



**Australian Government**  
**National Capital Authority**

Submission to the  
Inquiry into the role of the  
National Capital Authority

April 2008



**Submission by the National Capital Authority**

**to the Joint Standing Committee on the National Capital and  
External Territories**

**for the Inquiry into the Role of the National Capital Authority**

**April 2008**



# Table of Contents

	<b>Page No.</b>
A Guide to this Submission	1
Glossary of terms	iii
Part 1 The Commonwealth Role in the Planning and Development of Canberra, Australia's National Capital	3
Part 2 The Role and Functions of the National Capital Authority	8
Part 3 The National Interest in the Governance of the National Capital	16
Part 4 The National Interest in Planning the National Capital	24
Part 5 The National Interest in Works to Enhance the National Capital	40
Part 6 The National Interest in Maintaining and Protecting the National Capital	48
Part 7 The National Interest in Promoting the National Capital	60
 <b>Appendices</b>	
A <i>Authority Members 1989-2008</i>	64
B <i>Provision of External Services 1989-2008</i>	66
C <i>Capitals Alliance Governance Snapshot</i>	68
D <i>Key Achievements and Awards 1989-2008</i>	69
E <i>2007 Authority Consultation Protocol</i>	75

---

## A Guide to this Submission

---

### Structure

This Submission is divided into seven parts.

#### Part 1

Provides an overview of the Commonwealth role in the planning and development of the National Capital including key legislation, the gazetted plans and administrative arrangements for governance.

#### Part 2

Describes the current statutory role and functions of the National Capital Authority (the Authority) for planning, capital works, and fostering an awareness of Canberra as the Capital; for the maintenance and protection of national assets; and for services. Key Authority achievements in delivering these functions are included in the submission.

A list of reviews of the Authority is also provided including that by the Joint Standing Committee on the National Capital and External Territories.

The Australian and international experience of statutory agencies in the management of federal interests in democratic National Capitals is outlined and supported by a governance snapshot of Canberra, Washington DC, Ottawa and Brasilia.

#### Parts 3 – 7

Establish the Authority view of the National Interest in:

- governance;
- planning;
- works to enhance the Capital;
- maintenance and protection of assets; and
- promoting the National Capital.

Proposals by the Authority for the future are set down as they pertain to the terms of reference of the inquiry and to the current statutory functions of the Authority.

Each of Parts 3-7 includes:

- a statement of the National Interest (e.g. in planning);
- a Position Paper (in template format); and
- relevant attachments (e.g. diagrams and maps).

Each of the Position Papers identifies a topic (e.g. Designated Areas) that the Authority considers significant to the inquiry. The template is designed so that (to the extent possible) the topic can be considered as a 'snapshot' of the issues, administrative arrangements and opportunities.

For each topic the Position Paper:

- nominates the relevant terms of reference of the inquiry and relates these to the relevant current statutory functions of the Authority;
- identifies the topic;
- sets out the Authority's objectives;
- describes current arrangements;
- nominates the Authority's position, proposed arrangements and the associated benefits of that arrangement; and
- suggests potential implementation requirements.

## Appendices

The submission includes a number of appendices for the information of the Committee.

### Understanding Key Terms

A Glossary of terms in alphabetical order is included at the front of the submission.

Some of these terms are defined by the *Australian Capital Territory (Planning and Land Management) Act 1988* which requires the preparation of the National Capital Plan and establishes the Authority.

*Designated Areas* are those identified in the current National Capital Plan as areas of land *that have the special characteristics of Canberra as the National Capital*.

*Areas of Special National Importance* is included in the glossary because it is used in the submission to describe areas in the National Capital that the Authority proposes are of special importance in the national interest. These are all within the current *Designated Areas* (but cover fewer places).



## Glossary of terms

**ACT Government** means the body politic established under the *Australian Capital Territory (Self-Government) ACT 1988* and includes the Executive of that body, and agencies established by it, whether by enactment or otherwise.

**Amendment of the National Capital Plan** A function of the Authority is to keep the National Capital Plan under constant review and to propose amendments to it as necessary. The statutory provisions for amending the Plan are set out in sections 14 to 22 of the *Australian Capital Territory (Planning and Land Management) Act 1988*. The amendment process includes public consultation. After approval by the Minister, amendments are subject to disallowance by either House of the Australian Parliament.

**Areas of Special National Importance** are those in the central areas that in this submission the National Capital Authority proposes are of special importance in the national interest and require detailed planning consideration and oversight by the Commonwealth. The proposed areas are all within the current Designated Areas (but cover fewer places)

***Australian Capital Territory (Planning and Land Management) Act 1988*** is Commonwealth legislation and provides the overarching legal framework for planning and land management in the Australian Capital Territory.

**Authority**, unless otherwise defined in this submission, means the National Capital Authority.

**Central National Area** includes the Parliamentary Zone and its setting; Lake Burley Griffin and Foreshores; Government House, the Australian National University; the Australian Defence Force Academy; Duntroon; Campbell Park and Canberra Airport/RAAF Base Fairbairn. Also included are diplomatic areas of Yarralumla, O'Malley and West Deakin and individual diplomatic sites in the suburbs of Red Hill, Forrest and Deakin.

**Designated Area** means an area of land specified in the Plan as having the special characteristics of the National Capital as provided for by section 10 (1) of the PALM Act. All "works" (defined below) in Designated Areas are subject to approval by the Authority.

**Development Approval** means an approval for works as defined in the PALM Act. "Works" includes:

- (a) the construction, alteration, extension or demolition of buildings or structures;
- (b) landscaping;
- (c) tree-felling; or
- (d) excavations

but excludes anything done inside buildings or structures".

**Development Control Plan** means a plan prepared for the guidance and control of development including design, siting, scale, purpose, timing and phasing, construction, landscaping and other relevant matters. Development Control Plans may be required in areas where "special requirements" apply and may include maps, drawings, photographs, specifications and written statements (section 10 (2)(d) of the PALM Act). A Development Control Plan, may apply to National Land or Territory Land sites (or areas) provided they are not included in Designated Areas.

