

Community Facilities Assessment

Sections 52 and 57 Braddon
Section 7 Reid
Planning Study

June 2010



Table of Contents

1.0	INTRODUCTION	1
1.1	Background	1
1.2	Purpose and approach	1
	1.2.1 Purpose	1
	1.2.2 Approach	1
1.3	Development Proposal for the Area included in the Planning Study'	1
2.0	EXISTING COMMUNITY FACILITIES	3
2.1	Catholic Church Land	3
	2.1.1 Block 1 Section 57 Braddon – Sisters of Mercy	4
	2.1.2 Block 4 Section 57 Braddon – Bishop’s Conference	4
	2.1.3 Block 7 Section 57 Braddon – Archdiocese of Canberra and Goulburn...5	
2.2	Boomerang Centre	6
2.3	Conclusion	6
3.0	DEMOGRAPHICS	8
3.1	Catchment Area	8
3.2	Population	8
	3.2.1 Existing population	8
	3.2.2 Population projections	8
3.3	Age	9
	3.3.1 Existing age structure	9
	3.3.2 Projected age profile	10
3.4	Religion	12
3.5	Household Structure	13
3.6	Housing Status	14
3.7	Housing Structure	15
3.8	Low income households	16
3.9	Workforce	17
3.10	Conclusion	17
4.0	SUPPLY OF COMMUNITY FACILITIES	19
4.1	Community Facility Zoned Land	19
4.2	Community Space	19
	4.2.1 Location of Community Space	19
	4.2.2 Types of Space/Activities	20
	4.2.3 Providers of Community Space	21
4.3	Community Organisations	22
	4.3.1 Number and Distribution	22
	4.3.2 Ownership ???	23
4.4	Trends	23
4.5	Conclusion	24
5.0	DEMAND FOR COMMUNITY FACILITIES	26
5.1	Existing Demand - General	26
	5.1.1 Number and type of organisations on waiting list	26
	5.1.2 Organisations seeking space in North Canberra	26

5.2	Future Demand – Specific Uses	27
5.2.1	Child care	27
5.2.2	Aged persons housing	29
5.2.3	Social housing	31
5.3	Conclusion	32
6.0	DECONCESSIONALISATION OF LEASES	34
7.0	CONCLUSION	35

Figures

Figure 1:	Existing community facilities on-site	3
Figure 2:	Age Structure - 2006	10
Figure 3:	Change in age profile - 2007 - 2019	11
Figure 4:	Employment (1981-2006)	17
Figure 5:	Location of Community Space	19

Tables

Table 1:	Population by suburb – 2006	8
Table 2:	Population projections – 2007 – 2019	9
Table 3:	Study area population projections by age group (2007-2010)	10
Table 4:	Religious Affiliation	12
Table 5:	Proportion of Catholics in Christian Religious Community	13
Table 6:	Household structure (2006)	13
Table 7:	Housing status (2006)	14
Table 8:	Housing Structure (2006)	15
Table 9:	Public housing stock (2010)	15
Table 10:	Type of community spaces	20
Table 11:	Providers of Facilities	21
Table 12:	Distribution of Community Organisations	23
Table 13:	Locational Preferences for Centre-Based Child Care	28
Table 14:	Bedrooms required - public housing applicants	31

Any representation, statement, opinion or advice expressed or implied in this publication is made in good faith but on the basis that Purdon Associates, its agents and employees are not liable to any person for any damage or loss whatsoever which has occurred or may occur, in relation to that person taking or not taking (as the case may be) action, in respect of any representation, statement or advice referred to in this report.

1.0 Introduction

1.1 Background

The Department of Disability, Housing and Community Services (DHCS) is proposing to redevelop Block 1 Section 52 Braddon (Allawah Flats and Currong Apartments) and Block 1 Section 7 Reid (Bega Flats). The Archdiocese of the Roman Catholic Church and affiliated lessees is planning to redevelop Blocks 1, 4 and 7 Section 57 Braddon (subject land). The lessees have agreed to undertake a planning study to assess the appropriateness of varying the Territory Plan to facilitate redevelopment of the sites.

The subject land is zoned Community Facilities. It is proposed to change this zoning to Commercial (Mixed Use).

ACTPLA has identified the issues to be addressed in a planning report. They include a requirement to assess the effect of a loss of community facility land in the city centre and to deconcessionalise the leases zoned Community Facility.

1.2 Purpose and approach

1.2.1 Purpose

The purpose of this report is to assess the impact of a proposed rezoning of the subject land and the associated loss of land zoned Community Facilities in the city centre and inner North Canberra.

1.2.2 Approach

The report assesses the affect of a loss of community facilities land based on:

- the existing pattern of use of the subject sites and its contribution to meeting the need for community facilities land
- proposed uses on the subject land
- demographic trends in the area
- the existing supply of community facility zoned land and activities (not necessarily zoned Community Facility), and
- the demand for community facility sites in the city centre and surrounding area.

The report discusses the existing use of the subject land and examines the changing demographics and the associated implications for community facilities, the existing supply of facilities and demand for different community facilities. The conclusions from this study are used to consider the implications and impact of deconcessionalising the leases over the subject land.

1.3 Development Proposal for the Area included in the Planning Study'

The planning study referred to above is investigating the potential to redevelop the land currently occupied by Bega Court (Reid), Currong Apartments and Allawah Flats (Braddon)

on the subject land. The planning study is assessing rezoning part of the site to Commercial (Mixed Use).

It is proposed that the site will be used for predominantly residential purposes but at a higher density of development than currently exists on the site. An overall intention is to retain opportunities to locate some community facilities on the site.

One option is to use the subject land for residential purposes and zone part of the Bega Flat site as Community Facilities. As part of the planning study an assessment of the heritage significance of St Partick's Church is being assessed and the preferred location of community facilities on the site will depend on the outcome of that assessment and the final intentions of the existing lessees. If the heritage study concludes that the church should be retained, only part of the subject land would be rezoned and the church would be retained. Depending on the extent of rezoning, additional land would not be zoned Community Facilities.

If the study concludes that the church does not have to be retained and depending on the lessees final intentions all of the subject land could be rezoned Commercial (Mixed Use) and Community Facilities zoned land could be located elsewhere on the site.

This study has been undertaken on the assumption that at least part of the subject site would be rezoned and Community Facilities located elsewhere on the site. The area identified for this purpose is located on the southern part of the Bega Flats site and is approximately 5800m².

2.0 Existing Community Facilities

The three sites leased by different parts of the Catholic church are zoned Community Facility and include community facilities and a community centre is located in the ground floor of the Currong Apartments (Boomerang Centre).

This section considers aspects of the use of these facilities.

2.1 Catholic Church Land

The three parcels are held by different parts of the Catholic Church:

- Block 7 Section 57 – Favier House – Canberra and Goulburn Archdiocese
- Block 4 Section 57 - Australian Bishops Conference
- Block 1 Section 57 - Sisters of Mercy (formerly ran the school)

Details of the main provisions of each lease are outlined below however all leases are concessional leases and require the prior agreement of the Territory to transfer in whole or part either as part of the conditions of the lease or under s167 of the former Land (Planning and Environment) Act 1991 and subsequent provisions of the Planning and Development Act 2007.

The sites have a total area of 12,697m² and were originally the site of St Mary’s School which ceased operations in the 1980s. The school was owned by the Archdiocese and operated by the Sisters of Mercy. The land was subsequently subdivided into three parcels after the school closed.

Figure 1: Existing community facilities on-site



2.1.1 Block 1 Section 57 Braddon – Sisters of Mercy

The lease commenced in 1994 and the site has an area of 2481m². A maximum development potential or other development controls are not specified in the lease. The lease allows the use the premises for the purposes of:

- residential accommodation for sisters of the Catholic Faith or for such other purposes as may be previously consented in writing by the Territory
- religious associated use, and/or
- community activity centre.

Existing development on the site consists of a former convent that is now used as the administrative headquarters for the Sisters of Mercy in the Archdiocese of Canberra and Goulburn which extends from Albury to West Wyalong and north of Goulburn.

The existing development is a two storey building with a flat at the rear. The upper level is vacant and the ground floor level and flat are utilised.

The administrative facilities include archives, storage facilities, offices and a meeting room and 6 staff are employed in the facility. The meeting room is used only by the Finance Committee and the Council and is not rented to external groups. The flat at the rear of the site is used as a base for the delivery of pastoral care and associated activities rather than for residential purposes. The offices are generally small rooms and were former rooms in the convent that have been converted. The Order considers that the premises do not work very well for their current purpose.

