

NORTH CANBERRA

B11 - B12 – B13

RESIDENTIAL POLICY IMPLEMENTATION & CAPACITY ANALYSIS

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For further information please contact: (02) 6207 1730

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MAP 1 – B11, B12 & B13 Policy Areas



INTRODUCTION

Background

In 1993 the Territory Plan made provisions for redevelopment of some residential areas at a higher density, through “B1” Area Specific Policy which allowed three storey development.

The “B1” policies aimed to encourage housing diversity, contain urban expansion, conserve energy and resources and provide opportunities for increased dwelling densities to reduce population losses in established areas.

The North Canberra area has been identified in the metropolitan context as an area suitable for higher density redevelopment, because it has good access to facilities and employment. Despite the slower rate of population growth, the rate of household formation has continued to grow. As new households form there is a demand for new dwellings. By providing housing for some of these new households within the existing urban area, existing infrastructure is better utilised and the need to develop new infrastructure at the urban fringe is reduced. Planning policies for higher densities also aim to reduce the need for private car use by increasing the number of residents with easy access to public transport, or within walking or easy cycling distance to facilities. The Canberra Household Survey (May/June 2000) found that half of those who travelled to Civic from Inner North Canberra¹, walked.

The “B1” area was located between Sullivans Creek and Limestone/Majura Avenues, and covered the suburbs of Braddon, Turner, O'Connor, Lyneham and Dickson. The implementation of this strategic decision has been slow because of the moratorium on redevelopment in B1 policy areas in mid 1990s after the Lansdown Inquiry and the subsequent policy reviews.

In response to community concerns and Inquiry recommendations, the “B1” policy was reviewed between 1996 and 1999. Following this review, Territory Plan Variation 109 was gazetted in May 1999 and created the current residential policies of “Area B11 Urban Housing (generally three storeys)” and “B12” Urban Housing (maximum two storeys)” within the former “B1” policy area (Map 1).

“B11” policy provides for a maximum building height of 12 metres, and no more than 3 storeys with a maximum plot ratio of 0.8. “B12” policy provides for a maximum building height of 8.5 metres, and no more than 2 storeys, with a maximum plot ratio of 0.65.

The policies also provide for a staging of multi-dwelling housing development for the B11 areas **north** of Macarthur and Wakefield Avenues. A maximum 8.5 metre and no more than 2 storey building height limit, and a maximum plot ratio of 0.65 applies until

¹ Inner North Canberra – Turner, Braddon, City, Reid

23.5 hectares (about 85%) of the total residential block area in the B11 areas **south** of Macarthur and Wakefield Avenues have been developed for multi-dwelling housing, including Dual Occupancy.

In B11 and B12 areas, multi-dwelling development for more than 2 dwellings will only be permitted in accordance with a *Section Master Plan* (Map 1).

Following the Northbourne Avenue Study, the Territory Plan introduced a new high density residential policy, “B13” (minimum 3 storey, max 25 metres height to the top of the parapet) in February 2000.

The purpose of this Report is to understand the extent of implementation to date and the remaining potential housing capacity within the B11, B12 and B13 Residential Policy areas in North Canberra. Such information will be useful during the development of long-term settlement strategies as well as for social and physical infrastructure planning, transport planning and traffic management purposes.

MAIN FINDINGS

“B11” Policy Area

- At December 2001, there was a total of 47.2 hectares of net residential policy land within B11 Policy Area in North Canberra (excluding B11 policy adjacent to O’Connor Shops);
- Of this 47.2 hectares, 76% was used for single dwellings (included detached and semi-detached); 18% for multi units (apartments, town houses including under construction and approved dwellings), 5% for dual occupancies, and 2% for car park;
- Of the 1214 total dwellings (including under construction/approved/applied dwellings), 484 were single dwellings (69 ACT Housing), 54 dual occupancy dwellings and 676 multi unit dwellings;
- On average, there were 100 multi unit dwellings per hectare. The average site density was 13.5 dwell/ha for single developments and 23 dwell/ha for dual occupancy dwellings;
- If all single and dual occupancy blocks were redeveloped for multi unit dwellings, with an average density of 75 dwell/ha, there would be a total of 3000 multi unit dwellings, mainly apartments in the B11 policy areas (net dwelling increase of about 2400).
- About 8 hectares of B11 residential policy land was redeveloped for multi unit dwellings and dual occupancy dwellings to the south of Macarthur and Wakefield Avenues (including under construction and approved developments – 3.3ha.);

