

Australian Capital Territory

Territory Plan (Adoption of Planning Guidelines) 2004 (No 4)*

Notifiable instrument NI2004—374

made under the

Territory Plan, Part A3 Clause 8.3 (Planning Guidelines)

I hereby adopt the *Fraser Local Centre Guideline* and give notice that it has been entered in the register of planning guidelines.

Copies of the guideline are available for inspection at:

- the ACT Planning and Land Authority Customer Service Centre, Dame Pattie Menzies House, 16 Challis Street, Dickson, during normal office hours; and
- the ACT Planning and Land Authority Website at:
www.actpla.act.gov.au/plandev/planning_register/index.htm

Neil Savery
Chief Planning Executive
ACT Planning and Land Authority
16 September 2004

*Name amended under Legislation Act, s 60

FRASER LOCAL CENTRE

GUIDELINE

SEPTEMBER 2004



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1 Introduction

The Fraser Local Centre Guideline provides a planning framework for the redevelopment of the centre. The Guideline provides directions for the future development of the centre and surrounds that will benefit the community and enhance the surrounding neighbourhood.

1.1 Context

The suburb of Fraser is located in the north western extremity of the Belconnen district of Canberra (refer Figure 1). The Fraser Local Shopping Centre was established in 1976. Residents of Fraser are in close proximity to other shopping centres, including Charnwood Group Centre, Charnwood Local Centre and Spence Local Centre. Belconnen Town Centre provides the larger commercial, business and entertainment focus for the region. The established centres within the Belconnen region provide for the shopping and service needs of Fraser residents (Colin Stewart Architects, 2001).

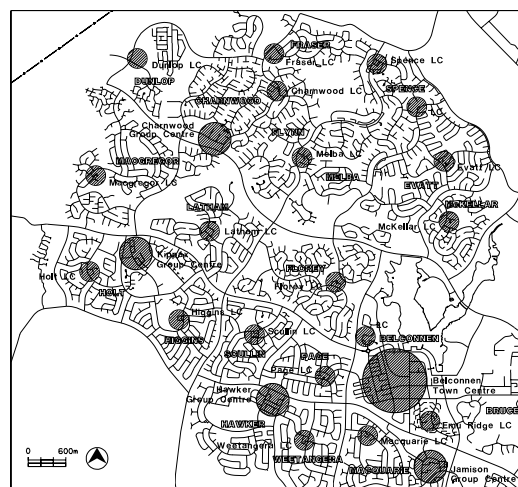


Figure 1: Retail Centres in North Belconnen

1.2 The Centre

Fraser Local Centre is located on the corner of Daley Crescent and Tillyard Drive. This Guideline applies to the land indicated in Figure 2.

The centre consists of two linked buildings that contain a tavern and two vacant shops. The shops face onto a forecourt and car park. Figure 3 shows a compact built form with large setbacks from Daley Crescent and Tillyard Drive. The large amount of space behind the centre is also evident.

The large car park on Daley Crescent provides vehicle access to the centre and dominates movement and connections to the shops. There is a service road and a large, bitumen service and delivery area behind the shops.

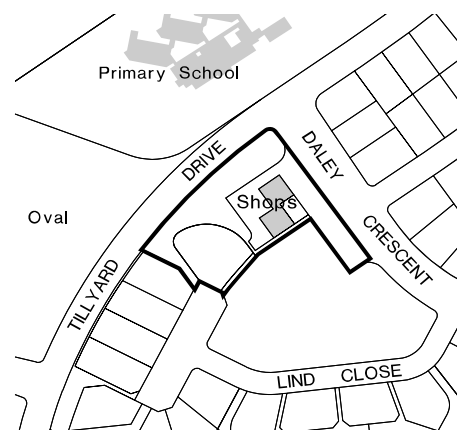


Figure 2: Guideline Area

Pedestrian access to the shops from Daley Crescent is through the expansive car park and there is a potential for conflict between pedestrians and vehicles accessing the rear of the shops. Activity (and the economic survival of the centre) is not promoted by the large building setbacks from streets and the distance between pedestrian paths and shop frontages. The large amount of under-utilised land around the centre does not contribute to an attractive and safe local centre.