The Order consists of 17 autonomous groups throughout Australia. The Order is currently assessing support for amalgamating the different groups and it is probable that this will occur in the next two to three years subject to approval from Rome. The administrative structures of the amalgamated organisation have not yet been resolved and it is uncertain whether if an administrative function will continue to be located in Canberra.

If a continuing administrative presence is required the Order could locate anywhere and there are several options within the church. If the administrative function is not continued in Canberra the Order would no longer require offices or meeting facilities in the city.

2.1.2 Block 4 Section 57 Braddon – Bishop’s Conference

The lease commenced in 1991 and the site has an area of 4000m² with a maximum development potential of 1160m². The purpose of the lease is ‘to use the premises for the purposes of residential accommodation for the clergy offices for church use only and community facilities. The lease also requires that a minimum of 15 parking spaces be provided on-site and that office buildings be a maximum of two storeys and residential buildings a maximum of one storey.

Existing development on the site includes the national headquarters of the Catholic Bishops’ Conference. In addition the Conference has space (and employs staff) in Brisbane, Sydney and Melbourne and has additional staff at Curtin. The core functions located in the ACT and include research, liaison with Parliament and the Vatican embassy. The Conference is involved in all aspects of church activity including justice and development (overseas aid), indigenous issues, community service, education and liturgical issues.

The Conference has been located on its present site for over 30 years and preceded the development Flavier House

The uses on the site include:

- offices for the Secretariat – approximately 20 people work there including full and part time staff
- an apartment used as permanent accommodation for the Secretary
- 5 non-self-contained units used by visiting clergy
- meeting rooms that are used exclusively by the Conference

The Conference also owns one third of Flavier House and occupy the top level.

2.1.3 Block 7 Section 57 Braddon – Archdiocese of Canberra and Goulburn

The lease commenced in 1991 and the site has an area of 6216m² with a maximum development potential of 2050m² provided that the church is a minimum of 375m². The purpose of the lease is 'to use the premises for the purposes of a church of church offices for church use only and community facilities. The lease also requires that a minimum of 77 parking spaces be maintained on the site and that buildings be a maximum of three storeys.

Existing development on the site consists of:

- St Patrick's Church
- parking
- office building (Favier House)

St Patrick's Church was designed and constructed in 1934/35. It has recently been nominated for heritage listing and a separate study is being undertaken to establish the heritage status of the building. The outcome of these investigations will affect the capacity to redevelop the site. The church is used weekdays for a lunch-time mass and at weekends for church activities. None of the facilities on the site are rented to other groups. The church seats 50-70 in pews and the number of people attending fluctuates with the liturgical calendar.

The administration building has an area of approximately 1200m² and about 20-30 people work there. The carpark is used by Archdiocesan staff and parishioners and the Anglican Church. The spaces for parishioners (8) are opened before services and locked at other times so that they are not used by the general public.

The Archdiocese would like to retain a church in the city. The redevelopment of Sections 52 and 57 Braddon and Section 7 Reid could provide an opportunity operate a church on a daily basis. The facility would require seating for about 100 people and be about 400m². Ideally the facility should be larger than the present facility because people are moving back into the City and employment and activity in general are increasing.

Apart from addressing existing need, the purpose of the facility would be to establish a 'church in the city'. All major cities include a church in the city where visitors and workers can worship. These places are typically freestanding mainly as a result of historical accident. A new church would not have to be freestanding although it should be located on the ground floor and reasonably visible/ easy to find. A site on southern part of

the Bega Flats complex (towards Glebe Park) would meet the locational requirements of the church.

The Archdiocese anticipates that if the site was to be redeveloped, the administration functions would be relocated to St Christopher's Cathedral at Manuka. Collocation of the cathedral and administration would be more efficient than the existing arrangements to separate the functions.

Apart from Block 7, it is understood that Blocks 1 and 4 will remain as is for the time being, that is, the services/facilities on these sites will continue to operate and be maintained. In the longer term the Church does not propose to introduce additional community activities.

2.2 Boomerang Centre

The Boomerang Centre is located on the ground floor of the Currong Apartments. DHCS operate and maintain the Boomerang Centre which is used regularly by tenants, non-government organisations and community groups.

The facility is principally used by tenants of Allawah Flats and Bega Court for various classes including arts and crafts and meals are also provided from the centre. In addition people from other public housing properties in Braddon and Reid also use the facility.

2.3 Conclusion

The subject site is not extensively used. The leases for two of the three blocks specify the maximum development potential. Based on these provisions the current lease allows for development of up to 3210m² on Blocks 4 and 7 Section 57, which is equivalent to a plot ratio of 0.31:1.

The only community facility on the site that is used by the public is St Patrick's Church. The other 'community' facilities are either used for internal church-related activities or not used and are vacant.

There is an ongoing need for the church and it should be replaced preferably somewhere within the proposed development. The requirement would be for a facility that could seat about 100 people (about 400m²). A new church could be either freestanding or integrated into another building. There are several precedents for locating the church within a building including the Churches Centres in some town centres and in Civic. Irrespective of these options it should be located on the ground floor. It should also preferably be visible and accessible from pedestrian routes to/from the city.

If the church were established as a freestanding building on part of the site the opportunity exists to zone the land on which it is located as Community Facility which would support its ongoing retention. Conversely it is anticipated that the Catholic Church would maintain a church in the general area for as long as there was a demand. Therefore it may not be necessary to zone the land Community Facility.

It is understood that DHCS is considering maintaining a community facility precinct in the southern sector of the Bega Flats site. This would be a suitable location for a new church.

There is no specific requirement for the other church-related activities to remain on the site as they do not have a direct relationship with the area. Many activities, especially Archdiocesan activities would be more appropriately located in proximity to St Christopher's Cathedral. At the same time it is noted that the Bishop's Conference would prefer to remain on the site, assuming that suitable alternative locations cannot be identified.

3.0 Demographics

3.1 Catchment Area

In order to understand the demographic characteristics of the population that could potentially use community facilities located on Blocks 1, 4 and 7 Section 57 Braddon (the site), a local catchment area was defined. For the purposes of this report the catchment area is defined as the suburbs of Braddon, Reid, Ainslie, City and O'Connor and is referred to in the report as the study area.

At the same time it is recognised that the site could be an attractive location for community facilities that had a district and/or metropolitan sphere of influence.

3.2 Population

3.2.1 Existing population

In 2006, 18,600 people lived in the study area which represents 44% of the total North Canberra population. O'Connor, Ainslie and Braddon were the most populous suburbs (Table 1).

Table 1: Population by suburb – 2006

Suburb	Total Population	%
Acton	1,806	10%
Ainslie	4,815	26%
Braddon	3,576	19%
City	722	4%
O'Connor	4,910	26%
Reid	1,602	9%
Turner	3,007	16%
Total	18,632	100%
North Canberra	42,114	

Source: ABS 2006 Census

3.2.2 Population projections

The population in North Canberra is projected to increase by 11% between 2010 and 2019 from 47,550 to 53,000. In comparison the population in the study area is projected to increase by about 14%. The population in Turner, Braddon and City is projected to grow by an even higher rate (Table 2).

The increasing population will generate a demand for additional facilities, including community facilities.

Table 2: Population projections – 2007 – 2019

Suburb	2007	2010	2013	2016	2019	Projected change (2010-2019)
Acton	1,950	1,950	1,950	1,950	1,950	0%
Ainslie	5,050	5,350	5,400	5,450	5,500	3%
Braddon	3,950	4,450	4,800	5,200	5,600	26%
City	800	1,200	1,500	1,800	2,100	75%
O'Connor	5,250	5,450	5,600	5,750	5,950	9%
Reid	1,650	1,700	1,700	1,700	1,750	3%
Turner	3,350	3,600	3,800	3,950	4,200	17%
Total catchment	22,000	23,700	24,750	25,800	27,050	14%
Total - North Canberra	45,050	47,550	49,300	51,100	53,000	11%

Source: CMD: Suburban Population Projections 2007 – 2019

3.3 Age

3.3.1 Existing age structure

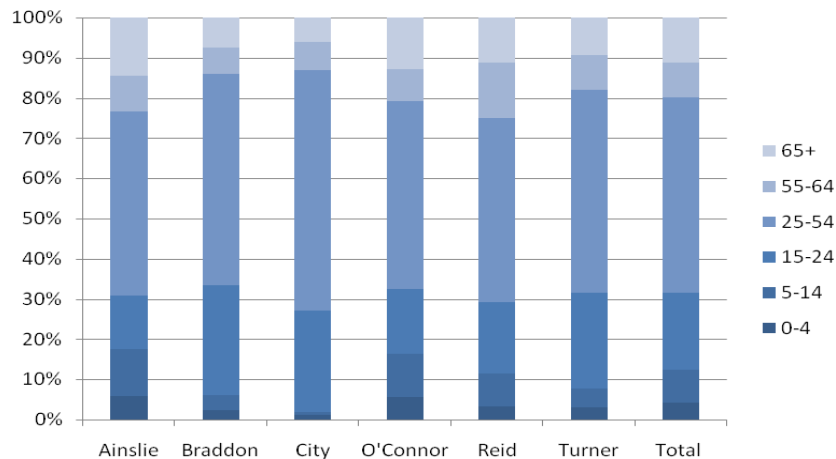
Figure 2 shows the age structure of the population in each suburb, the overall study area and inner North Canberra.