“B12” Policy Area

- At December 2001, there was a total of 37.4 hectares of net residential policy land within B12 Policy Area in North Canberra;
- Of this 37.4 hectares, 80% was used for single dwellings (included detached and semi-detached); 14% for multi unit dwellings (apartments, town houses including under construction and approved dwellings) and 6% for dual occupancy dwellings;
- Of the 719 total dwellings (including under construction/approved/applied dwellings), 374 were single dwellings (41 ACTH), 52 dual occupancy dwellings and 293 multi unit dwellings;
- On average, there were 55 dwellings per hectare in the multi unit development areas. The average density was 12.6 dwell/ha for single dwelling developments and 22 dwell/ha for dual occupancy developments;

- If all single and dual occupancy blocks were redeveloped for multi unit dwellings with an average density of 55 dwell/ha, there would be a total of 1600 multi unit dwellings, mainly town houses (net increase of about 1340 dwellings);
- At December 2001, there were 193 occupied multi unit dwellings and 100 approved and/or under construction in “B12” policy areas.

“B13” Policy Area

- At December 2001, there was 20 hectares of net residential policy land within B13 Policy Area in North Canberra.
- Of this land, 2% was used for single dwellings; 67% for multi unit dwellings (apartments, town houses including under construction and approved dwellings) and 23% for other uses (hotels/motels, Information Centre and a vacant block);
- Of the 885 total dwellings (including under construction/approved/applied dwellings), 878 were multi unit dwellings (including 494 ACTH units) and the remainder were single dwellings;
- On average, there were 59 dwellings per hectare in the ACTH -multi unit development areas, 48 dwellings/ha in private multi unit dwelling areas and 100 dwellings/ha in the proposed new multi unit development on Section 58 in Turner. The proposed Rex redevelopment had about 290 dwellings per hectare and included one and two bedroom units.
- If all single dwelling blocks and the ACTH multi units in Turner and Braddon were redeveloped with similar densities to the proposed development on Section 58 Turner, there would be a net increase of 500 multi unit dwellings in the B13 Area (including the proposed Rex Hotel development).
- At December 2001, there were 733 multi units occupied, 89 dwellings approved (appealed), 56 dwellings were applied for in B13 areas. In addition, the Rex Hotel redevelopment for 290 units was being assessed by the High Quality Design Panel.

Overall Capacity

- At December 2001, there were 2328 dwellings occupied in B11, B12 and B13 residential policy areas. Of these dwellings 1356 were multi unit dwellings (430 in B11 policy area; 193 in B12; and 733 in B13 policy areas). There were around 500 multi unit dwellings under construction, approved or applied for in B11, B12 and B13 policy areas.
- In addition to the current activity, a net increase of 4250 dwellings is possible in these areas if all single and dual occupancy dwellings were redeveloped for multi unit

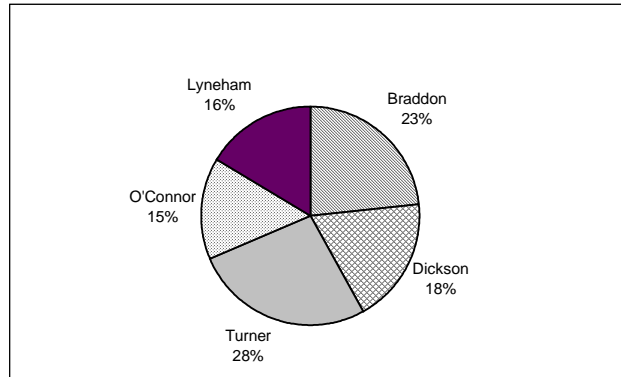
dwellings. Including the 2800 existing /approved dwellings, the full capacity would be around 7000 dwellings (apartments / town houses) under the current policy.

