

CONSULTATION REPORT

National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre

July 2024

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1. Introduction

1.1 Purpose and background

This report summarises the issues raised during the public consultation process undertaken by the National Capital Authority (NCA) on National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre (DA99).

The District of Molonglo Valley (Molonglo) is located on the western side of Canberra. Molonglo is Canberra's newest district and was initially planned to have a final population of around 55,000 people. Initial planning also intended that the new urban area would be serviced by a large 'group centre' and several 'local' centres, with other existing group centres in proximity to the valley supporting the needs of residents. A commercial centre the scale of a town centre was not anticipated.

In April 2024, the ACT Government's Environment, Planning and Sustainable Development Directorate (EPSDD) submitted a formal request to the NCA together with supporting information, to amend the Plan to identify a town centre in the District of Molonglo Valley. EPSDD noted that the population at Molonglo is expected to reach 70,000 people by the year 2050 and this projected population aligns with the need for a town centre. Identifying a town centre in the Molonglo Valley will guide future ACT Government planning, land release, and infrastructure work in developing the district's major commercial centre.

Both the National Capital Plan and the Territory Plan require amendment to officially recognise a town centre within the Molonglo Valley. EPSDD has advised that they will undertake the necessary Territory Plan variation process upon completion of the National Capital Plan amendment process.

In April 2024, the NCA's Board agreed that a draft amendment to the Plan be prepared to identify a new town centre in the District of Molonglo Valley. The NCA's Board also agreed to release DA99 for public consultation.

2. Consultation

2.1 Consultation activities

On 25 May 2024, the NCA released DA99 for public comment. The community engagement period ran for a period of 4 weeks, concluding on 25 June 2024. DA99 and supporting material were available on the NCA website during the consultation period.

Key activities during the consultation period of DA99 included:

- On 24 May 2024, content was published on the NCA's website. This included the draft amendment and a 'Questions and Answers' information sheet.
- On 24 May 2024, a notice was published on the Federal Register of Legislation (Attachment A).
- On 25 May 2024, a notice was published in The Canberra Times (Attachment B).
- On 28 May 2024, the NCA referred DA99 to the ACT Government's Environment, Planning and Sustainable Development Directorate (EPSDD) in accordance with section 15(1) of the Australian Capital Territory (Planning and Land Management) Act 1988.
- On 28 May 2024, the NCA referred DA99 to the following stakeholders:
 - o Molonglo Community Forum

- o Greater Canberra
- Woden Valley Community Council
- Weston Creek Community Council.
- On 4 June 2024, the Office of Impact Analysis advised that no Regulation Impact Statement would be required for DA99 (<u>Attachment C</u>).
- On 25 June 2024, EPSDD responded to the draft amendment stating that it supports DA99 (<u>Attachment D</u>).

2.2 Submissions received

Eight submissions were received in response to DA99, with submissions provided by individuals, community groups, and 1 government entity. The key issues raised in the public consultation period are summarised in Section 3 of this report. Details of submissions are available in <u>Attachment E</u>.

ACT Government

In April 2024, EPSDD submitted the request for the draft amendment to identify a town centre in the District of Molonglo Valley. Following formal referral of the draft amendment to EPSDD, return correspondence was received on 25 June 2024. The correspondence from EPSDD states that the ACT Government supports DA99 and is committed to pursuing the reclassification of the Molonglo group centre to a town centre. Following the amendment to the National Capital Plan, EPSDD will progress a minor amendment to the Territory Plan to bring the plan in line with the changes made to the National Capital Plan through DA99.

3. Key Issues

This section identifies the key issues raised during the consultation process. It identifies the themes raised in objections to the proposal, but also summarises the support received in response to the draft amendment.

3.1 Key issues raised in objections to the draft amendment

3.1.1 Expansion of urban footprint

Comments received

One submission raised concerns regarding the expansion of the existing urban footprint stating that the ACT Government should focus on increasing densities around the existing town centres to minimise the environmental impact of population growth. The submission referred to the ACT 2023 State of the Environment Report which notes the environmental costs of expanding Canberra's footprint and recommend legislation be introduced to contain urban expansion. The submitter is of the view that a decision regarding a new town centre at the Molonglo Valley is premature and should be delayed until the ACT Government has responded to the report.

NCA response

Draft Amendment 99 does not propose an expansion of the urban footprint.

