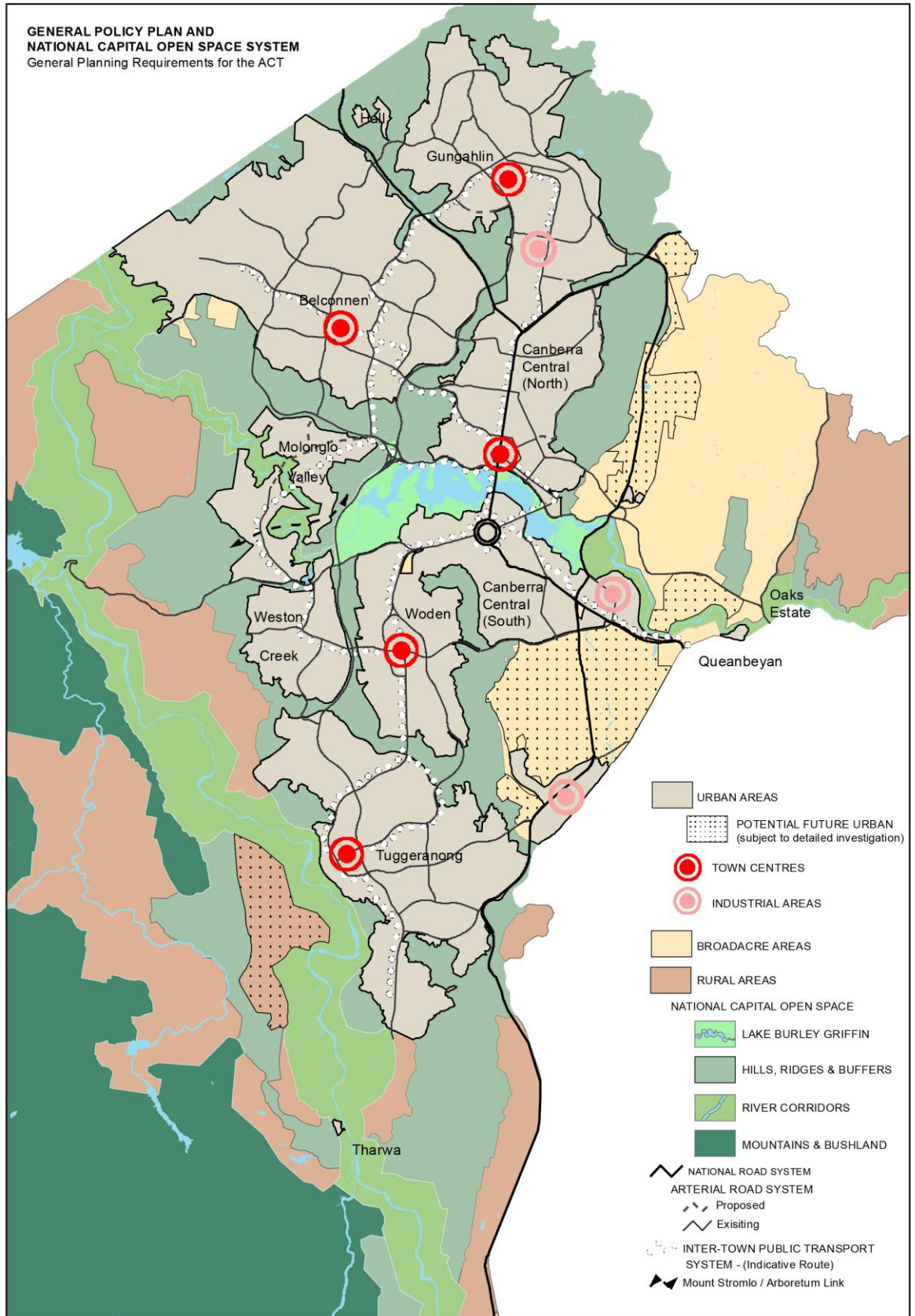
Section 1.2 – Designated Areas

1. Delete Figure 1 ‘Designated Areas’, and replace with the following figure:



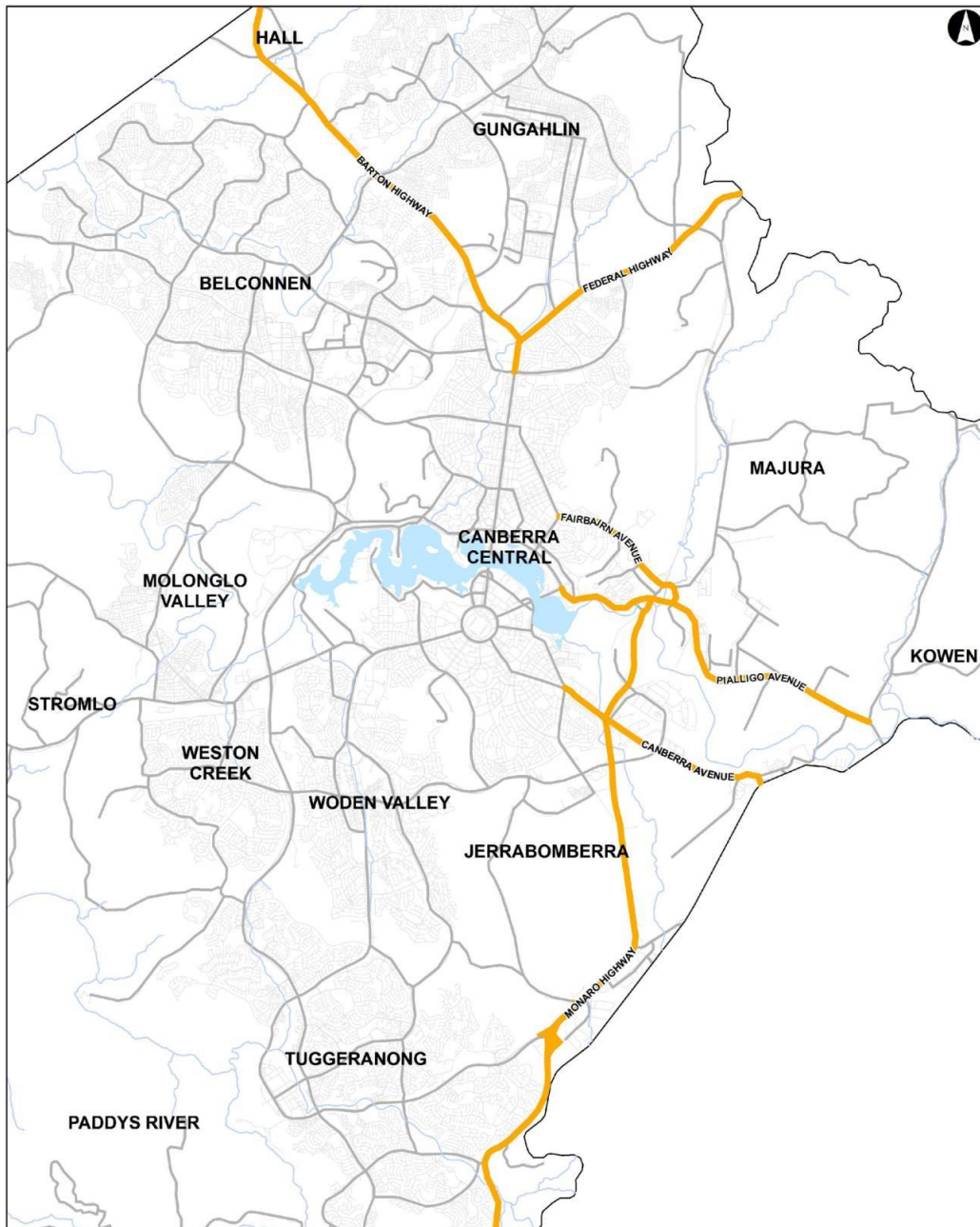
Section 3.1.1 – Broad land use categories

- Delete Figure 2 'General Policy Plan – Metropolitan Canberra' and replace with the following figure:



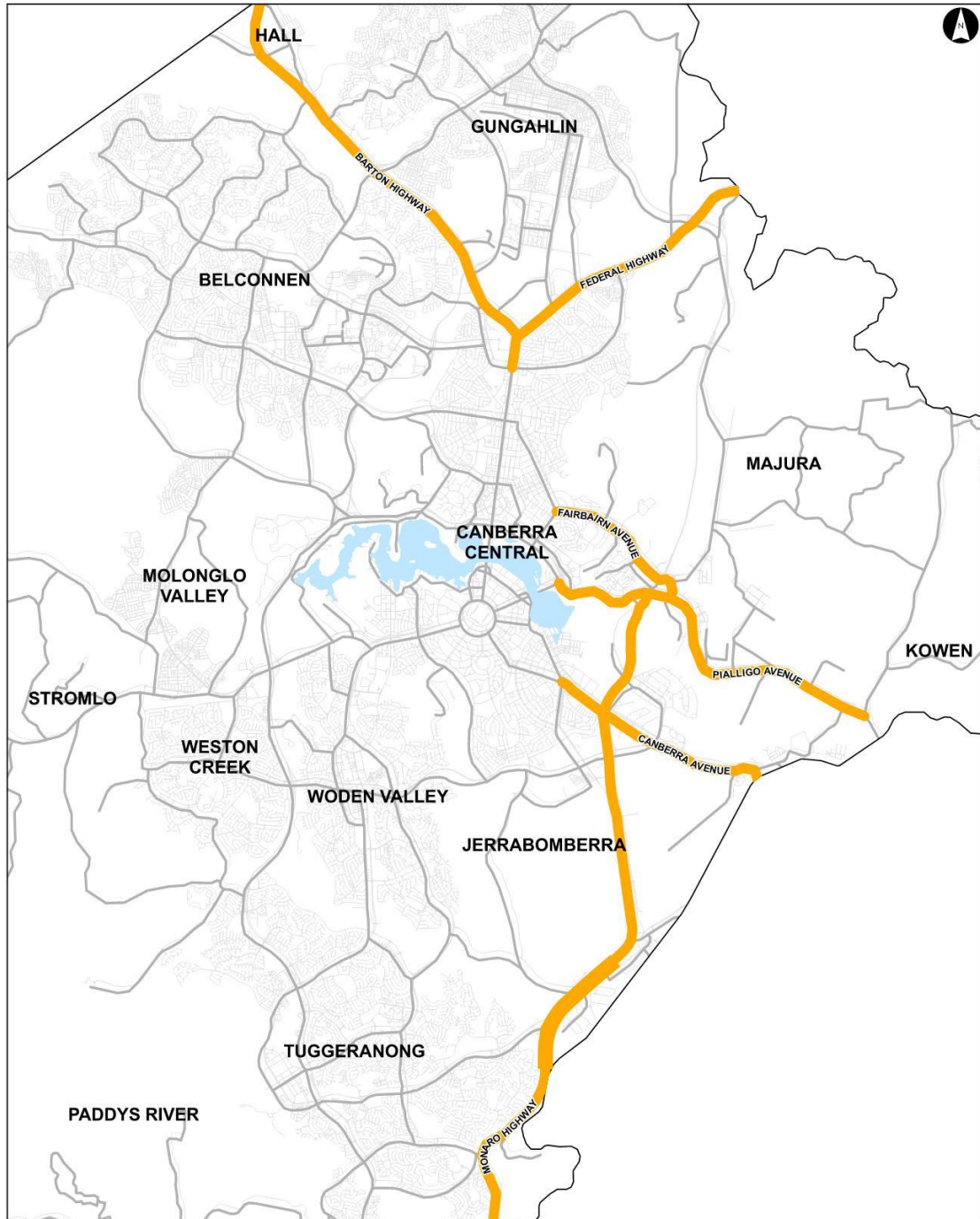
Section 4.15 – Main Avenues and Approach Routes Precinct Code

3. Delete Figure 127 'Approach Routes Location', and replace with the following figure:



Part Four (b) – Special Requirements for Territory Land

- 2 Delete Figure 143 'Territory Land subject to Special Requirements', and replace with the following figure:



Part 3: Consequential changes

The Draft Amendment will recognise consequential changes to page numbers, figure numbers and text references, and contents page.