- If 70% of this potential for new dwellings occurred over the next 20 to 30 years, the net increase would be around 3000 dwellings (possibly 2000 apartments, 1000 townhouses) with a potential total stock of 5800 dwellings in the “B11”, “B12” and “B13” areas.
- There were also about 280 under construction /approved multi unit dwellings in the Commercial Policy Land (Sections 41 & 43 Turner; Sections 18 &19 Braddon) along Northbourne Avenue. Further potential for around 500 multi unit dwellings exists in these Sections.

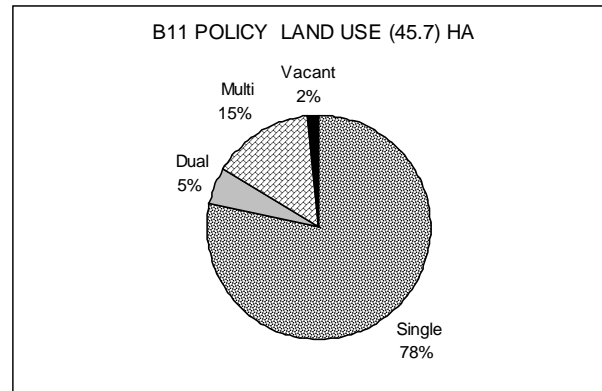
1 – “B11” Residential Policy

At December 2001, the B11 Policy Area covered 45.7 hectares of land in parts of Braddon, Turner, O’Connor, Lyneham and Dickson (excluding the B11 policy at O’Connor Local Shops (Sec 86)).

About half of the area was in Turner and Braddon and the other half was distributed between O’Connor, Lyneham and Dickson.

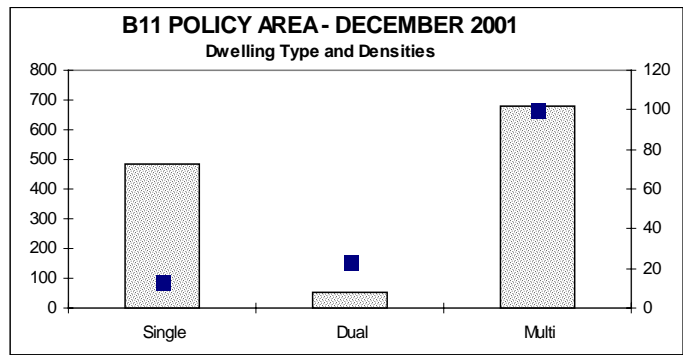


Of the 45.7 ha. land area, 78% was used for single dwellings, 15% for multi unit dwellings and 5% for dual occupancy dwellings. The vacant land (2%) near the Rex Hotel in Braddon was used for car parking purposes (Sec. 13; Blocks 1,21, 22, 23) (Map 2).



Site Density

There were 1214 dwellings in the B11 Area of which about 56% were multi unit dwellings. The average net dwelling density for multi-unit dwellings (including occupied, under construction and approved) was 100 dwell/ha.