The age structure of the study area is similar to that of inner North Canberra. The main exceptions are that the study area has a slightly lower proportion of young people aged 15-24 years and a higher proportion of people aged 25-54 years.

The main differences between the age structure of the study area and that of individual suburbs include:

- the number of children aged 0-4 years and 5-14 years is higher in Ainslie and O'Connor than in the study area
- Braddon, City and Turner have a higher concentration of people aged 15-24 years, possibly reflecting proximity to the ANU and a higher concentration of people aged 25-54 years than the study area
- Reid has a substantially higher concentration of people aged 55-64 years and Ainslie and Turner have a slightly higher concentration than the study area, and
- Ainslie and O'Connor have a higher concentration of people aged 65+ years.

Figure 2: Age Structure - 2006



Source: ABS 2006 Census

3.3.2 Projected age profile

Between 2010 and 2019 the number of people in all age groups in the study area is projected to increase (Table 3). Nevertheless some age groups will increase at a faster rate than the population as a whole.

Table 3: Study area population projections by age group (2007-2010)

	0-4 yrs	5-14 yrs	15-24 yrs	25-54 yrs	55-74 yrs	75+ yrs	Total
Number							
2007	870	1,540	5,350	10,380	2,790	1,160	22,090
2010	970	1,630	5,460	11,320	3,050	1,180	23,610
2013	1,010	1,680	5,610	11,660	3,470	1,310	24,740
2016	1,010	1,750	5,750	12,010	3,860	1,390	25,770
2019	1,030	1,830	5,860	12,500	4,240	1,590	27,050
% Change 2010-2019	6%	12%	7%	10%	39%	35%	15%
Percentage							
2007	4%	7%	24%	47%	13%	5%	100%
2010	4%	7%	23%	48%	13%	5%	100%
2013	4%	7%	23%	47%	14%	5%	100%
2016	4%	7%	22%	47%	15%	5%	100%
2019	4%	7%	22%	46%	16%	6%	100%

Note: Differences in numbers/totals between tables is the result of rounding in the base data

Source: CMD ACT *Population Projections for Suburbs and Districts (2007-2019)* unpublished data

In particular the older age groups will grow faster than the total population. Although the number of people aged 75+ years will increase substantially, between 2010 and 2019 the largest increase will occur in the number of people aged 55-74 years. Over the same period the number of children aged 5-14 years will grow at a slightly slower rate than the

population as a whole. Conversely the number of children aged 0-4 years and young people aged 15-24 years will grow at a slower rate than the total study area population (Table 3). Similarly the number of adults aged 25-54 years is also projected to grow at a slower rate than the population.

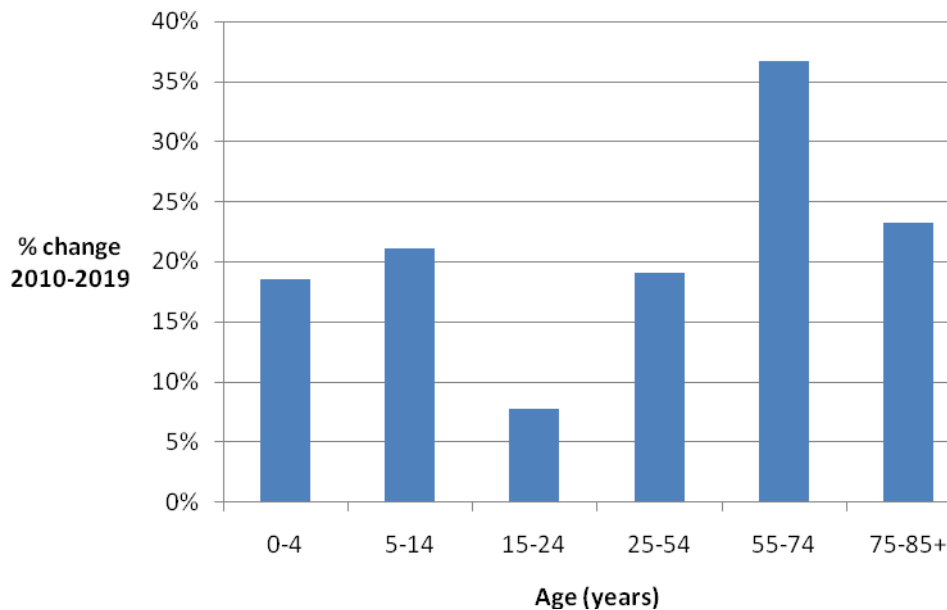
The needs of the people aged 55-74 years are different from the needs of older age groups. The increase in the number of people aged 75+ years will generate a need for additional aged care facilities and services in North Canberra.

More importantly the increase in the number of people aged 55-74 years will generate a need for more diverse housing types including medium and higher density housing for 'empty nesters' and others who are independent but no longer wish to live in a detached house on a large block. In recognition of this trend, Housing ACT encourages people to move from larger houses into dwellings that are more appropriate to their needs. Older owner-occupiers will also seek more appropriate housing, often with a preference for locations in close proximity to their existing residential area. The Territory Plan Multi-unit Housing Code requires that 10% of multi-unit developments should be built to adaptable housing standards. This requirement would apply to any redevelopment of Section 52 and 57 Braddon and Section 7 Reid.

Even though the number of children aged 0-4 years is growing relatively slowly, their increasing number will generate a need for additional child care facilities and the growth in the number of school aged children will have implications for the education system. This increasing demand for child care places will be reinforced by employment growth in the City.

These trends are generally similar to those for the whole of North Canberra. The main difference is that the rate of growth in the number of young children and especially those aged 5-14 years and the rate of growth of adults aged 25-54 years is projected to be higher in North Canberra than in the study area, partly reflecting differences in the mix of housing stock (Figure 3).

Figure 3: Change in age profile - 2007 - 2019



Source: CMD: *ACT Population Projections for Suburbs and Districts 2007 to 2019*

3.4 Religion

Throughout Australia, including Canberra and elsewhere the character of religious life is changing and becoming more diverse and secular. These trends are being driven by immigration and changes in the meaning of and practice of religious community.¹ In the period 1996 to 2006 several changes are apparent:

- identification with the traditional mass Christian denominations, especially the larger Protestant churches has decreased despite population growth. In contrast the total number of people identifying with the Catholic Church as increased slightly but the proportion of the population has declined
- the number of people who identify with the smaller Christian denominations has either increased marginally or declined (in contrast with trends in other jurisdictions)
- the number of people who do not identify with a religion has increased substantially, and
- the number of people who identify with non-Christian religions has increased substantially².

Notwithstanding these changes, the religious profile of North Canberra and the study area differs from that of Canberra. In particular residents of the study area are more likely to not identify with a religious community, less likely to nominate a Christian religion and more likely to belong to a non-Christian religious community (Table 4).

Table 4: Religious Affiliation

Suburb	No religion	Christian	Other	NS	Total
Ainslie	1765	2241	266	541	4813
Braddon	1126	1421	357	670	3574
City	170	265	61	225	721
O'Connor	1826	2129	331	624	4910
Reid	441	696	116	353	1606
Turner	967	1300	280	459	3006
Study area	6295	8052	1411	2872	18630
% Study area	34%	43%	8%	15%	100%
North Canberra	13379	20266	3223	5247	42115
% North Canberra	32%	48%	8%	12%	100%
Canberra	75419	194650	19989	32997	323055
% Canberra	23%	60%	6%	10%	100%

Source: ABS 2006 Census

¹ ACTPLA: *Future planning for religious community in the ACT*, Research Paper September 2009 p2

² op cit pp2-4

The Catholic Church has the largest number of members of the Christian religions. Of those people who indicate belonging to a Christian religion about 46% state that they are members of the Catholic Church. This proportion is relatively constant across the city (Table 5).

Based on the proportion of people who identify as Catholic throughout the city, it would be reasonable to assume that a similar proportion of employees working in the City (Civic) would also identify with this religion.