The site has a 10 metre fall from the southern end of the car park to Tillyard Drive (refer Figure 4). The site affords filtered views across Tillyard Drive to the open space and mature trees of the Fraser Primary School.

The centre's address to Tillyard Drive is poor, facing away from the street and providing views of service yards and a blank brick wall. Because of the slope over the site, these facilities are elevated when viewed from Tillyard Drive.

Fraser Local Centre is not currently providing the services and retail activity expected of a local centre. The centre has experienced many years of decline, and in recent times traders are finding it difficult to survive the changing economic cycles, the introduction of 24-hour trading by the larger supermarket chains, the growth of the Belconnen Town Centre and Charnwood Group Centre, changing demographics within the suburb, and changing community shopping needs.

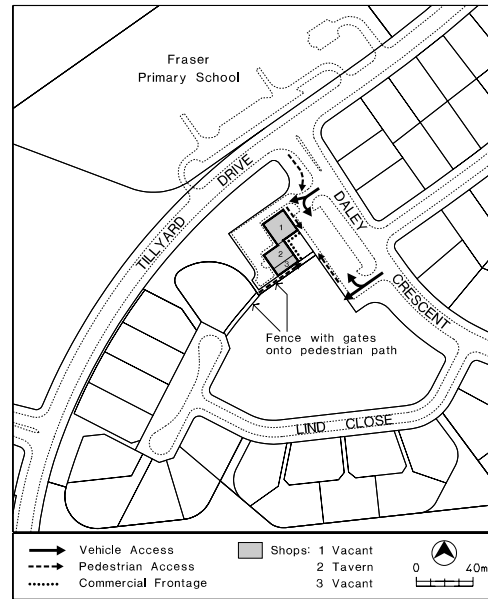


Figure 3: Buildings and Access

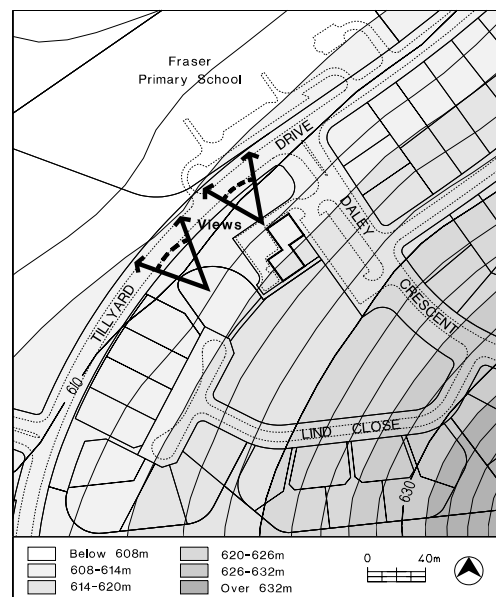


Figure 4: Elevation and Views

1.3 Territory Plan

Under the Territory Plan, the Commercial 'D' (Local Centres) Land Use Policy applies to the Fraser Local Centre. The Territory Plan contains planning objectives and controls for local centres and the provisions of the plan apply to this centre. The objectives of the Territory Plan for local centres are:

- To provide for convenience retailing and other accessible, convenient shopping and community and business services to meet the daily needs of the local population.
- To provide opportunities for business investment and local employment.
- To provide for a mix of land uses appropriate for this level in the hierarchy of centres and to enable centres to adapt to changing social and economic circumstances.
- To maintain and enhance environmental amenity and encourage a standard of urban design appropriate for the locality.



Figure 5: Territory Plan Land Use Policies

This Guideline reinforces these objectives through a number of aims and requirements. These are in addition to the planning controls contained in the Territory Plan.