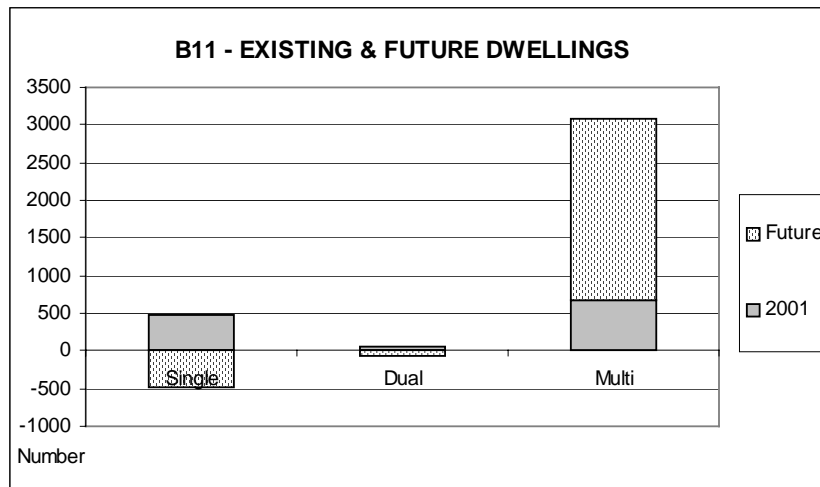


Of the 676 total multi unit dwellings, 430 were occupied and 246 were near completion, under construction or approved. The average net density for the occupied multi dwellings was 120 dwell/ha. and 75 dwell/ha for the dwellings under construction or approved. This indicates that following the Territory Plan Variation 109 and the Section Master Plan process, the average net residential density for multi unit developments has decreased significantly.

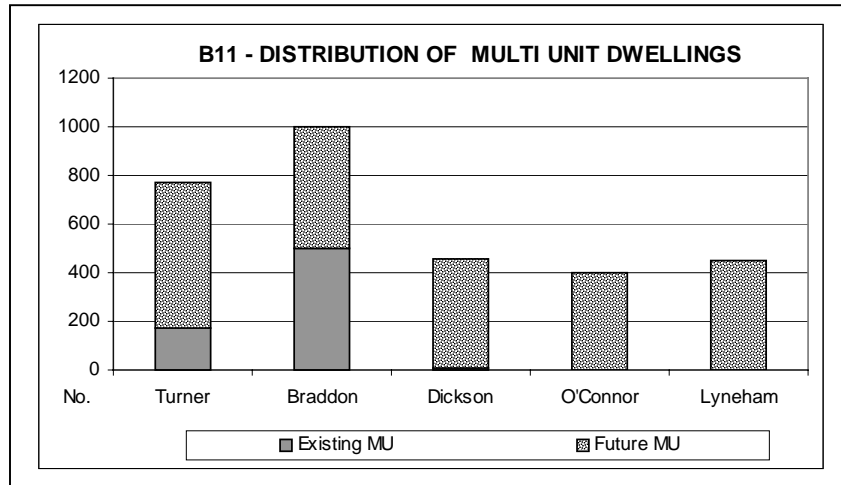
Capacity of B11 Areas

The eventual number of additional dwellings within the B11 policy area depends on individual decisions and market factors as there is only a small amount of undeveloped Government land. There were about 70 single (including semi-detached) ACT Housing properties with a total land area of 4.6 hectares. The pace of redevelopment on such sites is dependent on Government decisions.

A total of 3000 dwellings is possible in the B11 policy area, if all single and dual occupancy dwellings were redeveloped for multi units with an average density of 75 dwell/ha (net dwelling increase of 2400).



The distribution of the potential additional 2400 multi unit dwellings among the suburbs shows that half the capacity in Braddon has already been used and Turner has a potential for another 600 multi unit dwellings. In Dickson, O'Connor and Lyneham, there is a potential for a further 400 multi unit dwellings.

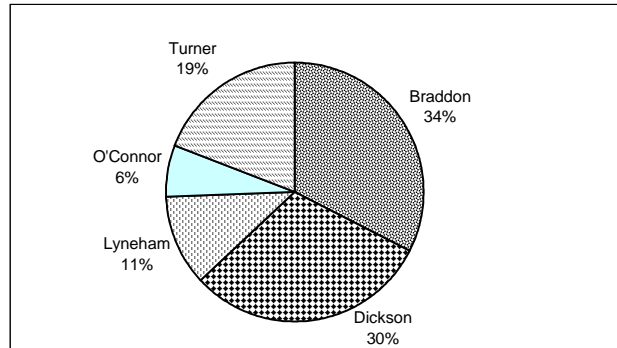


There are some dual occupancies and single dwellings which are relatively new and/or in good condition and therefore are unlikely to be redeveloped during the foreseeable future. If 70% of the potential dwellings were developed over the next 25 to 30 years, then 1700 dwellings, mainly apartments, would be added to the housing stock.