**Detailed Conditions of Planning Design and Development** - section 10 (2)(c) of the PALM Act states that the National Capital Plan may specify areas of land that have the special characteristics of the National Capital to be Designated Areas. The PALM Act provides for the Plan to set out detailed conditions of planning, design and development in Designated Areas and to specify the priorities in carrying out planning, design, and development in Designated Areas.

**Diplomatic precincts** means those areas of Yarralumla, West Deakin and O'Malley that have diplomatic uses permissible under the National Capital Plan.

**General Policy Plan - Metropolitan Canberra** – is Figure 1 of the National Capital Plan being a part of the strategic plan for the ACT. It describes areas planned for urban development, non urban, rural, the open space system and the primary road and public transport system indicative routes. It is supported by principles and policies in the National Capital Plan.

**General Policy Plan - Australian Capital Territory** – is Figure 2 of the National Capital Plan, describes the National Capital open space system beyond the metropolitan areas. It is supported by principles and policies in the National Capital Plan.

**Griffin Legacy** is the 2004 publication of the Authority which sets out the blueprint for the future development of the central national areas of the capital.

**Lease and Development Conditions** are prepared for vacant land sites by the relevant planning authority before the sites are leased and developed. These conditions form the basis for considering development applications for approval.

**Master Plans** comprise area specific policies intended to guide the planning design and development of a large site area. Some Master Plans, once approved by the Authority, have been given statutory effect by their inclusion in the National Capital Plan through an Amendment to the Plan.

**National Capital Open Space System** means the system of open space in the ACT comprising the hills ridges and buffer spaces that surround and frame the urban areas, Lake Burley Griffin, the river corridors, and the distant mountains and bushlands to the west of the Murrumbidgee River.

**National and Arterial Road Systems** are defined in the National Capital Plan as two separate networks.

The National Road System defined in the Plan provides the principal means of access between the National Capital and the state capitals, and between Canberra and the major national highways; or are designed for symbolic, formal, or National Capital purposes; or provide access to National Capital facilities and vantage points within the Territory; or are located on National Land declared under the PALM Act. National Roads include the Federal, Barton and Monaro Highways, Canberra, Commonwealth and Northbourne Avenues and State and Capital Circles.

The Arterial Road System defined in the Plan comprises the remaining arterial roads identified in the ACT. Arterial Roads form the principal access between town centres, industrial centres, major retail centres and residential areas; or provide access between the separate towns of the urban area.

**National Capital Plan** is the Commonwealth's plan for the Capital prepared and administered by the Authority in accordance with Part III of the PALM Act.

**National Land** has the meaning given by section 27 of the PALM Act. National Land is used by, or on behalf of the Commonwealth. Some of that land is designated in writing by the Minister (under section 6(g) of the PALM Act) as *land required for the special purposes of Canberra as the National Capital*. This Land is managed by the Authority.

**National Significance** - section 9 of the PALM Act sets out the object of the Plan that is to ensure that Canberra and the Territory are planned and developed in accordance with their national significance. The National Capital Plan sets out Matters of National Significance in the planning and development of Canberra and the Territory.

**National Triangle** means the area within the Central National Area generally defined by Commonwealth Avenue, Kings Avenue, Constitution Avenue and State Circle, and includes the Central Basin of Lake Burley Griffin.

**PALM Act** means the *Australian Capital Territory (Planning and Land Management) Act 1988*.

**Parliamentary Zone** means the area of land specified as the Parliamentary Zone by the *Parliament Act 1974*. The Parliamentary Zone consists of the area bounded by the southern edge of Lake Burley Griffin, Kings Avenue, State Circle and Commonwealth Avenue.

**Parliamentary Precincts** means the area of land specified as the Parliamentary Precincts by the *Parliamentary Precincts Act 1988*. The Parliamentary Precincts are part of the Parliamentary Zone and consist of all of the land contained within (the inner side of) Capital Circle surrounding Parliament House.

**Parliamentary Approvals** are required for works proposed within the Parliamentary Zone under the provisions of the *Parliament Act 1974* or the *Parliamentary Precincts Act 1988*.

**Special Purpose Payments** (SPPs) are payments made by the Commonwealth as ongoing contributions to the States and Territories. The ACT Government receives allowance for the special circumstances of the ACT, including those National Capital factors which result in additional costs.

**Special Requirements** refer to those planning requirements set out under the provisions of section 10(2)(d) of the PALM Act. Development in areas where special requirements apply conform to a Development Control Plan, approved by the Authority, unless otherwise specified in the Plan.

**Temporary work** means work that is to be erected for a specific event and is intended to be removed after the event has been held. Regulation 2 of the PALM Act.

**Territory Land** has the meaning given by section 28 of the PALM Act. It is land administered by the Territory Government on behalf of the Commonwealth. The classification of land as either Territory Land or National Land is provided for in the PALM Act and relates entirely to land management and administration. The classification does not determine planning responsibilities, which are established separately under the PALM Act and are subsequently expressed through the National Capital Plan and the Territory Plan.

**Territory Plan** means the plan prepared and administered by the Territory planning authority under Part IV of the PALM Act. The Territory Plan cannot be inconsistent with the National Capital Plan.

**Territory planning authority** is the planning body established under Part IV of the PALM Act in accordance with planning laws proclaimed under that Part by the Legislative Assembly for the Australian Capital Territory.

**The Plan** unless otherwise indicated in this submission, means the National Capital Plan made under Part III of the PALM Act.

**Variation to the Territory Plan** are variations to the Territory Plan prepared in accordance with the relevant provisions of the *Planning and Development Act 2007 (ACT Legislation)*.

**Works** as defined in the PALM Act “Works includes:

- (a) the construction, alteration, extension or demolition of buildings or structures;
- (b) landscaping;
- (c) tree-felling; or
- (d) excavations

but excludes anything done inside buildings or structures”.