Table 5: Proportion of Catholics in Christian Religious Community

Suburb	Catholic	% Christian
Ainslie	1,055	47%
Braddon	686	48%
City	109	41%
O'Connor	983	46%
Reid	268	39%
Turner	625	48%
Study area	3,726	46%
North Canberra	9,260	46%
Canberra	90,626	47%

Source: ABS 2006 Census

3.5 Household Structure

Table 6 shows the household structure of the study area population and the North Canberra population. The household structure of the study area is characterised by:

- a relatively high proportion of lone person households (39%) compared with North Canberra
- a relatively high proportion of group households (14%) compared with North Canberra, and
- a relatively low proportion of families with children households (27%) compared with North Canberra.

The overall household structure reflects the high proportion of medium and higher density housing in the area and the tendency for smaller households (singles and couples) and group households to be attracted to this housing type.

Table 6: Household structure (2006)

Suburb	Families with children	Couples	Other families	Lone person	Group household	Total
Ainslie	707	472	22	549	192	1,942
Braddon	188	117	32	661	252	1,250
City	21	12	5	178	39	255
O'Connor	660	484	31	547	261	1,983

Reid	154	103	11	308	59	635
Turner	218	160	23	576	214	1,191
Total	1,948	1,348	124	2,819	1,017	7,256
Total %	27%	19%	2%	39%	14%	100%
North Canberra	4,714	3,364	222	5,228	1,739	15,267
North Canberra %	31%	22%	1%	34%	11%	100%

Source: ABS 2006 Census

The structure of households has changed over time. Over the period 1996 to 2006 the main changes included:

- the number of households in the study area has increased by nearly one quarter whereas the number of households in North Canberra has increased by 15%
- the proportion of family households has declined in the study area from 31% of total households in 1996 to 27% in 2006. The proportion of family households in North Canberra has also declined over the same period but from a higher base
- the proportion of couple and group households in both the study area and North Canberra increased slightly between 1996 and 2006, and
- the proportion of lone person households was relatively constant in both the study area and North Canberra.

3.6 Housing Status

Table 7 shows the status of occupied private dwellings in the study area and North Canberra. The largest number of households in the study area rent compared with North Canberra where the largest number either own or are purchasing their dwelling (Table 7).

Of those dwellings that are rented in the study area, just under one third is rented from ACT Housing compared with about 30% of rented housing in North Canberra. Based on ACT Housing records, there are 1965 public housing units in the study area.

Table 7: Housing status (2006)

Suburb	Owned	Rented	Other tenure type	Not stated	Total
Ainslie	1,047	818	8	105	1,978
Braddon	448	997	6	312	1,763
City	79	261	-	111	451
O'Connor	1,096	836	5	139	2,076
Reid	277	409	8	185	879
Turner	509	933	8	133	1,583
Total	3,456	4,254	35	985	8,730
% Study area	40%	49%	0%	11%	100%
North Canberra	8,260	7,601	107	1,476	17,444

% North Canberra	47%	44%	1%	8%	100%
-------------------------	-----	-----	----	----	------

Source: ABS 2006 Census

3.7 Housing Structure

Table 8 shows the housing structure in the study area and North Canberra. The housing structure in the study area has the following characteristics:

- the proportion of medium and higher density housing (flats and apartments) is higher in the study area than in North Canberra reflecting the extent of redevelopment in proximity to the City. This housing type is concentrated in Braddon, City and Turner which have experienced high levels of redevelopment, and
- the proportion of detached housing is lower in the study area than in North Canberra as a whole and it is particularly low in Braddon, and Turner, reflecting the extent of redevelopment in these areas.

Table 8: Housing Structure (2006)

Suburb	Separate house	Semi-detached, row or terrace house, townhouse etc	Flat, unit or apartment	Other dwellings	Total
Ainslie	1,554	282	141	0	1,977
Braddon	232	331	1,200	3	1,766
City	0	0	417	34	451
O'Connor	1,644	160	269	0	2,073
Reid	261	57	554	3	875
Turner	397	90	1,097	0	1,584
Total	4,088	920	3,678	40	8,726
% Study area	47%	11%	42%	0%	100%
North Canberra	9,460	2,742	5,180	75	17,457
% North Canberra	54%	16%	30%	0%	100%

Source: ABS 2006 Census

The public housing stock consists of detached housing, flats and aged persons units (Table 9). While it is not possible to compare in detail the total housing supply with the stock of public housing, the available information suggests that a higher proportion of the total housing supply is detached housing compared with public housing: just under half of the housing supply in the study area is detached housing compared with about one quarter of public housing stock.

Table 9: Public housing stock (2010)

Suburb	Houses	Flats	OPAs	Total
Ainslie	283	0	159	442

Braddon	16	496	80	592
City	0	1	0	1
O'Connor	184	35	47	266
Reid	11	295	48	354
Turner	31	211	68	310
Study area	525	1038	402	1965
% Study area	27%	53%	20%	100%

Source: ACT Housing

3.8 Low income households

The National Centre for Social and Economic Modelling (NATSEM) undertook a study of the characteristics of ACT households in the lowest income quintile for ACTCOSS (0). The income quintiles are based on Australian equivalised income quintiles.

The study found that about 13% (16,000) of ACT households were in the lowest income quintile. In comparison, 21% of North Canberra households were in the lowest income quintile.

The characteristics of households in the lowest income quintile throughout Canberra include:

- they are more likely to be old: 4 in 10 people in the lowest income quintile are aged 65+ years compared with 1 in 10 people in the other four income quintiles.
- they are more likely to be headed by a female: 56% of households in the lowest income quintile compared with 41% of households in the other income quintiles.
- they are less likely to have a household member in the labour force: 78% of households in the lowest income quintile compared with about 15% of households in the other income quintiles.
- as would be expected the principal income source of households in the lowest income quintile is more likely to be government cash transfers: about 8 in 10 lowest income households rely on government cash transfers compared with about 1 in 10 households in the other four income quintiles.
- they are more likely to be public housing tenants or outright home owners: about 35% of the lowest income quintile households own their home outright and about the same proportion are public housing tenants. Although the proportion of outright homeowners in the four other income quintiles is similar, the proportion of government housing tenants is much lower (about 5%).
- they are more likely to be single person households: about half of the lowest quintile households are single people compared with less than 10% of households in the other four income quintiles.
- they are more likely to not have children under 16 years: three quarters of households in the lowest income quintile do not have children in this age group compared with two thirds of households in the other four income quintiles.

North Canberra households in the lowest income quintile have similar characteristics with some differences:

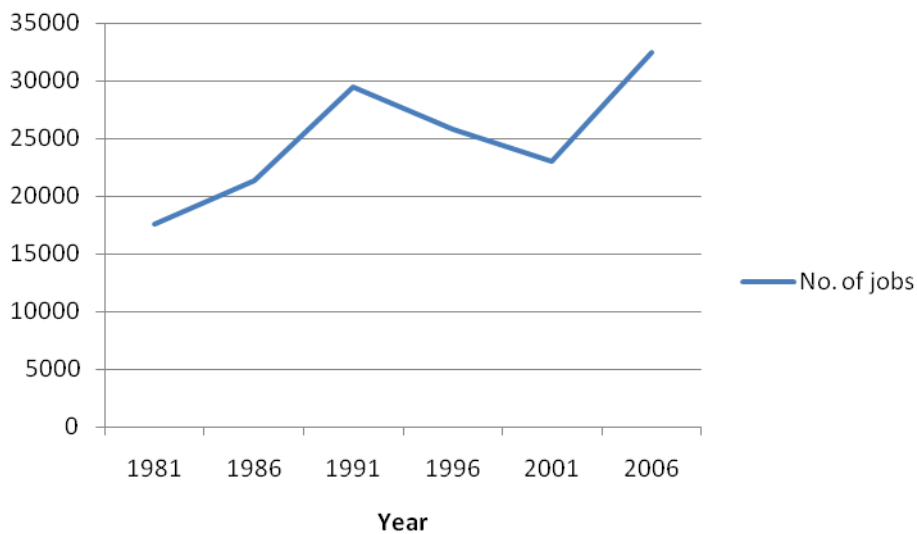
- a higher proportion of households are over 65 years (43%)
- a higher proportion of households are not in the labour force (85%)

- a higher proportion are public housing tenants (52%)
- a higher proportion are single (61%), and
- a higher proportion do not have children under 16 years (85%).

3.9 Workforce

In 2006, 61,460 jobs were located in North Canberra of which just over half (32,500) were located in Civic and Braddon. The number of jobs in Civic/Braddon has nearly doubled since 1981 (Figure 4)³.

Figure 4: Employment (1981-2006)



As a result of the substantial development since 2006, employment would have increased. It is anticipated that the number of jobs will continue to increase as development continues. It is estimated that employment in Civic and Braddon will increase to 42,300 by 2016⁴

A major implication of the continuing employment growth is that the demand for work-based child care will increase.