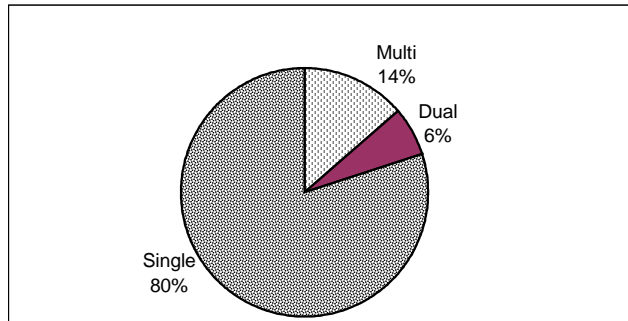
2- “B12” Residential Policy

At December 2001, “B12” Policy Area covered 37.4 hectares of land in parts of Braddon, Turner, O’Connor, Lyneham and Dickson.

Over 60% of the total B12 policy area was in Dickson and Braddon, 20% in Turner and the rest was in O’Connor, Lyneham.

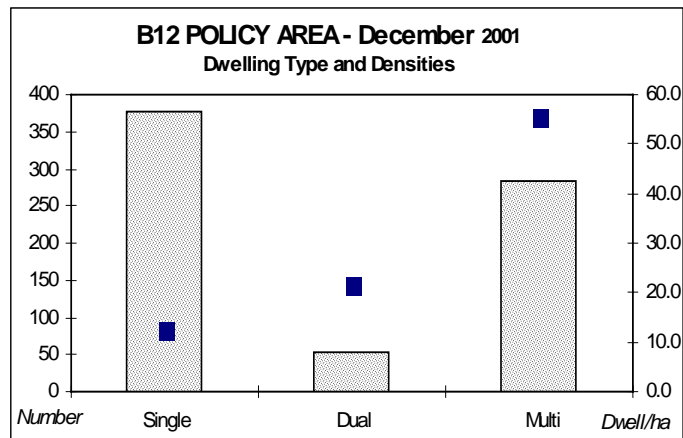


Of the 37.4 ha. land area, 80% was used for single dwellings, 14% for multi unit dwellings and 6% for dual occupancy dwellings.



Site Density

There were 719 dwellings of which about 40% were multi unit dwellings. Of the 293 multi unit dwellings (including occupied, under construction and approved) 64% were in Braddon and 32% in Turner (Map2). The average net dwelling density for multi-unit dwellings was 55 dwell/ha (53dwell/ha in Braddon and 62 dwell/ha in Turner). The average net density for the occupied



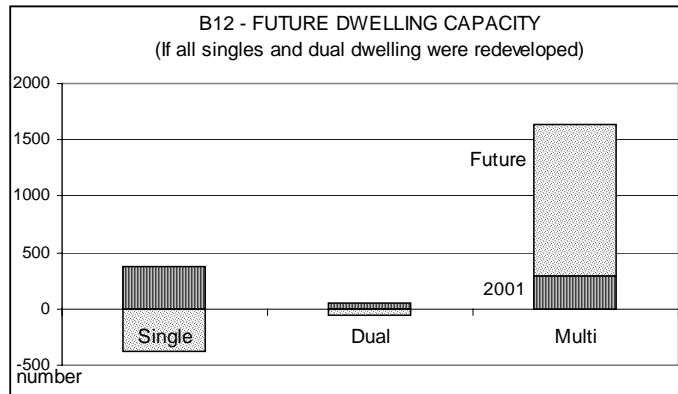
multi dwellings was 58 dwell/ha and 51 dwell/ha for the dwellings under construction or approved.

Of the 293 total multi unit dwellings, 193 were occupied and 100 (all located in Braddon) were near completion, under construction or approved.