**Works Approval** see Development Approval.



# part one

The Commonwealth  
Role in the Planning and  
Development of Canberra,  
Australia's National Capital



## Part 1

# The Commonwealth Role in the Planning and Development of Canberra, Australia's National Capital

## Seat of Government

1. Canberra is a symbol of Australia's unity as a nation. As the Capital, Canberra is inextricably bound to the concept and realisation of the aims of federation. It is a national asset that belongs to all Australians.
2. The *Commonwealth of Australia Constitution Act 1900* established that:

*The Seat of Government of the Commonwealth shall be determined by the Parliament, and shall be within territory which shall have been granted to or acquired by the Commonwealth, and shall be vested in and belong to the Commonwealth...*

3. The *Seat of Government Acceptance Act 1909* provided that the Seat of Government would be in the district of Yass-Canberra in the state of New South Wales (NSW). In 1911 the Federal Capital Territory, an area of 911 square miles, was transferred by NSW to the Commonwealth for the purposes of the Seat of Government.
4. Successive federal governments have undertaken the development of Australia's National Capital. The history of Canberra demonstrates a continuing commitment to the future of a Capital worthy of the Nation not only for the present, but for all time.

*The City which is to be the seat of power, the nerve centre of the Commonwealth, and, in the future, the focus of the intellectual activities and the mirror of the nation's taste, will depend for its beauty and impressiveness in no small measure upon its situation. This will govern also, in large degree, the comfort, health, and happiness of all its residents.*

(Report of the Royal Commission on Sites for the Seat of Government of the Commonwealth, 1903).

## A Design for the National Capital of Australia

5. In 1911 the Department of Home Affairs on behalf of the Commonwealth issued an international *Invitation to Competitors* to produce a design for the laying out of its Capital City.
6. In 1912 the submission by American architects Walter Burley Griffin and Marion Mahony-Griffin was selected as the winning design and was entirely sympathetic to the aspirations of the founders.

*Griffin used the topography to provide fitting sites, approaches, outlooks and backdrops for great buildings to house the nation's major institutions of democracy, for ceremonial occasions, and for other purposes related to the national functions of the city. The open space system, the hills, and grand avenues accentuate natural axes and become both the symbolic and functional base for the Capital. Griffin tried to ensure that sensitive areas were protected from excessive traffic, while providing for an efficient transport system.*

(National Capital Plan - Introduction).

## The Federal Capital Commission and the 1925 Gazetted Plan for the Capital

7. In 1925, the Federal Capital Commission (FCC) was established by the *Seat of Government (Administration) Act 1924* to plan, develop and administer the Federal Capital Territory. That Act required publication of a plan for Canberra. In 1925 *the Plan of Layout of the City of Canberra and Its Environs* was gazetted, which included key components of the Walter Burley Griffin 1918 plan.

*The obligation is upon us, as representatives of the people of Australia, to visualise the city to come at Canberra and to build there, not for today, but for all time... we look at Commonwealth matters with broad vision. I hope that we shall all view Canberra in the same way, and will assist to make the Federal Capital, a city worthy of the people of Australia.*

(Charles Marr, Member of Parliament, Second Reading Seat of Government (Administration) Bill 1924)

8. The gazettal of the plan and the establishment of the FCC in 1925 gave substance to the commitment of the Commonwealth Government to the planning and development of the National Capital. The gazettal demonstrated that the future of the Capital necessitated conscious and consistent decisions beyond the term of a single government. It is significant that the responsibility to progress both construction and cultural programs on behalf of the nation was given to a statutory agency rather than to a department of state.
9. The FCC established the model for an active and continuing Commonwealth role in the making of the Capital.

## The National Capital Development Commission

10. In 1954 a Senate Select Committee was appointed to Inquire into the Development of Canberra, and into departures from the 1925 Plan, the effectiveness of administration, the architecture and the general state of the city.

*The city has grown, but its main features are wide open spaces that serve to puzzle tourists and uninformed residents alike. City Hall, Capital Hill, the Government Triangle, and the lake areas are still grassy stretches... After 40 years of city development, the important planned areas stand out, not as monumental regions symbolising the character of a national capital, but more as graveyards where departed spirits await a resurrection of national pride.*

(Senate Select Committee Report 1955)

11. As a direct result of that Senate Committee Report, in 1957 the Commonwealth Government established the National Capital Development Commission (NCDC). The NCDC was given broad development powers.

*We are building here not for the next ten, fifty or even one hundred years; we are planning and building today for all the future that lies ahead of this country. We are building not merely a place for people to live in and work in, but a national capital, which, I hope... must become a symbol of the nation and an inspiration of its citizens. We are building here not in the normal manner of town development... we are building to what is, in my view, a noble plan, drawn many years ago, it is true, and amended from time to time... on an adequate and inspiring scale for the Seat of Government...we are building here, also, under the very eyes of the people of Australia.*

(James Reay 'Jim' Fraser, Second Reading NCDC Bill 1957)



12. A Joint Committee on the Australian Capital Territory was first established in 1958. A Parliamentary Joint Committee has continued to have a role in the planning and development of the Capital since that time. Currently that role is performed by the Joint Standing Committee on the National Capital and External Territories.
13. Under the NCDC a period of intense development and expansion commenced. The NCDC organisation structure for integrated planning, design and construction proved to be remarkably successful. By 1965 a number of the major elements of the 1925 Plan were in place including Civic Square, Kings and Commonwealth Avenue bridges, Anzac Parade and Lake Burley Griffin.

### Areas of Special National Concern

14. With a rapidly growing population, development for residential growth became a priority. The Commonwealth Government and the Commission were concerned however that growth beyond the bounds of the Walter Burley Griffin plan should not be at the expense of the symbolic and special characteristics of Canberra as the National Capital. Such characteristics were to be valued, protected and enhanced.
15. Areas of Special National Concern were identified by the NCDC. These built on and attached particular importance to the main elements of the Griffin plan and gave them an extended expression as places of national significance.

*Within the National Capital there are certain areas which, because of their use, location or topography, play a somewhat more important part in establishing the character of the City than do the urban districts at large...*

(The Future Canberra, 1965)

16. These Areas of Special National Concern were endorsed by Federal Cabinet in 1964 and included the central area, the lakeshore, hills and ridges and the main avenues and approach routes to Canberra (refer Map 1.1). They were first published in 1965 in *The Future Canberra*, were reflected in the NCDC 1967 Design and Siting Policies and were reiterated in the 1970 publication *Tomorrow's Canberra*.
17. The Designated Areas identified in the current National Capital Plan as areas of land *that have the special characteristics of Canberra as the National Capital* are almost identical to the 1964 Areas of Special National Concern.
18. The definition and protection of these parts of the city demonstrate a consistency in Commonwealth consideration and custody of those enduring and vital areas of the Capital.
19. The NCDC was abolished in 1988. During its time the population of Canberra grew from 40,000 to 270,000 people. Buildings completed for major national institutions in the Parliamentary Zone included the National Library of Australia, the National Gallery of Australia and the High Court of Australia.