1.4 Consultation

Consultation specifically undertaken for the preparation of this Guideline was conducted by Colin Stewart Architects during May and June 2001. The consultation program included a survey of residents, a workshop, a community walk and interviews with key stakeholders at Fraser Local Centre. The number of respondents was not high. The main issues that emerged from this consultation were:

- Fraser does not operate as a local centre, with convenience shopping and service needs met by other nearby centres. A local centre should provide amenities such as a 'cluster of shops' which also serve as a community centre.
- The Tavern is not considered family friendly or suitable activity within a local centre.
- Commercial redevelopment is limited with the existing lease purpose clause and block size.
- Presentation of the centre to Tillyard Drive is poor and the service area behind the shops is considered unsafe.
- The buildings and the courtyard have a poor appearance and address to the streets.

Following further consultation on this Guideline this document will be amended and adopted as the guiding document for planning, and placed on the Register of Planning Guidelines under the Territory Plan.

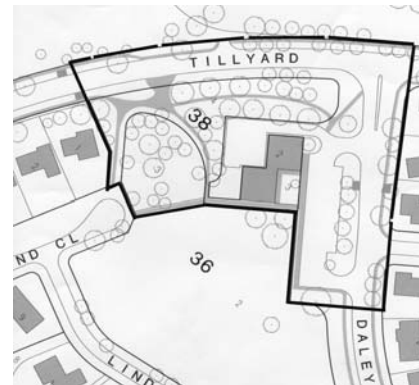


Figure 6: Consultation Study Area

(Note : Block 2 Section 36 has been redeveloped for residential use)



View of shops from Tillyard Drive



Service area behind shops

2 The Guideline

This Guideline provides a planning framework to guide redevelopment the site for mixed-use development, incorporating local centre activities such as shops and/or community activities with housing. The Guideline:

- Identifies a larger, viable site for redevelopment for a mix of uses including commercial and residential.
- Retains the potential for future commercial activities located on the Daley Crescent frontage.
- Ensures any redevelopment of the site compliments the existing character of the suburb.
- Provides appropriate pedestrian, cycling and vehicular connections.

2.1 Land Use

Aims

To create a site of sufficient size that is economically viable to redevelop.

To provide for a mix of uses on the site with commercial activity located along Daley Crescent.

Requirements

Any intention to redevelop Block 2 Section 38 Fraser will require lease boundary modifications to reflect Figure 7. This will require the lessee of this Block to apply to, and receive approval from the ACT Government to purchase the additional land.

The site provides for a component of development fronting Daley Crescent. Provision for commercial, retail or home business activity shall front Daley Crescent. Any building along Daley Crescent shall face the street. Building/s that face Daley Crescent shall be designed to accommodate commercial/retail uses and may include a commercial/retail ground floor frontage and residential above (refer section 2.2 Buildings).

The Commercial 'D' (Local Centres) Land Use Policy will be retained and any redevelopment of the site must comply with the Territory Plan. It should be noted that a development consisting only of residential dwellings could be approved, provided:

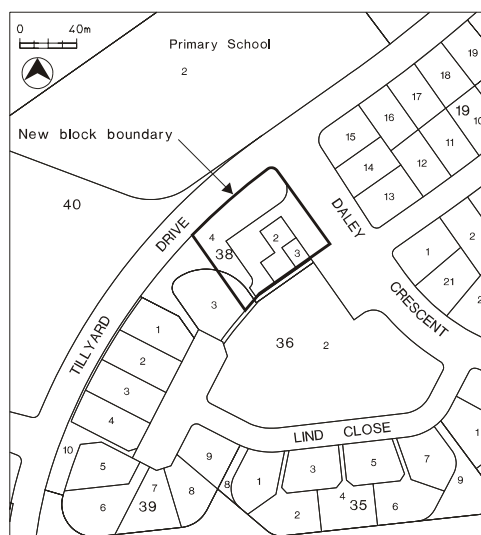


Figure 7: Proposed Lease Boundary

- Clause 2.7 of the Commercial Land Use Policy for Local Centres (Part B2D) is met, which regulates any reduction in commercial space; and
- Buildings facing Daley Crescent are built to accommodate commercial uses (see requirements below).