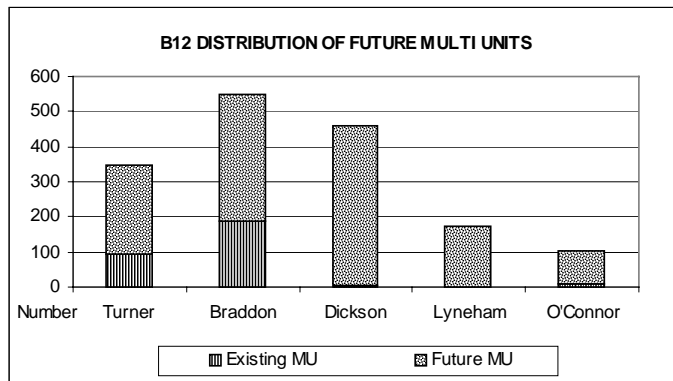
Capacity of B12 Areas

The eventual number of additional dwellings within the B12 policy area depends on individual decisions of private lessees and market factors, as there is no undeveloped Government land. ACT Housing had about 40 single (including semi-detached) properties with a total land area of 2.9 hectares. Government decisions will influence the pace of redevelopment on this land.

A total of 1600 multi unit dwellings (net increase of 1340 dwellings) in the B12 area would be possible if all singles and dual occupancy dwellings were redeveloped for multi unit dwellings with an average density of 55 dwell/ha). This would be achieved through the redevelopment of 400 single and dual occupancy dwellings.



The forecast distribution of additional 1340 multi unit dwellings among the suburbs is: 457 in Dickson, 360 in Braddon, 254 in Turner, 175 in Lyneham and 95 in O'Connor. Since there are some dwellings which are relatively new and/or in good condition, the full capacity is unlikely to be reached over the next 25/ 30 years. If 70% of the potential dwellings were developed, 940 dwellings, mainly town houses/terraces, would be added to the housing stock.



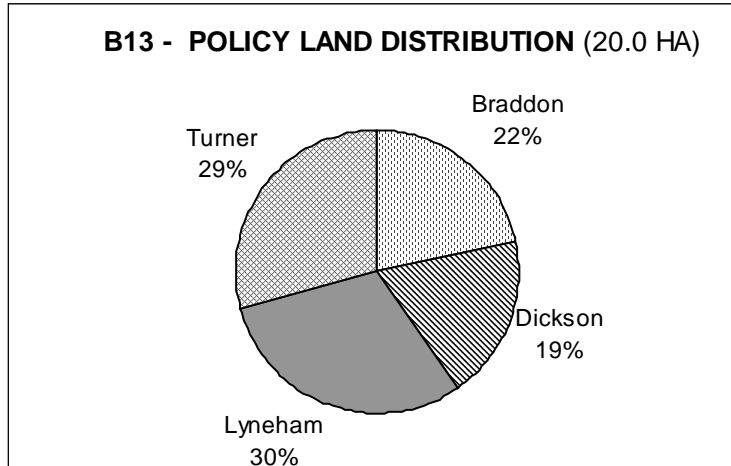
Pace of Redevelopment – B11 & B12

It has been eight years since the “B1” policy came into effect. On average about 50 multi unit dwellings were completed and occupied per annum. This rises to 84 dwellings per annum, if the dwellings under construction and approved are included.

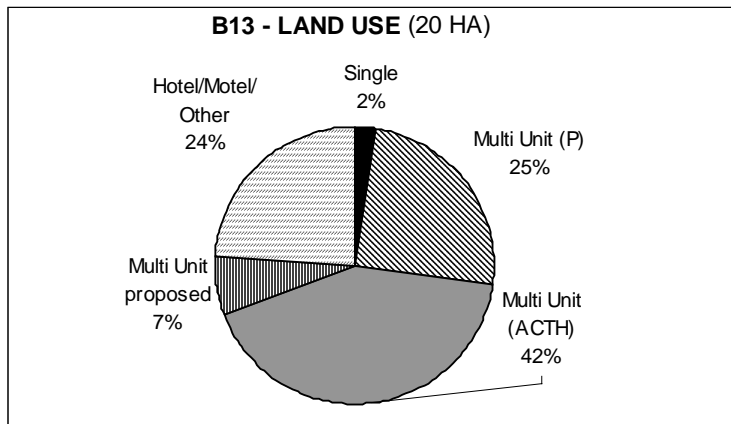
The pace of redevelopment was affected by policy reviews, appeals and a moratorium on multi unit development during late 1990s. The introduction of Section Master Plans provided clarity for both the community and the industry and consequently has increased the pace of redevelopment.