### Self-Government and Shared Responsibility for the Australian Capital Territory

20. Through the *Australian Capital Territory (Self-Government) Act 1988* the Australian Parliament established limited self-government for the ACT.
21. The introduction of self-government created a situation where the Commonwealth Government and ACT Government would share responsibility for the further planning and development of the Territory. The Commonwealth Government would be responsible for Canberra's role and functioning as the National Capital and (subject to that Self-Government Act) the ACT Government would assume responsibilities comparable to those of the States and for local municipal services.

*... The Territory is home to the nation's capital – this fact cannot be ignored... This legislation is both comprehensive and well-conceived. It provides fully responsible*

*government for the people of the Territory, in its most democratic, practical and economic form... It safeguards the Commonwealth's interests in the national capital. It provides for an effective and efficient administration... It is a milestone in the democratic processes of this country.*

(Graham Richardson, Minister for Arts, Sport, the Environment, Tourism and Territories, Second Reading ACT (Self-Government) Bill 1988).

### **The National Capital Authority**

22. As part of the self-government process the *Australian Capital Territory (Planning and Land Management) Act 1988* (the PALM Act) was passed by the Australian Parliament to make the necessary new provisions for planning and land management.
23. Very deliberately under the PALM Act the Commonwealth created the National Capital Planning Authority through which it retained responsibility for planning and development related to Canberra's role as the National Capital. In 1996 the name was changed to the National Capital Authority (the Authority).
24. The role and functions of the Authority are described in Part 2.

### **The National Capital Plan**

25. The PALM Act also required a National Capital Plan to be prepared and administered by the Authority to ensure that Canberra and the Territory were planned and developed in accordance with their national significance.
26. The National Capital Plan replaced the gazetted 1925 Plan. It required a continuing and direct Commonwealth involvement to reflect the national interest in the future of the Capital. The National Capital Plan was to be submitted to the responsible Commonwealth Minister for approval and was subject to Parliamentary scrutiny. That remains the position.

### **The Territory Plan**

27. The PALM Act also required a Territory planning authority be established by the ACT Government to prepare and administer a Territory Plan to provide the residents of Canberra with an attractive, safe and efficient environment in which to live and work and have their recreation.
28. The PALM Act makes it clear that the National Capital Plan prevails over the Territory Plan, but the two plans are intended to be complementary.

### **Self-Government and Land Administration**

29. Because the *Commonwealth of Australia Constitution Act 1900* provided for the Seat of Government to be within 'territory' vested in the Commonwealth all of the land in the ACT is owned by the Commonwealth.
30. The PALM Act clarified the status of land in the ACT:

*Part V provides for the management of land in the ACT. It confers on the Commonwealth the right to specify at any time which areas of land it requires for its use or intended use. This land will be called National Land. All other land will be called Territory Land and will be managed by the ACT Executive on the Commonwealth's behalf. The existing leasehold system will be retained and only the Commonwealth will be able to vary it.*

(Graham Richardson, Minister for the Arts, Sport, the Environment, Tourism and Territories, Second Reading Australian Capital Territory (Planning and Land Management) Bill 1988)

*The Commonwealth remains the owner of land in the Territory. However, this clause vests responsibility for the management of Territory Land, on behalf of the Commonwealth, in the Executive (of the ACT).*

(The Explanatory Memorandum)

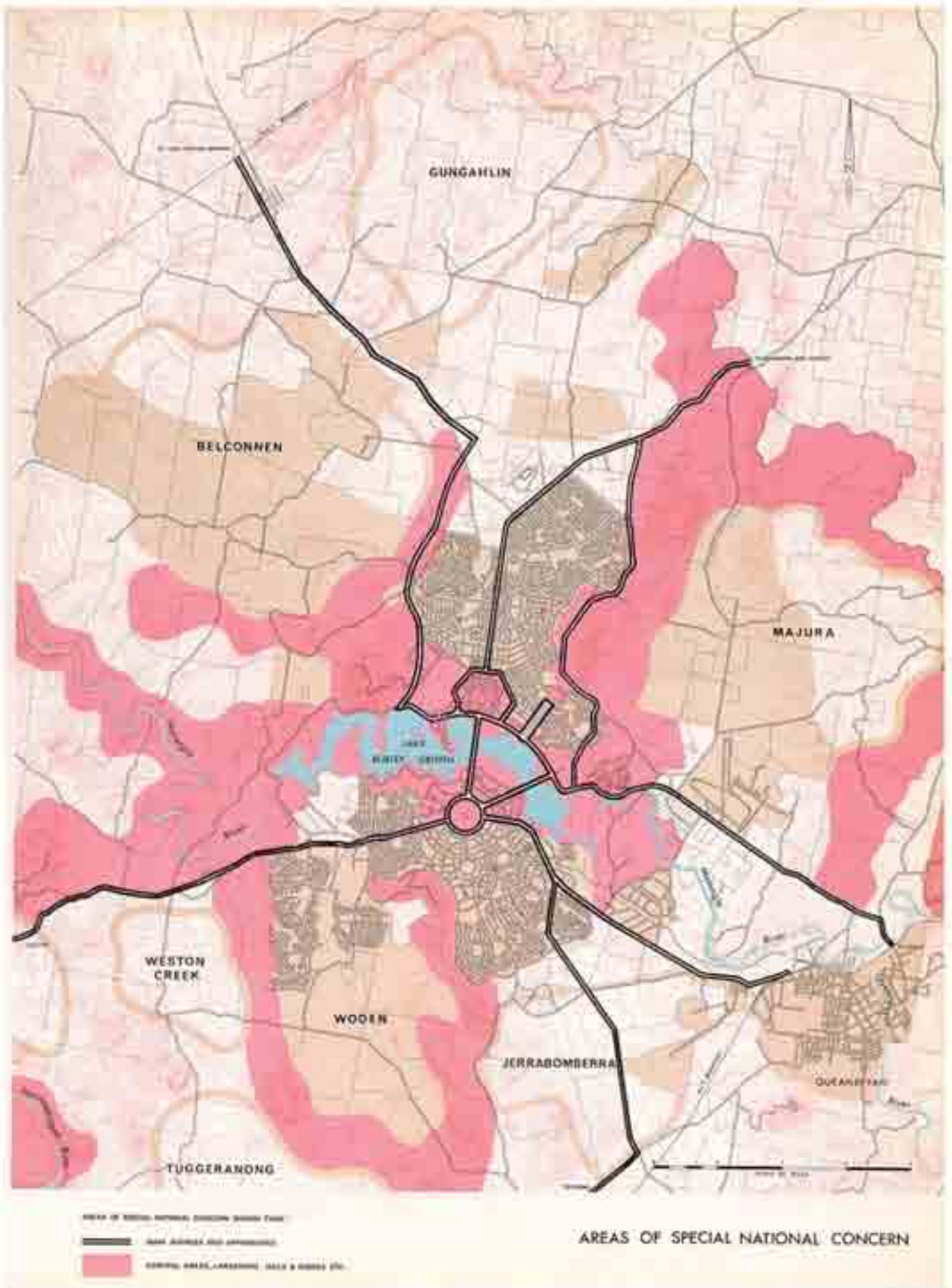
31. The status of the land in the ACT, whether it be 'National Land' or 'Territory Land', does not determine planning responsibilities – that is done by the PALM Act, the National Capital Plan and the Territory Plan.