The Territory Plan outlines land uses that are permitted in Local Centres. The preferred land uses at the Fraser Local Centre are shop, office and residential. Home businesses are also considered appropriate.

The site is well suited for medium density housing due to the orientation and slope of the site as well as the location of the site within the suburb. Encouraging a diversity of residential dwelling types within the neighbourhood, that is opportunities for medium density housing, will enable people to move to a smaller home in the same suburb.

In order to achieve satisfactory level of residential amenity, a plot ratio of 0.65:1 is recommended for the residential component of any redevelopment. (Refer section 2.2 for additional requirements for buildings facing Daley Crescent.)

Any redevelopment shall be a complete redevelopment of the site. A staged development, retaining all or part of the existing building is unacceptable.

2.2 Buildings

Aims

To provide buildings fronting Daley Crescent that can accommodate changes in use over time and enable the ground floor to be used for commercial/retail regardless of initial use proposed.

To provide buildings that contribute to well defined streets and public spaces.

Requirements

In order to accommodate commercial/retail uses, buildings facing Daley Crescent are required to have:

- A minimum 3m floor to ceiling height on ground floors;
- A 2.7m floor to ceiling height for all upper floor living rooms and bedrooms of residential dwellings;
- Separate building entries for ground and upper floor premises;
- Appropriate acoustic standards – refer below.

Where residential dwellings are proposed on the ground floor facing Daley Crescent, the requirements above still apply. In addition, building and site design are required to balance residents' need for privacy and future building conversion to a commercial use. Buildings are to face and overlook streets, pedestrian routes and the open space to the southwest. The location of balconies, courtyards, terraces, windows of living areas and front entrances are ways of achieving this.

Building on the corner of Daley Crescent and Tillyard Drive shall provide a visual focus for this corner and address both frontages with minimal blank walls.

Street level pedestrian entries shall be provided to buildings along Daley Crescent and Tillyard Drive. Ground floor levels shall be at, or slightly above the levels of adjoining public areas. (Refer also to Interim ACT Planning Guidelines for Access and Mobility.)

Buildings shall be designed to reflect the slope and other environmental conditions on the site. Any new development is required to take into account sustainability principles.

A 5m minimum setback applies to the southern boundary adjoining the pedestrian path.

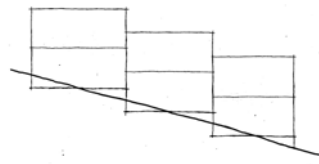


Figure 8: Relate Buildings to Slope

Where residential dwellings are proposed in Commercial Land Use Policy areas, the building shall meet Australian Standard AS2107 Acoustics: Recommended Design Sound Levels and Reverberation Times for Building Interiors and AS3671 Acoustics: Road Traffic Noise – Building Siting and Construction. Consideration of the ACT Draft Noise Management Guidelines 1996 is also recommended. The ACT Planning and Land Authority may request a noise management plan, to be prepared by an acoustical specialist and to indicate the design, siting and construction methods which will minimise the impact of noise for residents.

Residential development shall be in accordance with the Urban Housing Code at Appendix III.3 of the Territory Plan.

Residential development is required to have a mix of dwelling sizes. As a guide, 45% 1 bedroom, 40% 2 bedroom, 15% 3+ bedroom.

2.3 Image and Identity

Aims

To improve the image and identity of the Fraser Local Centre in all revitalisation and redevelopment projects.

To provide a pleasant, active streetscape along Daley Crescent that is appropriate for commercial and residential activity.

Requirements

The verge on Daley Crescent, adjoining the block, shall have tree planting and, where appropriate, landscaping.