3- “B13” Residential Policy

At December 2001, the B13 Policy Area covered 20 hectares of land in parts of Braddon, Turner, Lyneham and Dickson. Lyneham had the largest B13 area, 30%, followed by Turner, 29%. Braddon and Dickson each had about 20%.



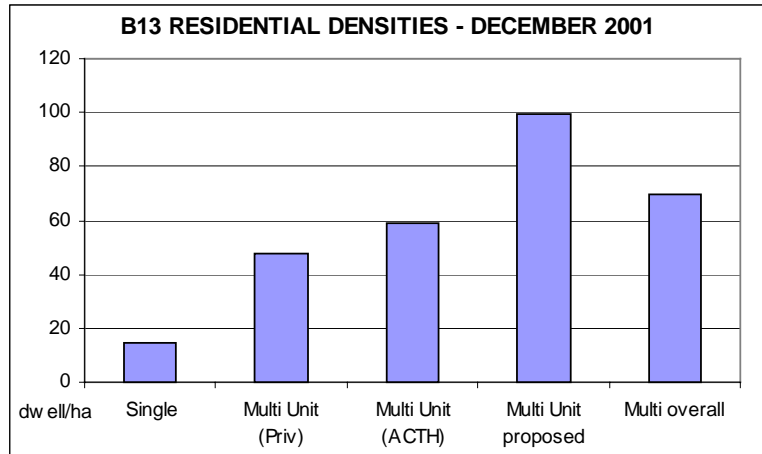
Of the 20 ha of B13 policy land, 67% was used for multi unit dwellings, 24% for motel/hotel and other uses such as Tourist Information Centre. Only 2% was used for single dwellings of which all were located in Lyneham. The approved (appealed) development on Section 58 Turner, next to the recently refurbished Condamine flats, for multi unit development was 7% of the total B13 area.



Only seven of the total 885 dwellings (including approved and Under Construction) were singles and the remainder were multi unit dwellings. Of the total 878 multi unit dwellings, 107 were in Braddon (ACTH flats), 67 (ACTH) in Dickson of which 21 were apartments and the remainder were townhouses. The majority of the total 261 multi unit dwellings (102 ACTH) in Lyneham were town or cluster houses. In Turner, in addition to existing 218 ACTH and 80 private apartments, there were 145 proposed multi unit dwellings on land next to the recently refurbished Condamine flats (89 first stage-approved [appealed]; 56 second stage - Map 2).

Site Density

The average net dwelling density for multi-unit dwellings was 70 dwell/ha. This was about 100 dwell/ha for the proposed development in Turner (Sec58 B1 11 & 12), 48 for the existing private multi units and 59 for ACTH multi units. The proposed Rex Hotel redevelopment includes around 290 units (1 and 2 bedrooms) on about one hectare land. This density is significantly above the proposed development on Section 58 Turner, which includes relatively large apartment units.



Capacity of B13 Areas

There are limited opportunities for additional dwellings in the B13 residential policy area. The existing private multi unit dwellings were established during the 1980's and therefore are unlikely to be redeveloped in the foreseeable future. Although the ACT Housing multi unit dwellings were developed during the 1950' and 60's, the buildings in Dickson and Lyneham have been nominated for heritage listing. The ACT Housing complex in Turner, the Condamine, was recently refurbished. There may be redevelopment opportunities at other ACT Housing sites (Turner Sec 57 and Braddon Sec 8 - together about 4 ha.) where there are currently about 250 flats. If these were developed with the densities of around 100 dwell/ha, there would be an additional of 150 dwellings. Including the proposed 290 multi unit dwellings on the Rex Hotel site, the redevelopment of seven single dwellings in Lyneham and the small vacant block (1800 m²) in Dickson, the net new housing opportunities would be around 500 dwellings.