### **Special Purpose Payments to the ACT Government**

32. The Commonwealth makes ongoing contributions to the ACT Government through Special Purpose Payments (SPPs).
33. The SPPs make allowance for the special circumstances of the ACT, including those National Capital factors which result in additional costs. For example, the ACT has received SPPs to allow for the additional width and maintenance cost of roads transferred to the ACT at the time of self-government and additional funds for the maintenance and protection of open space. The level of such SPPs is reviewed and determined by the Commonwealth Grants Commission.



Map 1.1 Areas of Special National Concern



# part two

The Role and Functions of  
the National Capital Authority





## Part 2

### The Role and Functions of the National Capital Authority

*The Authority manages the continuing interests of the Commonwealth in the National Capital including the range of functions required to plan, promote, enhance and maintain the national qualities of the Capital.*

(Commonwealth of Australia Portfolio Budget Statements 2007–2008)

### The National Capital Authority

34. The Authority is established under Commonwealth legislation: the *Australian Capital Territory (Planning and Land Management) Act 1988* (the PALM Act).
35. Part II of the PALM Act establishes the Authority, prescribes its powers and functions and makes it subject to general ministerial direction. The Minister for Home Affairs administers the PALM Act.
36. The Authority consists of a Chairman, a Chief Executive and three other members. All are appointed by the Governor-General. The Chief Executive is full-time. The other four members serve on a part-time basis. The Chief Executive manages the affairs of the Authority under the general directions of the Authority. Authority members from 1989-2008 are listed at Appendix A.
37. The staff of the Authority are employed under the *Public Service Act 1999*.
38. The functions of the Authority as set out in section 6 of the PALM Act are:
  - a. to prepare and administer a National Capital Plan;
  - b. to keep the Plan under constant review and to propose amendments to it when necessary;
  - c. on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works;
  - d. to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital;
  - e. to foster an awareness of Canberra as the National Capital;
  - f. with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas; and
  - g. with the Minister's approval, on behalf of the Commonwealth, to manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital.
39. By virtue of section 8 of the PALM Act the Authority is empowered to do *all things necessary or convenient to be done for or in connection with the performance of its functions*.
40. The statutory functions of the Authority comprehensively identify the Commonwealth's interest in the National Capital.

41. Collectively the functions provide a robust framework to secure the planning and development of Canberra as the Capital; to accommodate the Seat of Government and associated national and cultural requirements; to provide public places and assets for national purposes; to enhance the unique character of the Capital; and to develop an appreciation of Canberra as the nation's Capital. In effect the functions commit the Commonwealth to the creation and maintenance of a National Capital worthy of pride and valued by all Australians.
42. The Authority's vision for Canberra is:

*A National Capital which symbolises Australia's heritage, values and aspirations, is internationally recognised, and worthy of pride by Australians.*
43. This has been agreed by the Commonwealth as the outcome statement for the Authority in the Portfolio Budget Statements 2007-2008 (PBS).
44. The goals of the Authority in the PBS are to:

*Realise the promise of the city plan and the ideals of the founders*

*Foster Canberra as the National Capital*

*Develop the special character of the National Capital*
45. There is a direct relationship between the statutory functions and the Australian Government's PBS outputs (refer Diagram 1).
46. The current functions and the way in which they are delivered by the Authority are described below.

## National Capital Planning

### Section 6 of the PALM Act provides for the Authority

- a. to prepare and administer a National Capital Plan
  - b. to keep the Plan under constant review and to propose amendments to it when necessary
47. As prescribed by section 9 of the PALM Act:

*The object of the National Capital Plan is to ensure that Canberra and the Territory are planned and developed in accordance with their national significance.*
  48. At the time it granted Self-Government to the ACT, the Commonwealth recognised that it had a fundamental responsibility to secure future planning by preserving the national significance and extending the special character of the city as the National Capital.

*This new Authority will prepare a National Capital Plan which will define the policies, aesthetic principles and any development requirements required to maintain and enhance the character of the National Capital.*

(Graham Richardson, Minister for the Arts, Sport, the Environment, Tourism and Territories, Second Reading, Australian Capital Territory (Planning and Land Management) Bill 1988)
  49. The National Capital Plan was prepared by the Authority and was first gazetted in 1990.
  50. Matters of National Significance in the planning and development of Canberra and the Territory are described in the National Capital Plan (refer Part 4).
  51. The National Capital Plan is owned by the Australian Parliament and is currently the document that safeguards the status and legacy of the Capital. It is, and must be flexible to change in order to keep the vision of the founders for the Capital fresh and relevant.
  52. It is the job of the Authority to keep the Plan under constant review and to propose amendments to it when necessary.