Both the NCA and the ACT Government share a vision for a high quality, sustainable and equitable city. Specifically, the ACT Government's 2018 Planning Strategy seeks to limit urban spread and growth by increasing densities within the existing urban footprint where appropriate. This includes town centres and near transport nodes. A target to provide for about 70% of new housing within the existing urban footprint.

3.1.2 Town Centre Planning

Comment

A submission raised the issue that Town Centre status should be assessed on more than population size and number of suburbs and that a viable Town Centre must be planned to provide for a range of facilities. Town centre planning should focus on employment and other opportunities, reduced need for car travel and state-of-the-art cycling facilities. Concern is raised that lack of adequate facilities and employment opportunities will lead to increased traffic congestion.

NCA response

The ACT Government through the Territory Plan, is responsible for the day-to-day planning within the town centres, including setting detailed land use and policy, and assessing development proposals. This includes decisions around the future extent of the Town Centre and services to be provided.

3.1.3 Density

Comment

A submission stated that while not opposed to another town centre, the ACT Government should require 800 square metres as minimum land size within residential areas and not permit higher density development.

NCA response

The ACT Government is responsible for determining appropriate minimum lot sizes in the urban areas of the Molonglo Valley.

3.1.4 Other matters

Comments received

Other matters raised in the submissions relate to the ACT Government raising revenue through land sales and land sales by the ACT Government being largely to investors.

NCA response

These general matters are issues for the ACT Government to consider and do not impact on the draft Amendment 99.

3.2 Support for proposed amendment

Comments received

Five submissions, including one from the ACT Government, were received in support of DA99. The Molonglo Valley Community Forum stated that it has been closely involved in discussions with the ACT Government on the future of the Molonglo Valley's primary commercial centre since late 2021. In these discussions, the Forum have emphasised the importance of ensuring residents of the district are provided with shops, services and amenities commensurate with the needs of the district's growing population.

The submission from the Public Transport Association of Canberra (PTCBR) supports the proposal stating that clustering trip generators such as shops, schools and community facilities in dedicated centres close to public transport is sound transport and land use planning and should be encouraged.

PTCBR is however of the view that the draft amendment should go further and should reflect the road and public transport route alignments shown in the ACT Government's Molonglo Valley District Strategy.

The submission from Greater Canberra supported DA99, stating that provision of key services should be provided locally to ensure reduced traffic generation and travel time as well as reduced infrastructure costs.

NCA Response

Support for the amendment is noted.

The road and public transport corridors shown at Figures 2 and 10 of the Plan are indicative only. Policies of the Plan for the inter-town public transport system require only the general location of routes to be shown. This provides some flexibility if inter-town routes change and enables the ACT Government to undertake the detailed planning of these routes as required.

4. Conclusion

On 25 May 2024, DA99 was released for public consultation. The public consultation period ran for 4 weeks, concluding on 25 June 2024.

Eight written submissions were received in response to DA99, which included one submission from government entities. Of the 8 submissions received, only 1 submission objected to DA99. Five submissions supported or largely supported DA99 while the 2 remaining submissions were neutral or contained mixed views.

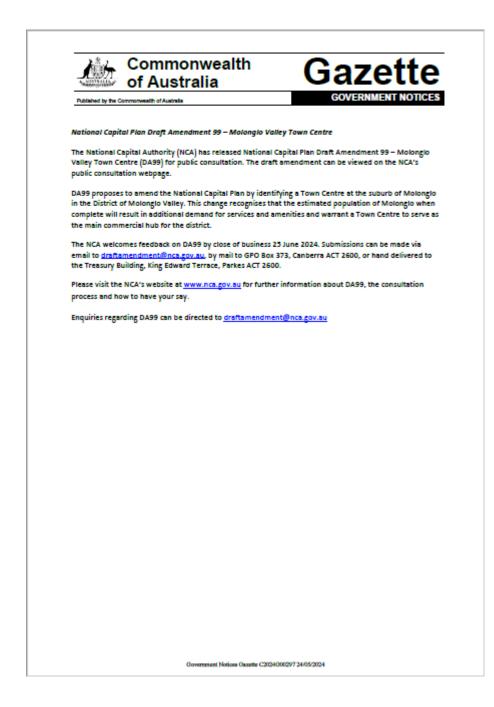
Key issues raised in submissions concerned detailed planning matters that are the responsibility of the ACT Government, for example densities within the town centre, provision of community facilities and traffic routes and public transport considerations.