3.10 Conclusion

The continuing growth of the population in the study area and more generally in North Canberra together with the ongoing development of commercial activity in the City will generate a need for community facilities potentially including more efficient use of existing facilities and additional facilities. The requirement to provide additional facilities will

³³ ACTPLA: *Employment location in Canberra* (April 2009) p8

⁴ CMD: *Greater Canberra City Area – Coordinated Action Plan (2010 – 2016)*, 2010 p3

depend in part on the characteristics of the population and the growth of employment in the City and surrounding areas.

4.0 Supply of Community Facilities

Current community space in inner North Canberra is diverse, accommodating different types of organisations. The space includes facilities owned by the ACT Government, the community sector and privately rented space. The spaces serve local, district and metropolitan populations.

4.1 Community Facility Zoned Land

A total of 141ha of land in North Canberra is zoned Community Facility, including 56ha in the study area. Excluding Designated Land, about 6% of land with an urban zoning is zoned Community Facility in North Canberra compared with 5% of land in the study area.

The sites under consideration in this assessment represent about 2% of the total supply of zoned land in the study area.

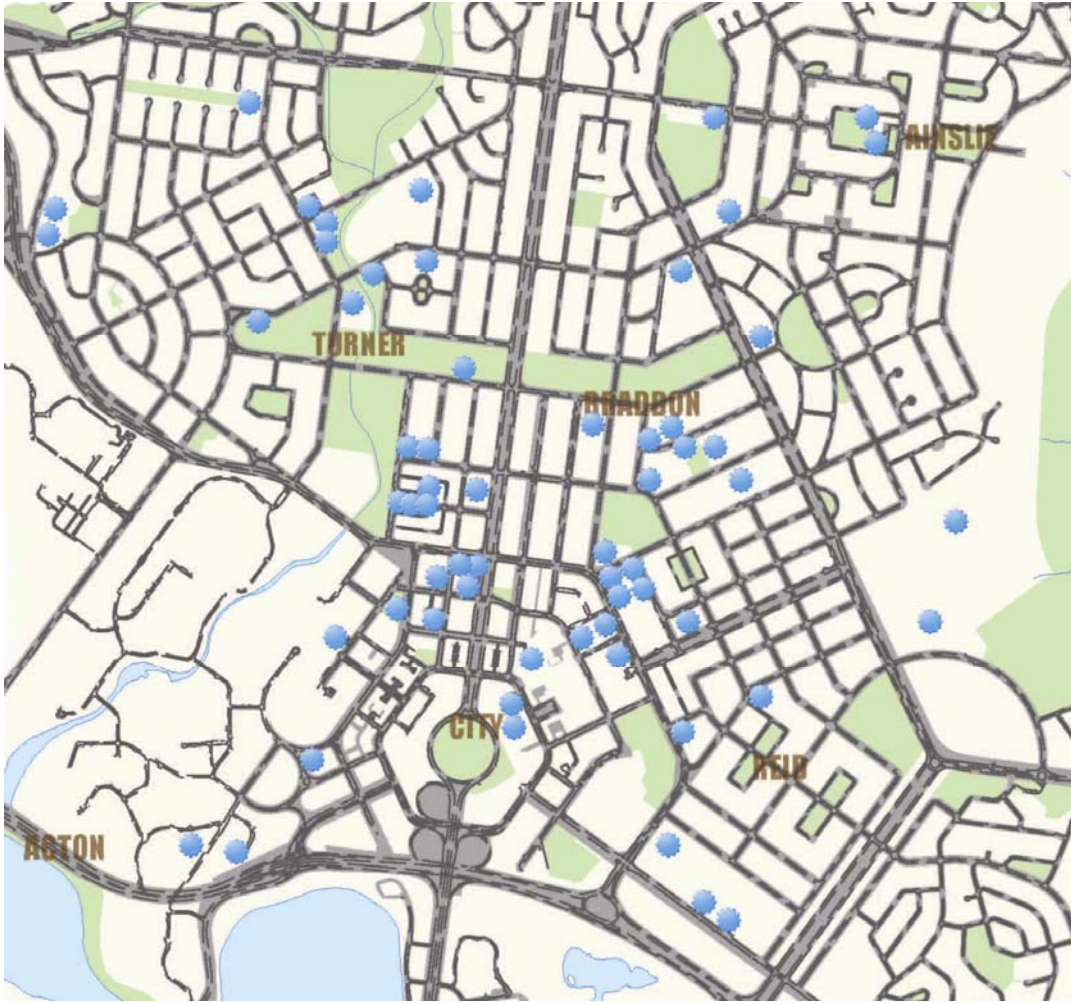
4.2 Community Space

Based on records maintained by ACTPLA, there are numerous community spaces in inner North Canberra. This includes community space which could be, but is not necessarily, available for community use other than by the organisation which “owns” it, for example clubs and places of worship and community space which different organisations use such as community halls and multi-purpose spaces such as the Majura Community Centre that is managed by the Northside Community Service and leased to different groups and organisations.

4.2.1 Location of Community Space

Error! Reference source not found. shows the location of community facilities in the study area. In addition other facilities also function as community space and/or have spaces available for community use including some arts/craft facilities, and some national institutions.

Figure 5: Location of Community Space



Source: Adapted from <http://www.actmapl.act.gov.au>

4.2.2 Types of Space/Activities

Community space includes:

- office space
- meeting/counselling rooms
- places of worship
- school rooms
- child care facilities.

Table 10 shows the type of community spaces located in the City, Acton, Braddon, Reid and Turner based on 2007 ACTPLA data that has been updated.

Table 10: Type of community spaces

Type of space	Number	Percentage
Childcare	10	15%
Church	15	23%
Club	9	14%
Meeting	5	8%

Multipurpose	7	11%
Office	8	12%
School	4	6%
Theatre	5	8%
Other	3	5%
Total	667	100%

The major community spaces in the study area are the Griffin Centre, the Multicultural Centre, Gorman House, the Ainslie Arts Centre and the ANU. Each facility provides space for multiple organisations.

Some of the existing facilities were purpose built by government or community organisations to meet identified community and organisational need for accommodation. Other facilities are surplus government assets leased to community organisations, some of which have been refurbished and upgraded and others remain substantially unchanged. The former include the Griffin Centre, the Youth Centre and Pilgrim Place in the City and various churches and clubs throughout the study area. The latter include the facility leased to the Youth Coalition (former preschool in O'Connor) and SWOW,

4.2.3 Providers of Community Space

Community spaces are provided by a variety of organisations. community sector is the largest provider of community spaces, partly reflecting the large number of places of worship in the area. Government is the second largest provider of community space which in turn reflects their role in the development of purpose-built space and the re-use of surplus buildings.

Table 11: Providers of Facilities

Type of Organisation	No.	%
ANU	8	12%
Community	37	55%
CSIRO	1	1%
Government	19	28%
Private	2	3%
Total	67	100%

The following provides additional information on the major providers of facilities.

Government Agencies

The Property Group in DLAPS, DHCS, artsACT, ACT Health and Education are the main government agencies leasing space to the community sector. Of these, the Property Group is the major provider.

The Property Group has assumed the main responsibility for all government owned property, including accommodation that is no longer required by ACT Government agencies, such as surplus school space.

DHCS is responsible for the management of childcare facilities and community centres. Throughout Canberra, the Department is currently responsible for the management of 37 community centres, 39 child care or preschool facilities, three youth centres and a building in O'Connor where the Youth Coalition of the ACT is located. These spaces are generally purpose built.

The Department manages nine facilities located in inner North Canberra. These include:

- the Griffin Centre
- the Civic Youth Centre
- Corroboree Park Community Hall
- Black Mountain Community School and Childcare Centre
- Treehouse in the Park
- the Early Learning Centre
- the Youth Coalition building in O'Connor, and
- Havelock House.

Numerous arts facilities are located in the City centre and surrounding area that are managed by several agencies including ArtsACT, the Cultural Facilities Corporation and the Property Group. The ACT Health Building (1 Moore Street) is the only facility managed by ACT Health in the study area.

Non-Government Organisations

The number of community organisations that provide space is less than the number of community spaces because several, such as the Uniting Church and the Anglican Church operate more than one facility in the area.

The organisations include religious organisations, childcare providers, recreational and sporting clubs (licensed) and community organisations such as Alliance Francaise and Hartley Street (a provider of disability services). While many of these community organisations lease space to other organisations information about the extent to which this occurs is not available.

The places of worship located in the area include a diverse cross-section of denominations reflecting the age of the area and the central location within the metropolitan area.