53. Draft Amendments to the National Capital Plan are proposed by the Authority. This process includes public exhibition and consultation, including consultation with the Territory planning authority, submission to the Minister for approval and scrutiny by Parliament.
54. The PALM Act and the National Capital Plan currently place the responsibility for preparing development conditions, approving development control plans and approving works in areas that have the *special characteristics* of the Capital (Designated Areas) with the Authority.
55. Since 1990 there have been 50 amendments approved to the National Capital Plan and the Authority has given approximately 5500 development approvals including those for major Commonwealth buildings. Significant planning initiatives, including the *Central National Area Study 1995*, *Parliamentary Zone Review 2000* and the *Griffin Legacy 2004*, have informed amendments to the National Capital Plan.
56. Leadership in planning has been a hallmark of the development of Canberra as the National Capital and has earned national and international recognition. The Walter Burley Griffin plan for Canberra is widely recognised as a masterful and inspired city design.
57. Good planning requires vision, focus, expertise and well-informed professional judgement. Planning decisions influence the sustainability of cities and quality of lifestyle.
58. Development decisions (works approvals, development conditions and development control plans) can significantly affect aesthetics, the natural and urban environment, context and project viability.
59. Together the PALM Act and the National Capital Plan define and express the Commonwealth role in the planning and development of the Capital, including the interests of the residents of Canberra.
60. The statutory planning functions of the Authority provide for independent and expert administration whilst affording Australian Parliamentary scrutiny and ownership of the National Capital Plan.

## National Capital Works

### Section 6 of the PALM Act provides for the Authority

- c. on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works
  - d. to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital
61. The Authority develops and manages assets, including National Land, *required for the special purposes of Canberra as the National Capital*.
  62. Canberra is a splendid place. The vision of the Walter Burley Griffin plan and the quality of the landscape are attributes unique to the National Capital. The central national public areas provide the setting for the Australian Parliament and national institutions. They are also the setting for ceremonial and community events. The national areas of the Capital are meaningful, and must be accessible and enjoyable.
  63. The capacity of the Authority to advocate and initiate works has been essential to the continued development and enhancement of the Capital.
  64. Works on National Land managed by the Authority for the *special purposes of the National Capital* include core infrastructure and services, memorials and artworks, and the development of parks and gardens and new public places.



65. In recent years works completed by the Authority include new national memorials, paths, lighting, seats, roadworks and interpretative plaques on Anzac Parade; the National Emergency Services Memorial and the National Police Memorial in Kings Park; R.G. Menzies Walk in Commonwealth Park; the International Flag Display, Commonwealth Place and the lake jetties, Reconciliation Place and the Federation Centenary Fountains, Treasury Fountain, the Magna Carta Monument, Reconstruction of the Old Parliament House Gardens, the Australians of the Year Walk and the foreshore kiosks, all within the Parliamentary Zone.
66. Works in design or construction include redevelopment of the Canberra Central Parklands (Commonwealth and Kings Parks); protection and refurbishment of the York Park plantation, the development of the Humanities and Science campus and of the Arts and Civic campus in the Parliamentary Zone; and the Kings Avenue/Parkes Way overpass (which will complement work by the Territory on roads to the airport).
67. The Authority has a comprehensive methodology for the selection of design consultants and the evaluation of tenders. The procedures meet Government procurement guidelines and are widely supported by the design professions and the construction industry.
68. The Authority has frequently used national and international design competitions to initiate and guide major projects. A substantial body of competitions is associated with the development of Canberra, beginning with the design for the layout of the Capital won by Walter Burley Griffin. Such competitions have encouraged new and emerging talent and lifted the quality of Australian design.
69. Many works commissioned by the Authority have been written about in professional journals, received design awards and are visited and extensively used by visitors to Canberra.
70. The capital works role of the Authority, on behalf of the Commonwealth, is critical to achieving the strategic provisions in the National Capital Plan and ensuring that (subject to funding) national public assets continue to be created, are of an appropriate standard, meet the expectations of users and enrich the understanding and experience of the National Capital.

## Awareness of the National Capital

### Section 6 of the PALM Act provides for the Authority

- e. to foster an awareness of Canberra as the National Capital
71. The National Capital Authority is the Commonwealth agency charged with developing an understanding and appreciation of the role of Canberra as the National Capital.
72. This responsibility complements the programs of the national cultural institutions and those of the ACT Government which are designed to deliver economic benefits to the Canberra community through tourism.
73. The Authority has taken a strategic approach to fostering awareness of the Capital. This has been informed by research into national perceptions of the city and by visitor surveys.
74. Awareness is achieved through exhibition and outreach, initiating and facilitating events and by marketing national public venues.
75. The *National Capital Exhibition* at Regatta Point tells the story of Canberra, orientates visitors to the Capital and its national cultural institutions and provides a snapshot of future aspirations for the development of the Capital. The Exhibition attracted nearly 276,000 visitors in 2006-07. Of these 63,000 were school groups predominantly from interstate, and 64,000 were international tour group visitors.