The distribution of potential additional dwellings of 500 among suburbs could be : Turner 80, Braddon 360, Lyneham 50 and Dickson 10.

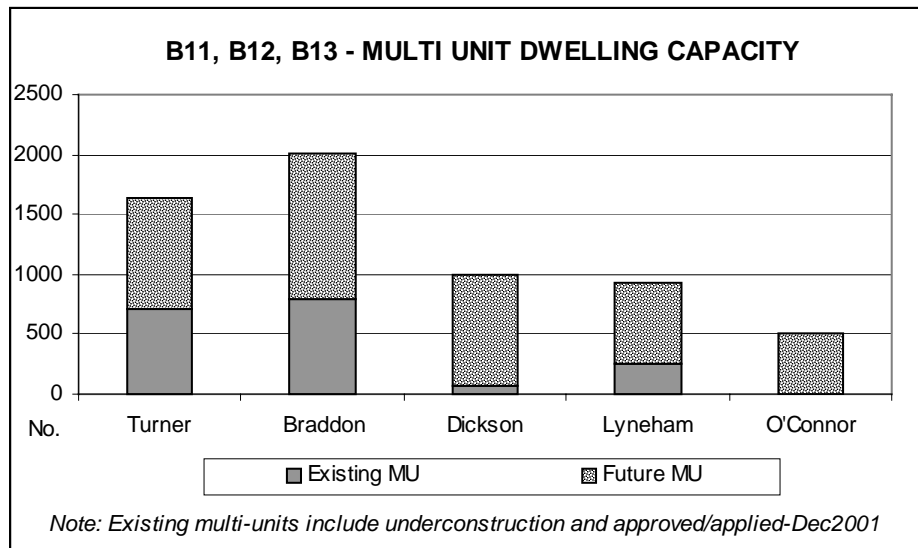
The residential redevelopment of Fenner Hall and the Tourism Centre is considered unlikely. Once the heritage issues are resolved, there may be opportunities for some additional units on the ACTH sites in Dickson and Lyneham. However, the site densities

are anticipated to increase moderately with a consequent small increase in the number of additional dwellings.

4. Overall Capacity

At December 2001, there were 2328 dwellings occupied in B11, B12 and B13 residential policy areas. Of these dwellings, 1356 were multi unit dwellings (430 in B11 policy area; 193 in B12; and 733 in B13 policy areas). There were around 500 multi unit dwellings under construction, approved or applied for in B11, B12 and B13 policy areas.

In addition to the current activity, a net increase of 4250 dwellings could be possible in these areas, if all single and dual occupancy dwellings were redeveloped for multi unit dwellings. Including the 2800 existing /approved dwellings, the full capacity would be around 7000 dwellings (apartments / town houses) under the current policy.



If 70% of these potential new dwellings were developed over the next 20 to 30 years, the net increase would be around 3000 dwellings (likely combination 2000 apartments, 1000 townhouses) with a potential total stock of 5800 dwellings in the “B11”, “B12” and “B13” areas.

There were also about 280 under construction /approved multi unit dwellings on the Commercial Policy Land (Sections 41 & 43 Turner; Sections 18 &19 Braddon) along Northbourne Avenue. Further potential for around 500 multi unit dwellings exist in these Sections. Some of these multi units may be used as serviced apartments.

Data Sources/References

- Planning and Land Management Database
- Development Applications Registering and Tracking System (DARTS)
- PALM, TL and Building Files
- Site surveys (mid- December)
- ACT Territory Plan, 2001
- TP Variation 109 – Explanatory Statement