Private Sector

Some community space is located in premises rented from the private sector. This space is often, but not always low cost office space, which is not attractive to the private sector and may not be well located. In many cases community organisations have occupied private sector accommodation because of the lack of community space at the time additional space was required.

4.3 Community Organisations

The characteristics of community organisations located in the study area were reviewed using information from the 2008/2009 Contact, prepared by the Citizens Advice Bureau. The directory lists a wide range of organisations. Non-government organisations that nominated an actual address in the study area were identified. It should be noted that while the directory lists many organisations it is not known what proportion of groups are included.

4.3.1 Number and Distribution

About 230 community organisations have a physical address in the study area. In addition a large number OF organisations indicated that they have a physical address in the area.

These groups may operate from within the study area, from space outside the study area or may not have and/or seek permanent accommodation.

Of the 230 community organisations, nearly half (49%) are located in Civic with a smaller concentration in Braddon and the balance reasonably evenly distributed across the study area (Table 12).

Table 12: Distribution of Community Organisations

Location	No.	%
Acton	26	11%
Ainslie	10	4%
Brandon	36	16%
Civic	113	49%
O'Connor	14	6%
Reid	9	4%
Turner	24	10%
Total	232	100%

4.3.2 Ownership ???

The space which community organisations occupy is owned by a multiplicity of organisations (**Error! Reference source not found.**). Half of the community organisations occupy government owned community space even though the public sector does not have the largest portfolio of community spaces (Table 11) and indicates that the larger facilities are government owned. Just under one fifth of community organisations occupy commercial space which is privately owned and a small proportion (1%) occupy commercial space owned by the community sector. About 12% of community organisations occupy community facilities owned by the community sector. Community organisations also occupy space owned by tertiary educational establishments and institutions and are also located in residences.

4.4 Trends

The nature of community facilities and the location of community organisations are not static and changes over time.

Civic has been undergoing extensive development and redevelopment in recent years that have resulted in the transformation of both the eastern and western parts of the city. These activities have also affected the nature of community spaces.

Most notably, the Griffin Centre and the Youth Centre were redeveloped as part of the redevelopment the former Section 56 car parks and the Multicultural Centre was also redeveloped. As a consequence the standard of accommodation occupied by many community organisations has been substantially upgraded. A new public library facility has also been opened in Civic Square.

The redevelopment of parts of City West has resulted in the relocation of several activities located in that area. For example the youth health service which was in the former Queen Elizabeth II building on Marcus Clarke Street was relocated into the Youth Centre.

The ROCKS area in the vicinity of Childers Street and Kingsley Street evolved into a community organisation precinct over several years. As part of the redevelopment of this

area and as a condition of the Precinct Deed between the ANU and the ACT Government, several organisations were provided with alternative accommodation. These groups were re-housed in temporary but substantially improved accommodation with permanent accommodation to be provided.

The Police Citizens Youth Club was located in Turner for many years but ceased operations there in 2008. Their building remains vacant but is located in a Community Facility zone. It is not known how or when the site would be redeveloped.

The Anglican Church is developing plans to redevelop the St Johns precinct in Reid including Jamison House. Some community organisations that were previously in that accommodation have relocated.

The ACT Government has also introduced the Regional Community Facilities Services project that includes the development of new community halls at Griffith and Bonython. In addition several former school sites that were closed in 2006 have been identified as community centres and space allocated to community organisations.

It is difficult to track changes in the location of community organisations, however information is available from two sources that provides an indication of trends.

ACTPLA has conducted surveys of the use of commercial floorspace throughout Canberra since about 1995. The surveys are conducted approximately every two years and survey ground floor space. In 1999 excluding clubs, one community organisation occupied less than 100m² of space. In 2009 excluding clubs, the Griffin Centre and the Youth Centre the amount of space that was occupied had increased to just under 700m² distributed relatively evenly between the Canberra Centre, the balance of City East and City West. In addition the amount of space occupied by clubs increased from about 1500m² to 4200m².

The space occupied by community groups is generally not zoned Community Facility. Of the 26 tenants of the Griffin Centre in 2010, 18 (70%) were also listed as tenants in the 2005/2006 *Contact* directory. Conversely, 49 organisations indicated that they were located in the Griffin Centre in 2005/2006 of which 18 are tenants. However it is not known how many of those organisations that indicated they were located in the former Griffin Centre occupied space and how many had their postal address only at the centre.

4.5 Conclusion

The existing supply of community space is diverse and consists of a mix of purpose built, modified and surplus space owned by government, the community sector and the private sector. The largest number of spaces (and probably the greatest proportion of floorspace) is concentrated in Civic. There are a relatively large number of standalone facilities accommodating a single organisation and a small number of large facilities which in turn accommodate a significant proportion of community organisations.

The redevelopment of the Griffin Centre and the Youth Centre and the establishment of the skateboard rink have improved the overall standard of community facilities in the City. In addition probable developments in the western part of the city will further improve community facilities.

These facilities contribute substantially to meeting the need for space in inner North Canberra for community activities.

The amount of land zoned Community Facility zoned on the Reid/Braddon site is relatively limited. The church is the only community use on the site that needs to be located in or near the City. The other activities are internal church activities that are not accessed by the wider community and do not necessarily need to be near the City.

5.0 Demand for Community Facilities

As part of the project, the demand for community space was assessed based on the waiting list maintained by the Property Group.

5.1 Existing Demand - General

Demand for community space can be estimated from the application register that the Property Group maintain. This register is the only consolidated source of information about demand.

The information collected about each organisation includes the area and type of space required, preferred location and date of application. Government organisations, community groups and commercial organisations are eligible to apply for space. The Property Group annually surveys organisations to verify that the space is still required. Not all organisations provide all information and many register an interest in a many locations in order to increase the possibility of being offered space.

The application register as at March 2010 was analysed for this project. A similar assessment was also undertaken in 2007 and the discussion below compares the results for the two time periods.

5.1.1 *Number and type of organisations on waiting list*

In March 2010 the waiting list included 131 organisations that were a mix of community organisations and other tenancies. Of these, about two thirds are community organisations, one quarter are other tenancies and 10% are businesses or commercial operations. About 70 organisations have provided information about their space requirements. These are seeking between 29,000m² (minimum) and 39,500m² (maximum) of space across Canberra.

In comparison in 2007, 106 organisations were on the waiting list including 75 community groups. All organisations were seeking a total of 18,000m² to 24,000m² of space.

5.1.2 *Organisations seeking space in North Canberra*

The register provides information on the locational preferences of applicants. Most organisations nominate either a broad geographic area or several areas.

A total of 32 organisations have identified North Canberra as a preferred location, including 26 community organisations. The community organisations include religious institutions, children's services, arts activities, welfare and crisis services and environmental organisations. The majority of these organisations have a metropolitan wide catchment or area of interest and do not specifically target the North Canberra population. They could be located in several different locations.

Of the 26 community organisations, 19 provided information about space requirements and two provided information from which it is possible to estimate requirements. These organisations require a total of between 8500m² (minimum) and 11,900m² (maximum) or the equivalent of 10,000m² to 15,000m² if it is assumed that all organisations that did not provide information had similar space requirements to those that did.

Four of the organisations that provided information about space requirements account for about 70% of total space requirements (5800m² and 8500m² respectively). The remaining 17 organisations require an average of between 150m² and 200m².

In comparison in 2007, 31 organisations were seeking space in North Canberra and they required between 9000m² and 10,000m².

In 2010, the majority of the community organisations seeking space do not have specific locational requirements. Eighteen of the 26 community organisations that identified North Canberra as a preferred location also identified other districts as preferred locations. Of the remaining eight organisations, four did not specify a location other than North Canberra and four identified specific suburbs within the district. The following were identified:

- City (one organisation)
- Ainslie only (one organisation), and
- Ainslie and other suburbs (two organisations).

Four of the eight organisations only seeking space in North Canberra provided information about their space requirements: they required about 700m² of space or an average of about 180m² per organisation. This is equivalent to about 1400m² to 1500m² (assuming that those organisations that did not provide information had similar requirements to those that did).

Similarly three of the four organisations that identified a specific suburb provided information about space requirements and required a total of about 600m² or the equivalent of about 750m² to 850m². The type of space sought includes offices, meeting rooms, depots, halls and storage facilities.

In 2007, 37 community organisations were seeking space in North Canberra (and usually elsewhere) or did not have any specific location requirements and did not specify preferred locations. Of these 14 remain on the waiting list and the balance (24 organisations) have either been allocated accommodation or had their needs met.

In summary, although the demand for government managed community facility space has increased, including in North Canberra, additional facilities have been provided including former school sites and new community centres. As is the situation with many other activities, it will never be possible to meet all demand, irrespective of the number of facilities provided.