No changes are recommended to DA99 as a result the public notification process.

5. Attachments

- A. Notice of release of Draft Amendment 99 for public comment published in The Canberra Times
- B. Notice of release of Draft Amendment 99 for public comment published in the *Commonwealth Notices Gazette*
- C. Advice from Office of Impact Analysis
- D. Response from ACT Government's Environment, Planning and Sustainable Development Directorate
- E. Submissions received

Attachment A: Notice of release of Draft Amendment 99 for public comment published as a Gazette Notice on the Federal Register of Legislation



Attachment B: Notice of release of Draft Amendment 99 for public comment published in The Canberra Times

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National Capital Plan Molonglo Town Cent consultation. The dra	IDMENT99 Consultation The Centre Authority (NCA) has released Draft Amendment 99 -
by identifying a Town Molonglo Valley. This estimated population will result in additiona	end the National Capital Plan Centre in the District of s change recognises that the of Molonglo when complete al demand for services and t a Town Centre to serve as hub for the district.
Email <u>draft.amendm</u> Box 373, Canberra At Treasury Building, Ki ACT 2600.	closeofbusiness 25June2024: ent@nca.gov.au; mail to GPO CT 2601; or hand deliver to ing Edward Terrace, Parkes ng DA99 can be directed to ca.gov.au
A	ca_gov_au ☑@nca_media ww.nca.gov.au

Attachment C: Advice from Office of Impact Analysis

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Regarding: OIA24-07579 - National Capital Plan Draft Amendment 99 - Molonglo Valley Town Centre

Thank you for submitting your proposal to the Office of Impact Analysis (OIA) for our consideration and advice. Based on the information provided, the OIA has determined that **detailed impact analysis is not required** under the Australian Government's Policy Impact Analysis Framework. This assessment is informed by our understanding that the National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre proposes to (only) identify a Town Centre at Molonglo.

If any of the above is inconsistent with your proposal, or should your proposal change significantly from the details provided, please contact us again to ensure our advice remains current. Please quote your reference number (OIA24-07579) to ensure we can assist you promptly.

Regards,

Adviser, Office of Impact Analysis Department of the Prime Minister and Cabinet

Ngunnawal Country, 1 National Circuit Barton ACT 2600 | PO Box 6500 CANBERRA ACT 2600 w. pmc.gov.au



The Department acknowledges and pays respect to the past, present and emerging Elders and Traditional Custodians of Country, and the continuation of cultural, spiritual and educational practices of Aboriginal and Torres Strait Islander peoples.

IMPORTANT: This message, and any attachments to it, contains information that is confidential and may also be the subject of legal professional or other privilege. If you are not the intended recipient of this message, you must not review, copy, disseminate or disclose its contents to any other party or take action in reliance of any material contained within it. If you have received this message in error, please notify the sender immediately by return email informing them of the mistake and delete all copies of the message from your computer system. Attachment D: Response from ACT Government's Environment, Planning and Sustainable Development Directorate



Obj ref: 24/56770

Mr Andrew Smith Chief Planner National Capital Authority Andrew.Smith@nca.gov.au

Dear Mr Smith

Amendment 99 – Molonglo Town Centre

Thank you for your letter of 28 May 2024 to advise that the National Capital Authority released National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre for public consultation from 25 May until 25 June 2024.

The ACT Government supports Amendment 99 and is committed to pursuing the reclassification of the Molonglo group centre to a town centre.

I would also like to express my gratitude for the National Capital Authority's responsiveness in actioning the request from the ACT Government to reclassify the Molonglo commercial centre.

The Environment, Planning and Sustainable Development Directorate will be progressing an associated minor amendment to the Territory Plan to bring the plan in line with the changes made to the National Capital Plan through Amendment 99.

Yours sincerely

ton.