Existing street trees along Tillyard Drive shall be retained and the plantings upgraded as part of the integrated landscape approach.

Any important existing vegetation on the site and adjacent areas is to be retained.

The existing letterbox, phone box and bus stops shall be retained. Any relocation shall be at the lessee's expense. Retaining existing telephone and post box, accessible from a visitor car park.

2.4 Circulation

Aims

To improve pedestrian, cycling and vehicle circulation and linkages between the centre and other parts of the suburb.

Requirements

Creation of a new development block (as identified in Figure 7) will require realignment of pedestrian routes and upgrading paths, in particular, pedestrian paths along Tillyard Drive and Daley Crescent.

The pedestrian route between Lind Close and Daley Crescent shall be retained, along the southern boundary of the site.

Pedestrian crossings are required where vehicles cross pedestrian routes shown on the Outcome Drawing.

Lighting shall be provided to all pedestrian routes and crossings in accordance with current standards. Consideration should also be given to the relevant provisions of the Interim ACT Planning Guidelines for Access and Mobility, and the Crime Prevention and Urban Design Resource Manual.

Lighting shall be upgraded to current streetlight standards in the car park and sections of roads adjacent to the new development block.

Bus stops are to be retained in existing locations.

Bicycle parking shall be provided and appropriately located along Daley Crescent.

Depending on activities fronting Daley Crescent, it may be appropriate to locate bicycle parking adjacent to the proposed telephone and post box location (refer 2.6 Outcome Drawing).

Vehicle access to the site shall be from Daley Crescent. Subject to the satisfaction of the Territory, it may be possible to connect an internal road with the car park (see Figure 9) provided this is not the main entry to the site. Altering existing lease boundaries may result in a reconfigured car park. The southern portion of the existing car park is to remain. Provision and location on-site parking will depend on the proposed use/s of any redevelopment. All infrastructure on public open spaces and road reserve street verges is to comply with the Department of Urban Services Design Standards for Urban Infrastructure and the Standard Specification for Urban Infrastructure Works.

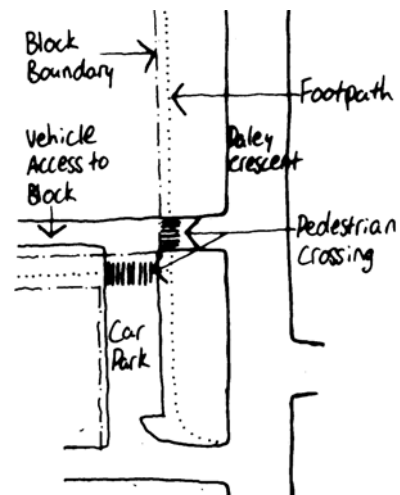


Figure 9: Site Access Connecting to Car Park

2.5 Additional Requirements

Compliance with the *Tree Protection (Interim Scheme) Act 2001* is required. Any redevelopment should address vegetation management and legislation requirements. The Department of Urban Services, City Management, Canberra Urban Parks and Places is the maintenance authority unit for the Fraser Local Centre. All proposed alterations and

additions to new and existing urban infrastructure elements (on leased and unleased land) must be presented to Quality Coordination for endorsement and comment.

All waste and recyclables created by this project are to be treated in accordance with the Development Control Code for Best Practice Waste Management in the ACT.

All waste and recycling facilities shall be provided within the lease boundary of the block.

To ensure developments achieve acceptable water resources management through:

- ensuring no contaminated water, including that containing sediments, is likely to leave the site during development and during the on-going operation of the site;
- incorporating measures and/or operating procedures which ensure that stormwater runoff from the site reflects patterns, volumes and quality which exist prior to development as far as reasonably practicable; and
- incorporating measures and/or operating procedures, which will minimise the demand of the facility on potable water supplies.

Developments with a large proportion of hard impervious areas often result in significant impacts on the rate of runoff, on water quality and the hydrological regime in receiving waters. Any development needs to include measures which counter these impacts.