5.2 Future Demand – Specific Uses

One of the factors to be taken into account in assessing the ongoing need for community facilities is the demand for sites/facilities for activities that are defined as community activities as well as the potential to locate these activities in other land use zones. The following considers the potential demand for sites/facilities for a cross-section of these activities.

5.2.1 Child care

Between 1998 and 2009 the number of childcare centres and places has increased across Canberra. In 1998 there were 80 centres and 3952 places increasing to 113 centres and 6804 places in 2009. A report prepared by ACTPLA in 2009 concluded that inner north Canberra is relatively well provided with childcare places, primarily due to the number of

work-based places. The report also noted that there are no centres in Downer and Hackett and that Ainslie, Lyneham and O'Connor have few places⁵.

Demand for Child Care Places

The demand for child care places is closely related to population trends in the 0-4 year age group and female labour force participation trends.

The ACT has one of the highest rates of female labour force participation in Australia. In 2006, about 60% of females were in the labour market compared with 55% Australia-wide. Similarly, participation rates for females with dependent children aged 0-4 years is also higher in Canberra than nationally: 64% compared with 51%. Female participation rates have been increasing for several decades and it is probable that this trend will continue. The availability of child care will be a major factor in facilitating this trend.

Canberra also has the highest rate of children in child care in Australia. In 2005, 58% of children aged 0-12 years used some form of child care compared with 46% of Australian children. Further 71% of children aged 0-4 years in the ACT used some form of child care, including 31% who used long day care. Since 2002, the number of young children aged 0-4 years has been gradually increasing in the ACT. These figures suggest that there will be a high demand for child care throughout the Territory⁶, including in North Canberra.

Preferences for type of care

In general, long day child care may be either work-based or home-based and locational preferences affect demand in different locations. A survey of ACT Government employees undertaken by the Chief Minister's Department in 2005 showed parents' locational preferences for centre based child care (Table 13).

Table 13 highlights that the preference for centre-based child care is relatively evenly split between work-based child care, home-based child care and child care that is on the route to work. Sites that can meet two of the three locational preferences will have a higher and more sustained long term demand than centres than centres that meet only one locational preference. Sites in the inner north would meet the demand generated from preferences for the location of work, on a route to work and in a suburb adjoining work as well as in child care in the home suburb.

Table 13: Locational Preferences for Centre-Based Child Care

Preferred Location	Number	Percentage
In home suburb	89	23%
In suburb adjoining home suburb	31	8%
On route to work	109	29%

⁵ ACT Planning and Land Authority: *Childcare Centres in the ACT – 2009 update*. Research Paper September 2009 p5.

⁶ ABS Survey of Child Care (2005)

In work suburb	121	32%
In suburb adjoining work suburb	19	5%
At child's school	11	3%
Total	380	100%

Source: CMD 2005

Investigations undertaken by DCHS identified the need to increase the supply of work-based childcare in Civic as a high priority action for the provision of future child care centres. It was also recognised that this was most likely to occur in association with major commercial developments rather than by site releases for child care.

The subject site would be an appropriate location for work-based child care that was not directly associated with a place of employment. For example while not in the same area as the Civic Early Childhood Centre, this facility, which requires an alternate site to its existing location could be incorporated into a community facilities area on the subject site.

Child care is a permitted use on land zoned Community Facility and is also a permitted use in other land use zones Residential, Commercial and Industrial. Therefore, while recognising market impacts it would not be necessary to retain and/or zone land Community Facilities if it was considerable desirable to meet some of the future unmet demand for child care facilities on the site. Further the ground floor will not be an appropriate location for housing in parts of the site. A child care centre could be located in some of these areas.

5.2.2 Aged persons housing

The Community Facility zoning allows the development of residential care accommodation, retirement complexes and supportive housing. Aged persons housing can be developed under each of these land uses. The Territory Plan definitions for each use follow.

Residential Care Accommodation means the use of land by an agency or organisation that exists for the purposes of providing accommodation and services such as the provision of meals, domestic services and personal care for persons requiring support. Although services must be delivered on site, management and preparation may be carried out on site or elsewhere.

Retirement complex means the use of land for permanent residential accommodation for persons aged 55 years or over and which consists of a grouping of self-care units as well as a hostel and/or nursing home accommodation together with ancillary facilities provided for the use of residents. Ancillary facilities may include chapels, medical consulting rooms, meeting rooms, recreational facilities,

Supportive Housing means the use of land for residential accommodation for persons in need of support, which is managed by a Territory approved organisation that provides a range of support services such as counselling, domestic assistance and personal care for residents as required. Although such services must be able to be delivered on site, management and preparation may be carried out on site or elsewhere. Housing may be provided in the form of self-contained dwellings.

As noted above the population in the study area aged 55-74 years is projected to increase by 39% between 2010 and 2019 (an increase of 1450 people). At the same time the population aged 75+ years is projected to increase by 35% or 450 people.

A study undertaken for the Chief Minister's Department in 2006⁷ concluded that the increase in the number of older people in North Canberra, although significant would be smaller than the increase in other areas such as Belconnen and Tuggeranong. Nevertheless the growth in the number of people aged 60+ years was projected to be higher than the midpoint of the distribution of the number of older people (7000). The study also noted that areas with the lowest rate of provision of retirement accommodation had the highest potential for further development. North Canberra was assessed as an area with a medium potential for growth, taking into account the potential for development. The study did not assess the potential for redevelopment of existing facilities but noted that based on experience these usually increased provision by about 25%⁸.

The report also discussed housing expectations, noting that baby boomers often had higher expectations regarding retirement accommodation than did previous generations. In relation to homeowners the study identified the following housing preferences:

- pre-retirees and retirees have distinct housing preferences and should be seen as a separate market segment
- this group are seeking to reduce the amount of external space but not the amount of internal space
- security is important, and
- staying close to their neighbourhood was important and people would only move limited distances⁹.

The report indicated that there was a need for a greater diversity of housing types for 'empty nesters' who were wanting to move from their current dwelling on a large block of land to reasonably sized housing without the responsibilities of maintaining a large block.

Housing for this group would be most appropriately developed on land zoned Residential but could be possibly developed as supportive housing on land zoned Community Facility.

The ageing of the population will also generate a demand for residential aged care accommodation. Three residential aged care facilities are located in North Canberra and these have a total of about 220 beds.

Based on a rate of provision of 90 beds per 1000 people aged 70+ years, it is estimated that in 2007 a total of 360 beds were required to meet demand generated by the older North Canberra population. Based on current projections, is estimated that 450 residential aged care beds will be required by 2019. It is recognised that the apparent shortfall is likely to be met by facilities elsewhere in Canberra, nevertheless some of the additional demand could be met in North Canberra.

⁷ Anna Howe: *Retirement Accommodation and Residential Aged Care in the ACT 2006-2026, Demand and Supply Study*. A report prepared for the Chief Minister's Department

⁸ op cit p18

⁹ op cit pp24-25

5.2.3 Social housing

Low income and other disadvantaged groups require the same access to services and facilities as other population groups.

Social housing generally refers to housing for low income households and groups with special needs. Social housing includes public housing, housing provided and managed by other housing providers and including supportive housing.

The site current includes the following social housing:

- Currong Apartments (Braddon) – 220 units of which 110 are occupied by students
- Allawah Court (Braddon) – 114 units occupied by public housing tenants
- Bega Flats (Reid) – 114 units occupied by public housing tenants

Public housing

The Allawah Flats and Currong Apartments in Braddon include 326 units.

Public housing tenants on the site would be progressively relocated. Depending on their needs tenants could either be relocated on-site, elsewhere in North Canberra or elsewhere in Canberra. It is interesting to note that when the former tenants in the Currong Flats were surveyed (2002) about their locational preferences a majority wished to move to other districts rather than remain in North Canberra. However as part of the current consultation process several tenants living in both Allawah Court and Bega Flats have indicated a preference to remain on the site

As part of the redevelopment of the site it is proposed that a minimum of 100 units of public housing will be provided on the site, that is about one third of the existing public housing supply will be replaced on-site. The configuration of these units has not yet been established but would respond to the needs of people seeking public housing.

In 2007, there were over 2300 people on the waiting list for public housing.

Available evidence indicates that an increasing proportion of new applicants for public housing are seeking properties with fewer bedrooms. In June 2003 53% of applicants required 0 – 2 bedrooms while 41% required 3 bedrooms and 8% required 4 + bedrooms. In June 2007, 64% required 0-2 bedrooms and one quarter required 3 bedrooms. Over the same period the number of applicants who required 4 + bedrooms had almost doubled to 11% (Table 14).