Ben Ponton Director-General 25 June 2024

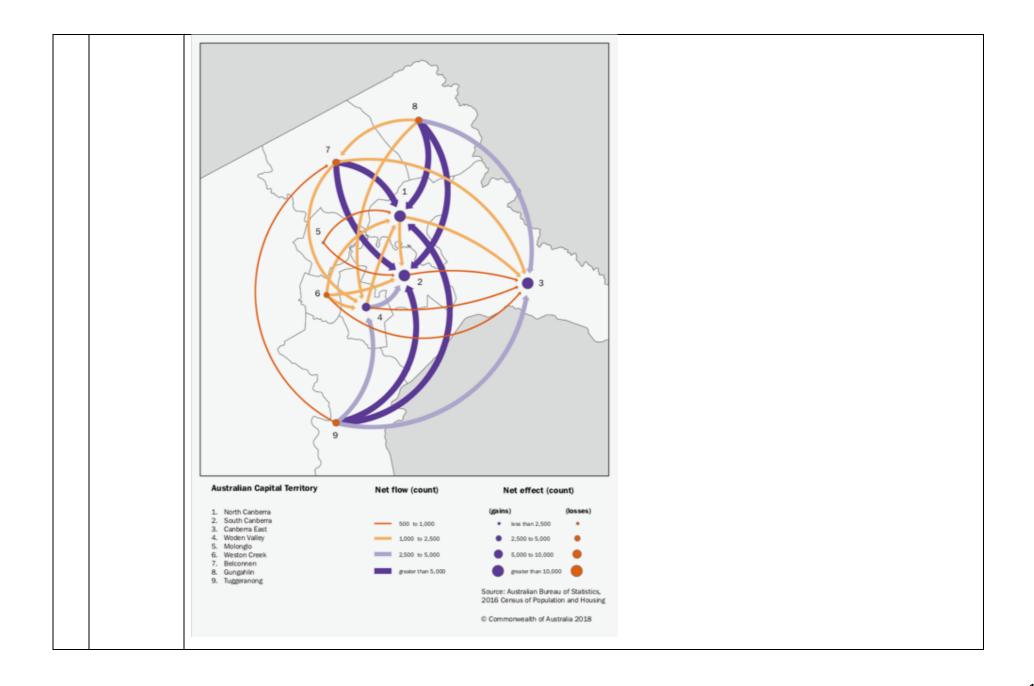
GPO Box 158 Canberra ACT 2601 | phone: 132281 | www.environment.act.gov.au | www.planning.act.gov.au

Attachment E: Summary of submissions

No.	Name	Comments
1	Boberry Fudgeham	Good morning NCA,
		I am emailing regarding the open consultation to amend the National Capital Plan to add a new town centre in the Molonglo Valley (Draft Amendment 99).
		In summary, it is imperative the National Capital Authority reject this proposal in order to prioritise better and more efficient use of the existing Canberra footprint.
		While the arguments based on estimated population growth for the region makes sense, on balance I consider this proposal to be premature.
		I note the ACT Government references higher-than-expected population growth as a key reason for reclassifying this region.
		A recent <u>article</u> in The Canberra Times quotes the ACT Planning Minister as saying "the area could even surpass the population of the City Centre and Woden Valley". While I note this may very well be true based on current projections, I consider it wasteful and poor planning to pivot at this time.
		Canberra already has 5 town centres, including Woden and Belconnen, for a total population of around 500,000. The <u>ACT's latest</u> <u>population projections</u> estimate the ACT could grow to almost 800,000 by 2060. The Belconnen, Gungahlin and Inner North are estimated to house over half of Canberra's total population, while most of Molonglo's growth is expected on its northern side near Belconnen.
		It is clear from these projections that Canberran's overwhelming favour living on the north side of the lake. Growth in the southern regions is expected to be minor at best. Rather than creating new suburbs (as is required to facilitate the projected Molonglo growth), the ACT Government should be focussed on increasing population density in and around the town centres that already exist.
		This is especially true for the Civic area, which is relatively low in population but high in offices. More people should be encouraged to move in to higher density living within the existing city limits. Better use of our existing suburbs, including new apartments and townhouses in the Belconnen, Civic and Gungahlin regions, should be pursued as the priority across the medium term to minimise the environmental impact of population growth.
		This view is supported by the 2023 ACT State of the Environment Report, tabled in the Legislative Assembly in March 2024. Crucially, this report found that the environmental costs of expanding Canberra's footprint (including through new suburbs in the Molonglo