Initiatives would be expected to include but are not limited to:

- measures to retain water on blocks and slow down the movement of water through the landscape, including ornamental ponds and roof drainage to swales/infiltration trenches;
- reuse of water on a block and neighbourhood scale including garden irrigation; and
- building design and siting setbacks enabling swale and infiltration siting.

It should be noted that impacts can also be reduced by off-site measures such as neighbourhood ponds, wetlands and water re-use arrangements. Environment ACT is likely to support proponent contribution to such measures, particularly where it involves cooperation with relevant community groups.

2.6 Outcome Drawing

The outcome drawing should be read in conjunction with the aims and requirements for the centre. It illustrates the planning controls required for redeveloping the centre that can provide for local centre activities such as shops and/or community activities, as well as opportunities to provide housing.

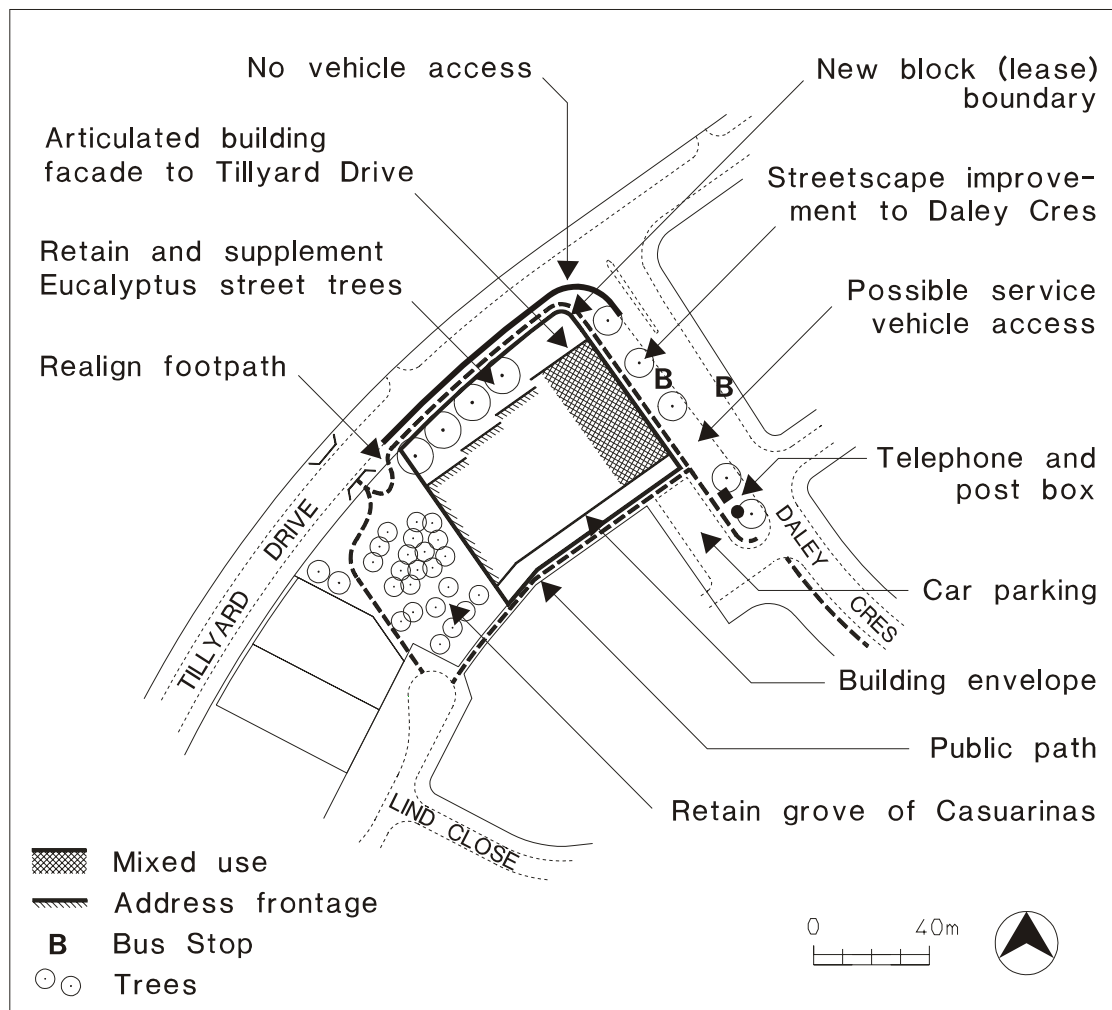


Figure 10: Outcome Drawing

3 The Next Steps

3.1 Lease Boundary Modifications

The lessee's intention to redevelop the Fraser Local Centre will instigate the process required to change lease boundaries. The lessee of Block 2 Section 38 Fraser will need to apply to the ACT Government to purchase the additional land (direct grant), and this application will need to be approved. The ACT Government will undertake the process of changing the current configuration of lease boundaries to provide the redevelopment site as identified in the outcome drawing.

3.2 Owners and Operators

The lessee has an important role in seeing the vision of this Guideline realised. The willingness and intention of the lessee to develop the land is the means by which changes and redevelopment of the site can occur. The lessee of this centre has expressed interest in redevelopment.

The minimum off site works are:

- Pedestrian paths along Daley Crescent and Tillyard Drive
- Lighting upgrade
- Landscaping improvements, including street trees on Daley Crescent and Tillyard Drive
- Any necessary relocation of facilities, including telephone and post box, bicycle parking

3.3 Capital Works

There are a number of capital works items identified in this Guideline, key ones being reconfiguring the carpark, relocating telephone and post box and upgrading streetscapes of Daley Crescent and Tillyard Drive.