76. The Exhibition was recognised with the *Heritage and Cultural Tourism Award* at the ACT Tourism Awards in 2006 and 2007 and also received the 2006 *Visitor Experience Award* for customer service. The Exhibition has been augmented with a virtual tour and a regional travelling exhibition.
77. Outreach products have included information and on-line education tools (e.g. primary and secondary school kits), virtual tours (e.g. to the National Carillon and Blundells Cottage), publications (e.g. Fact Sheets, major books), volunteer guided tours (e.g. to Anzac Parade and the Parliamentary Zone) and other self-guided walking and driving/cycling tours to national places of interest (e.g. the diplomatic precincts), the web and new media.
78. The Authority initiated a major national event (*Australia Day Live Concert*, incorporating the *Australian of the Year Awards* broadcast live across the country from Federation Mall), and has been integral to others (e.g. the 60<sup>th</sup> Anniversary Celebrations of Victory in the Pacific). It has also supported important ACT Government events (e.g. Floriade).
79. Venue marketing of national places (e.g. Stage 88 and Commonwealth Place) lifted recognition of the Capital as host to a broad range of cultural, recreational and ceremonial occasions. In recent years, the Authority has been proactive in encouraging acclaimed performers (e.g. Cirque du Soleil, Sir Elton John, Silverchair/Powderfinger and Cat Empire) to national venues. This has enlivened the city, created positive patterns of use and stimulated appreciation of Canberra.
80. Through developing partnership programs the Authority has encouraged a sense of ownership by Australians in their Capital (e.g. the Old Parliament House Gardens rose patronage campaign) and has been able to animate the national areas for visitors and the local community (e.g. *Tropfest*, and *Summer and Winter in the Capital*).
81. As part of its promotional activities the Authority has also produced a range of policy documents. These include; the Right to Protest Guide, Guidelines for Events in the National Capital and the Lake Burley Griffin Recreation Policy.
82. A great deal has been learnt from these initiatives (and from similar ones in Ottawa and Washington DC) about how visitors perceive National Capitals and what they expect to experience from a visit. What is clear is that understanding and appreciation of (relatively new) National Capitals like Canberra will only occur with a concerted approach to education, outreach and destination marketing.
83. In order to meet the recent savings measures required by Government the Authority has reduced its deliverables in promotions and is concentrating on the National Capital Exhibition, some venue marketing and on-line outreach.

## Protection and Maintenance of National Land and Assets

### Section 6 of the PALM Act provides for the Authority

- g. with the Minister's approval, on behalf of the Commonwealth, to manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital
84. Leases on National Land are issued by the Commonwealth.
  85. Under section 6 (g) of the PALM Act, National Land declared by the responsible Commonwealth Minister to be *land required for the special purposes of Canberra as the National Capital* is managed by the Authority.
  86. Most of this land is in the central public areas of Canberra and in the diplomatic precincts. The Authority administers leases granted in respect of such land and also manages the publicly accessible assets on it (paths, roads, lights, artworks, memorials, fountains, public places, trees and other soft landscape etc).

87. Land managed by the Authority includes the Parliamentary Zone (excluding the Parliamentary Precincts), Anzac Parade, Commonwealth Park and Kings Park, Aspen Island, Acton Peninsula, Yarramundi Reach, Lake Burley Griffin and Scrivener Dam and the Diplomatic Estates (Yarralumla, West Deakin and O'Malley). Associated assets include the Captain Cook Memorial Jet, the National Carillon, fountains, national monuments (including those on Anzac Parade), public artworks and large areas of landscape structure (paths, lighting, signage) and soft plantings.
88. A number of sites have heritage and environmental values and require protection for the assets on them including buildings, landscapes and for nationally threatened botanical species and ecological communities.
89. In terms of land use policies the National Capital Plan identifies these areas as *National Capital Use*; *Open Space*; or *Diplomatic Missions*.
90. The assets are managed by the Authority as a national investment, for their cultural, heritage and environment value, and for public amenity. They are also managed and promoted by the Authority for ceremonies and commemorative occasions, and for the enjoyment they provide to a large number of visitors to the city and to the Canberra community.
91. In meeting its maintenance obligations the Authority must consider public safety, amenity, use and compliance with environment and heritage legislation.
92. Maintenance services on *National Land* required for the special purposes of Canberra as the *National Capital* are generally contracted out by the Authority on a competitive basis. The Authority's risk management regime provide an effective framework for asset management.
93. Public safety and Commonwealth liability are important considerations in the development and use of assets and the promotion of the public domain. For this reason maintenance and quality issues are also taken into account in the design and approval of national works.
94. Lake Burley Griffin is the centrepiece for the setting of the National Capital. It is also a recreational water resource and is increasingly important for water storage and abstraction. In recent years the Authority has prepared a comprehensive suite of policies and plans to manage the lake including a water resource strategy, an abstraction plan, recreation policy and a water quality management plan. The Authority has also supported major microbiology research into water quality assessment for the health and safety of users and has established a lake users forum.
95. Diplomatic leases are administered by the Authority under the *Leases (Special Purposes) Ordinance 1925*. Management includes the sale and issue of Crown leases, rent appraisal and collection, lease variations and compliance and requires coordination with foreign missions and the Department of Foreign Affairs and Trade.
96. National perception studies conducted by the Authority confirm that the quality of the setting, the cultural landscapes, commemorative assets and the image of an accessible and safe capital are characteristics valued highly by Australians.
97. In 2006-07 the value of administered assets (those managed by the Authority on behalf of the Commonwealth) was \$456 million, of which \$220 million was National Land for the *special purposes of Canberra as the National Capital* (including \$134 million for the diplomatic estates). Administered assets are valued on the basis of depreciated replacement cost.
98. The maintenance of these assets is funded through the Authority's general departmental appropriation. There is no guarantee that, as new assets are built, there will be any associated increase in operational appropriations to provide for the necessary maintenance.

99. Over the past five years (and excluding the maintenance funding attached to Griffin Legacy assets), appropriation funding has fallen by 20% in real terms. In 2007-08, this represents a shortfall in excess of \$4m. The recent savings measures required by Government of \$3.5m per annum (\$3.7m in 2008-09) increase the base funding gap to more than \$7.5m. Given the maintenance obligations of the Authority this is not sustainable.

## Services by the Authority

### Section 6 of the PALM Act provides for the Authority

- f. with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas
100. Because of its current functions the staff of the Authority is a multi-disciplinary team of experts and professionals. This combination of skills is rare in the private sector and unique in the Commonwealth.
101. Canberra is recognised as a product of first-rate planning and design. Professionals in the agency are very well respected within their professions.
102. 'Planning services' are interpreted as being broader than 'town planning'. The type of services that the Authority can offer include master planning and design, the delivery of commemorative works, consultant and contractor selection, project management, design competition management, asset services and general management expertise.
103. Legally, the Authority cannot recover more for its services than the cost of those services.
104. A list of external services provided by the Authority from 1989-2008 is at Appendix B.