No.	Name	Comments
		Valley) are immense and recommended the ACT Government legislate an urban growth boundary to contain urban expansion and achieve a compact, liveable and efficiently designed Canberra (Recommendation 1).
		The ACT Government has not yet formally responded to this report, which made 30 recommendations overall. It is my strong view that, at the very least, a decision regarding the proposed new town centre in the Molonglo Valley should be delayed until after the Government has responded to this report.
		Thank you for taking the time to consider my position. I am happy to expand on any points as required.
2	Roger Bacon	Town Centre status should be assessed on more than population size and number of suburbs.
		To be a viable Town Centre, Molonglo must be planned to have major attractive opportunities in:
		 employment retail range of accommodation government & professional services (eg medical, legal, library) entertainment, dining & cultural recreation.
		These are lacking to some degree in Tuggeranong and Gungahlin, and almost entirely lacking in Molonglo.
		Civic (including Braddon) is overweight in these opportunities, causing it to distort our urban planning, not least by attracting far more traffic than it should.
		The Airport is a de facto private-sector Town Centre in terms of employment and retail, but entirely outside the ACT planning jurisdiction, which still has to deal with the traffic congestion it generates.
		'Town Centres' which are no more than a collection of dormitory suburbs for Civic, Airport and Fyshwick are a recipe for planning disaster.
		Before long, there will be political pressure to widen the Tuggeranong Parkway to 'solve' Molonglo traffic congestion. This will threaten the very idea of Canberra as a well-planned city.
		Such action would be a planning castastrophe:
		 There is ample evidence that widening roads makes congestion worse. It would make a mockery of the climate emergency which the ACT declared on 16 May 2019.

No.	Name	Comments
		 It would be a serious waste of resources. Southern & western ACT would be well on the way to a future of traffic gridlock.
		Town Centre planning should focus on
		 local employment and other opportunities mentioned above, reducing the need for travel greatly improved public transport state-of-the-art cycling facilities.
		The map below based on the 2016 Census shows the problems already being created by 'dormitory' town centres. Planning should address this before it is too late.



No.	Name	Comments
3	Lea Zangl	Why wasn't it going to be a town centre from the beginning, also, why not say, sure ACT can have another township, but there must be a return to normal with plot sizes and uses, 800sqm minimum land size, no terrace housing, minimum high density, reserve land for tenured ACT residence, instead of pricing us out of the market by having to compete with investors negative gearing. Also, Screw the idea that the government makes a revenue from selling land, that should not be revenue, it should be extra over and above the normal revenues, look after us, stop placating the assembly tyrants. Put some conditions around the approval, that we must be facilitated not excluded.
4	Bradley Yates	I think this is a sensible amendment and warrants approval.
5	Molonglo Valley Community Forum	Molonglo Valley Town Centre
		The Molonglo Valley Community Forum (the Forum) welcomes the opportunity to comment on Draft Amendment 99 (DA99) to the National Capital Plan.
		The Forum was established by residents in 2021 to preserve and improve the social, cultural, economic and environmental wellbeing of the Molonglo Valley and its community. The Forum has reviewed this draft amendment to ensure that it is consistent with these aspirations.
		After careful consideration of DA99, our recommendation is as follows:
		Forum Recommendation – DA99 <u>should be approved</u> to ensure work on the Molonglo Town Centre is not subject to any further delays.
		The Forum has been closely involved in discussions with the ACT Government on the future of the Molonglo Valley's primary commercial centre since November 2021. During this time, we have emphasised the importance of ensuring residents of the Molonglo Valley are provided with shops, services and amenities commensurate with the needs of our district's growing population.
		The documentation for DA99 confirms that the Molonglo Valley is expected to reach a final population of approximately 70,000 residents by 2050, up from 55,000 considered in the early planning for the district. As outlined in the Forum's submission to the <i>ACT Planning System Review and Reform Project</i> (provided at <u>Attachment A</u>) we believe the first step towards accommodating this previously unanticipated growth should be the reclassification of the Molonglo Group Centre to "Town Centre" status within the ACT centres hierarchy.