The two ways in which funding can be obtained for these works are:

- the works are documented and submitted as a capital works bid and assessed against other government priorities; or
- the works can be carried out as part of off site works required when the site is redeveloped.

3.4 ACT Government Programs

The revitalisation of the Fraser Local Centre will contribute to and be influenced by a number of related ACT Government programs.

The Canberra Spatial Plan (ACTPLA)

The Canberra Spatial Plan will set out a vision for planning Canberra over the next 25-30 years. The plan will provide a land use framework for the future development of Canberra that is expected to recognise redevelopment potential around Group and Local Centres.

Neighbourhood Planning (ACTPLA)

Neighbourhood Planning has been completed for 6 inner suburbs. It develops a vision for the future of suburbs as well as outline the initiatives needed to implement the vision. It is intended to continue this planning program into other suburbs in the future. This Guideline can be reviewed as part of the Neighbourhood Planning process.

Open Space Network Project (ACTPLA)

The Open Space Network Project is conducting a review on currently unleased land within urban areas of Canberra. The aim of this project is to determine the suitability of this land for inclusion into Canberra's open space network. This project is unlikely to impact this Guideline and the findings can be incorporated into the Neighbourhood Planning process.

4 References & Other Resources

Guidelines for Local Centres, Report No. 1, Fraser, Colin Stewart Architects, July 2001.

The Territory Plan 1998, ACT Government 1998.

Site Servicing Report Fraser Shops Section 36, Department of Treasury and Infrastructure, June 2000.

Design Standards for Urban Infrastructure, Department of Urban Services

Standard Specification for Urban Infrastructure Works, Department of Urban Services

Development Control Code for Best Practice Waste Management in the ACT

Useful Guides and Resources

The following documents are available on the ACTPLA website at: www.actpla.act.gov.au

ACT Crime Prevention and Urban Design Resource Manual

Designing for High Quality and Sustainability

ACT Parking and Vehicular Access Guidelines

The Guide to High Quality Residential Development in the ACT

Interim ACT Planning Guidelines for Access and Mobility