Based on these trends it is reasonable to assume that the proposed public housing would be predominantly smaller (0-2 bedrooms). It is unlikely that the site would be an appropriate location for larger accommodation units (4 + bedrooms) which would be primarily detached dwellings.

Table 14: Bedrooms required - public housing applicants

Type	2003	2005	2007
0-2 bedrooms	53%	51%	64%
3 bedrooms	41%	41%	25%
4+ bedrooms	6%	7%	11%

No of applicants	4820	6321	2329
-------------------------	------	------	------

Proportions may not equal 100% due to rounding

Source: Housing ACT (2007), ABS Census (2006), MacroPlan Australia (2007)

Student accommodation

The Currong Flats were decommissioned in 2004 and in response to the acute shortage of alternative housing have been used as student accommodation. The flats have been offered to students at the ANU, UC and CIT on an annual basis until 2009 when they were offered on a monthly basis.

In May 2010, 129 students lived at Currong consisting of 65 students enrolled at the ANU, 34 students enrolled at the University of Canberra and 27 students enrolled at the CIT. In addition 116 students had applied for accommodation at the complex including 94 students who have applied for a one bedroom unit and 22 students who have applied for a two bedroom unit.

Since 2004 additional accommodation has been developed for ANU and UC students. The ANU has developed over xx units in City West and student housing is also located on the ANU campus. UC has developed additional student accommodation on its campus.

In 2009 about 30 CIT students lived in the apartments but they not regarded as a long term solution for the CIT. It is understood that the CIT is planning to develop additional student accommodation especially for regional and international students.

The opportunity to retain some of the existing buildings in the Bega Flats complex is being investigated. Some of these units could be used as student accommodation. It is anticipated that this accommodation would be available on a short term basis tied to the academic year rather than a long-term basis.

It is not proposed to provide other forms of social housing on the site.

5.3 Conclusion

There is an existing unmet demand for space consisting of demand from organisations which have applied to the Property Group for accommodation and want to be in Civic, organisations which have indicated that they are in inappropriate space and are seeking alternative accommodation.

It is estimated that there is a demand for approximately 3,000m² of community space to meet the needs of this group. In addition there are several groups which are currently in inappropriate accommodation which may have to relocate in the short term and/or who are likely to seek alternative accommodation if it became available. This group requires about 500m² to 1,000m² of space.

Finally the redevelopment of City West and the associated relocation of some community facilities will result in a demand for 900m² of community based on the amount of space these organisations occupied prior to temporary relocation. In practice the amount of space required is likely to be higher as most were in overcrowded accommodation. These requirements will be met as part of the Deed between the ACT Government and the ANU Exchange.

Given the fluid nature of the community sector in the future there will an ongoing demand for space from different organisations from those currently seeking space.

6.0 Deconcessionalisation of Leases

As noted in Section 2.0 above the leases for the subject land are concessional leases and include the provision that Section 167 of the *Land (Planning and Environment) Act* applies. These provisions were superseded by Section 235 and other provisions of the *Planning and Development Act 2007*.

For the purposes of Section 235 of the *Planning and Development Act 2007*, the subject sites are considered to be concessional leases. The Act defines a concessional lease as “a lease granted for a consideration less than the full market value of the lease, or for no consideration”. Section 265 of the Act restricts dealings with concessional leases, stating that “the lessee, or anyone else with an interest in a concessional lease, must not, during the term of the lease, deal with the lease without the written consent of the planning and land authority.” Section 266 of the Act also specifies that the transfer of the lease is restricted to another eligible person who could be granted the concessional lease.

Section 211 of the Act allows the Minister to exempt a development application for approval from a requirement to undertake an EIS if satisfied that the expected environmental impact of the development has already been sufficiently addressed by another study, whether or not the study relates to the particular development proposal.

The Government proposes to amend the above provisions and has introduced the *Planning and Development (Concessional Leases) Amendment Bill 2010*. The Bill deletes the current definition of “concessional lease” and is intended to make it easier to identify whether a particular lease is concessional. The Bill groups all leases into three categories: concessional leases, not concessional leases and possibly concessional leases.

Although the leases appear to be concessional leases the final form of the amending legislation is not known and therefore determination of the concessional status would have to be established at the time a DA was lodged, assuming that the amending legislation has been introduced.

It is intended to apply for exemption from the requirement to complete an EIS because the planning study and supporting documents, including this report have sufficiently addressed the impacts of deconcessionalising the lease.

7.0 Conclusion

About 5% of urban land in North Canberra is zoned Community Facilities and the subject land is a small proportion of the total zoned land.

The community sector is dynamic and services relocate within an area and also between areas and the availability of spaces changes and increases over time.

The analysis of the existing supply of community facilities in the study area indicates that there is a wide range of facilities including purpose-built and more general spaces. Several new facilities have been developed in recent years and others have been substantially upgraded enhancing the overall standard of community spaces.

At the same time there is a continuing unmet demand for community space. A comparison of the Government's 2007 and 2010 Applications Register indicates that the demand for space in North Canberra has increased in terms of both the number of applicants and floorspace. The increase in demand has occurred notwithstanding that the majority of organisations apply for space in several locations and the amount of space in Canberra has increased substantially following the Government's decision to use several former schools as community facilities, the development of new community facilities in several suburbs and the upgrading and expansion of community space in Civic. While the growth in demand may reflect the growth and development of the city, it also highlights that demand for community space can never be met entirely.

While there is a continuing need additional community space it is important to recognise that many community organisations are not located in buildings located in a Community Facilities zone. Importantly community activities can and do locate in space not zoned Community Facilities. In addition some facilities are used by several groups and the extent to which this is occurring is likely to be greater than revealed in this report. Many organisations are not located in either government or community owned space.

As the population increases and changes there will be a demand for additional facilities including child care places, housing for 'empty nesters' and aged persons housing. Although the tertiary institutions are building on-campus student accommodation, it is anticipated that there will be a continuing demand for housing for this group. The demand for social/supportive housing for other population groups will also continue.

Blocks 1, 4 and 7 Section 57 Braddon are currently zoned Community Facilities and have a total area of about 12,700m². Re-use of the subject land for a mixed use development would require rezoning of the land. It would also necessitate the deconcessionalisation of the three leases.

The existing facilities on the subject site are not extensively used and with the exception of St Patrick's Church are not directly used by the general community. The other uses do not need to be in their present location and could be relocated without a loss of administrative or operational efficiency. It is possible that in the longer term one of the Sisters of Mercy may not have a presence in Canberra, depending on the outcome of their proposed restructuring.

The church is used for weekday and weekend services and performs an important role in the community for both parishioners and Civic workers. It is valued by members of the community.

There is a continuing need for a Catholic Church in this area and scope to retain a church in the City as part of the redevelopment of site. A new church could be incorporated at ground level into the proposed redevelopment and in a location that was visible and accessible to the wider community. The new church would operate as a 'church in the city' similar to those established in the central business districts of many state capitals.

The subject land is not intensively developed. Only two of the leases specify a maximum development potential and in combination the development potential is equivalent to a plot ratio of 0.31:1. While other Community Facilities land in the general area is also not intensively used, the location of the subject land adjacent to the City suggests that it should be used more efficiently.

The removal of the Community Facilities zoning over the subject site and the creation of an alternate area of community facilities also creates an opportunity to introduce new activities that are unlikely to be provided if the current zoning remains. It would also enable a mixed use development of the subject land that was predominantly residential. This development would address government priorities for residential intensification adjacent to the City.

The master plan proposes to replace the existing Community Facility land with an area of about 5800m² that would be used for community facilities, including a new church on the southern part of the Bega Flats site in Reid. While this is about half of the subject site, it provides an opportunity to use the land more efficiently than at present. As a consequence there would be no effective loss of community space. A new church could be located in this precinct.

This area would be used more efficiently than the subject land is currently used. Transferring community facilities land from one part of the site to another would have no adverse impacts and the minor overall reduction in community facility land would be compensated by the opportunity to establish a greater diversity of uses to meet emerging needs and to use the land more efficiently.

Even if the subject land is rezoned, the existing lessees would only relocate if suitable premises were available and assuming that the leases were deconcessionalised. The Planning and Development Act 2007 requires that an EIS be prepared to assess the implications of deconcessionalising leases. However Section 211 of the Act allows the Minister to exempt a development application this requirement if satisfied that the expected environmental impact has already been addressed by another study. It is proposed to seek an exemption based on the planning study and associated investigations.

In conclusion rezoning of the subject land will have no adverse impacts on the availability of community space and could have positive benefits. Based on this conclusion the following discusses the potential deconcessionalisation of the leases.