No.	Name	Comments
		The Forum therefore supports both the intent and substance of DA99. We recommend that it be approved as soon as possible, to ensure work on the Molonglo Town Centre can progress in a timely manner.
		Attachments
		Attachment A – MVCF Submission to the ACT Planning System Review and Reform Project (March 2023)
6	Public Transport Association of Canberra	The Public Transport Association of Canberra (PTCBR) welcomes the opportunity to make this submission to the proposed National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre (DA99).
		PTCBR support DA99's proposal to give the Molonglo Valley its own town centre. Clustering trip generators such as shops, schools and community facilities in dedicated centres close to public transport is sound transport and land use planning and should be encouraged.
		However, PTCBR believe this draft amendment needs to go further. In addition to its increased population projections, there have been significant changes to the Molonglo Valley's urban structure over the past decade that should be reflected in the current <i>National Capital Plan</i> .
		Specifically, Figures 2 and 10 of the <i>National Capital Plan</i> show a proposed arterial road layout and indicative route for Canberra's Inter-Town Public Transport System through the Molonglo Valley that have been superseded by more recent planning work and the delivery of key trunk infrastructure. These inconsistencies can be clearly seen by comparing the figures from the <i>National Capital Plan</i> with comparable figures from the <i>Molonglo Valley District Strategy (2023)</i> . This comparison is illustrated in Figure 1 (overleaf). ¹
		To ensure the <i>National Capital Plan</i> reflects the latest thinking around the development of the Molonglo Valley, PTCBR recommends that Figures 2 and 10 of the <i>National Capital Plan</i> be updated to reflect the road and public transport route alignments shown in the <i>Molonglo Valley District Strategy</i> . Ideally, these changes should be undertaken via a revised DA99. This will significantly minimise the amount of duplicative work that would be required if these changes were undertaken via a separate amendment to the <i>National Capital Plan</i> and provide a greater level of strategic clarity around the future of the Molonglo Valley during a pivotal time in its development.

No.	Name	Comments
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No.	Name	Comments
		Figure 1: Extract from proposed National Capital Plan Figures 2 and 10 (top left and top right) compared to Figures 2 and 8 (bottom left and bottom right) of the Molonglo Valley District Strategy (2023)
7	Greater Canberra	Greater Canberra welcomes this opportunity to support National Capital Plan Draft Amendment 99, which identifies a Town Centre in the suburb of Molonglo.
		About Greater Canberra
		Greater Canberra is an organisation that advocates for a more affordable, liveable, and sustainable Canberra. We believe that urban intensification and higher-density living is critical to making our city more environmentally friendly and sustainable while also providing the housing our city needs. However, exclusionary planning laws and reliance on suburban infrastructure pose major urban design challenges as Canberra plans for a future impacted by climate change and increased environmental stressors.
		Support for Draft Amendment 99
		While Greater Canberra generally favours urban infill and the redevelopment of existing suburbs in order to enable a greater number of Canberrans to live in central locations near to existing employment and amenities, the suburbs within the Molonglo Valley represent some of the highest growth areas within the ACT. While these suburbs have been designed with higher-than-average density, they are currently reliant on centres such as Weston Creek, Woden Valley, and Belconnen to meet their community and commercial services needs. As such, residents need to travel increased distances - usually by car - on a daily basis. As Molonglo Valley grows, this will lead to greater traffic, infrastructure costs and travel time for local residents if key services are not provided locally.
		As such, it is long past time that key services for Molonglo Valley residents are provided within close proximity to residential areas. Not only will this reduce the infrastructure cost associated with facilitating the continued travel of Molonglo Valley residents, but it will ensure that the needs of the growing population are met into the future. As noted in the documentation for DA99, Molonglo Valley is expected to reach a final population of approximately 70,000 residents by 2050, up from 55,000 considered in the early planning for the district. This population growth more than justifies the creation of a town centre to service their needs.
		Recommendation The National Capital Authority should approve DA99 to enable work on the Molonglo Town Centre to continue in a timely fashion.

Name	Comments
	Greater Canberra therefore strongly supports both the intent and substance of DA99. We recommended that it be approved without delay so that work on the Molonglo Town Centre can begin in earnest.
ACT Government- Environment, Planning and Sustainable	Thank you for your letter of 28 May 2024 to advise that the National Capital Authority released National Capital Plan Draft Amendment 99 – Molonglo Valley Town Centre for public consultation from 25 May until 25 June 2024. The ACT Government supports Amendment 99 and is committed to pursuing the reclassification of the Molonglo group centre to a town centre.
Development Directorate	I would also like to express my gratitude for the National Capital Authority's responsiveness in actioning the request from the ACT Government to reclassify the Molonglo commercial centre. The Environment, Planning and Sustainable Development Directorate will be progressing an associated minor amendment to the Territory Plan to bring the plan in line with the changes made to the National Capital Plan through Amendment 99.
	ACT Government- Environment, Planning and Sustainable Development