## Reviews of the Authority

105. There have been a number of reviews of the functions of the Authority since it commenced in 1989. The reviews included:
  - land management and capital works functions (1993);
  - diplomatic leasing (1994);
  - functions and resourcing (1995);
  - the role of the National Capital Authority (inquiry by the Joint Standing Committee on the National Capital and External Territories 2004 and Government response 2005);
  - Inter-Departmental Working Party on the Role of the Commonwealth in the Planning of the ACT (2000); and
  - review of corporate governance of statutory authorities and public officers (Uhrig Review 2003) (Authority individual assessment by Minister for Finance completed 2005).
106. Each of these reviews (whilst making some recommendations for change) has reaffirmed the principal functions as relevant to the effective management of the Commonwealth interest.

## The International Experience of Statutory Agencies

107. The Australian experience of Canberra as the National Capital is similar to that of the Capital cities of other democratic nations, notably Washington DC and Ottawa. All three capitals have been established as special places for their citizens and federal Governments have taken a consistent and profound interest in their planning, development and cultural significance. All have a history of statutory federal agencies responsible for the Capital on behalf of their federal government. Each also has a defined relationship with local governments.

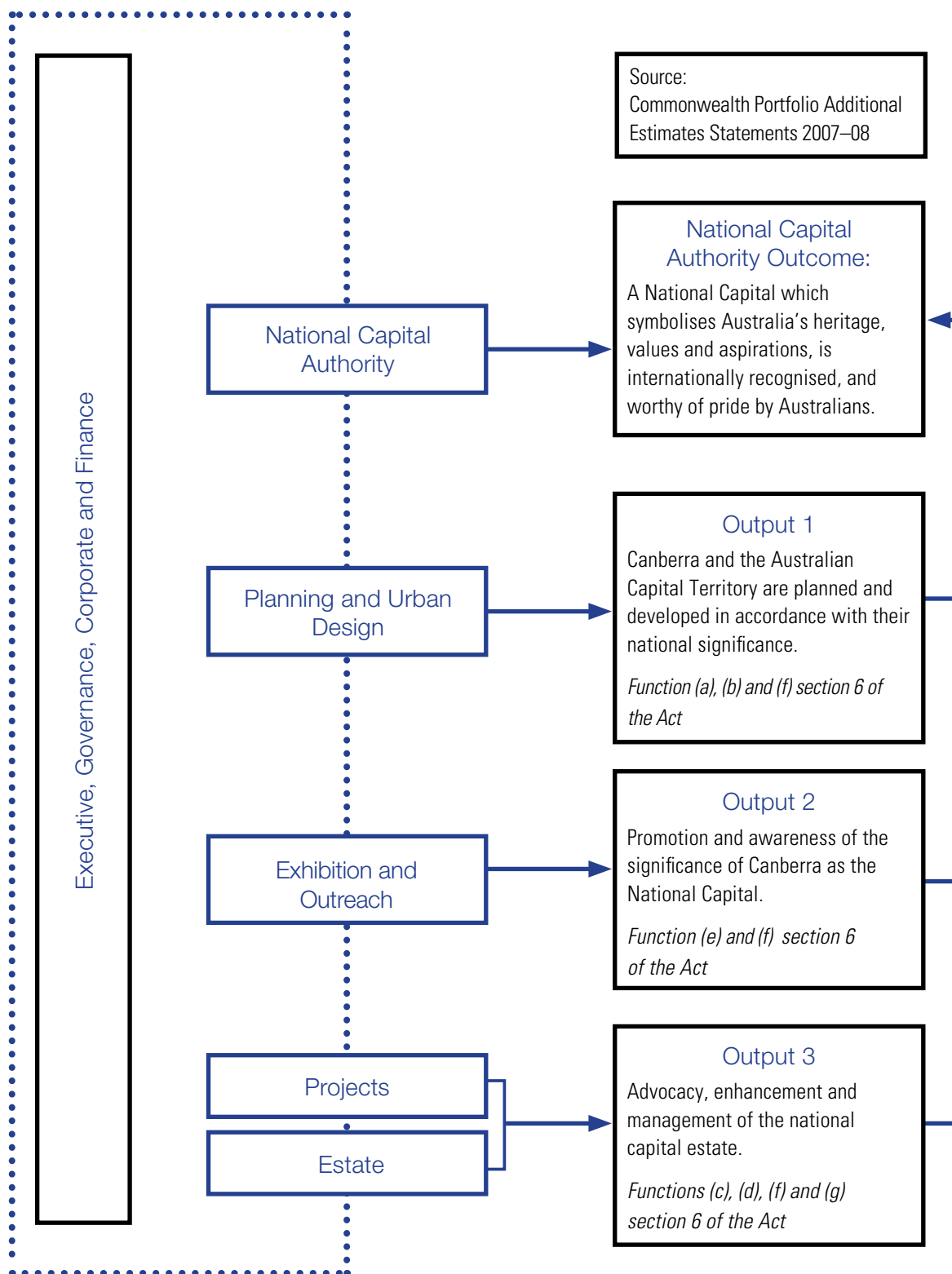
108. In Washington DC, the National Capital Planning Commission (NCPC) established in 1952, continues to be responsible for planning, federal capital improvements and reviewing significant development projects.
109. In Ottawa, the National Capital Commission (NCC) established in 1959, continues to be responsible for planning, development approval and enhancement works, and for fostering Canadian awareness of the Capital.
110. Since 2001 Canberra, Washington DC, Ottawa and Brasilia have formed a Capitals Alliance providing opportunities to create linkages and to encourage the sharing of visions, experiences and ideas for national capitals in the 21<sup>st</sup> century. The *Capitals Alliance Governance Snapshot* is at Appendix C.

### **The Commonwealth Experience**

111. The continuing interest in the National Capital is evident in the 1925 Plan, its commitment to the establishment and resourcing of the Federal Capital Commission and the National Capital Development Commission and in its continuing involvement in the life of Canberra. It is currently expressed in the National Capital Plan (a statutory document owned by the Australian Parliament) and in the role of the Authority.
112. The current role of the Authority as established through the functions and powers in the PALM Act to manage the Commonwealth Government's continuing interest in the planning and development of Canberra as Australia's National Capital.
113. The functions of the Authority are comprehensive. Whilst differing in the detail, its role and functions closely align with those of its international equivalents and their predecessors. The functions include planning and development control and approval, management of areas of public and cultural value, enhancement and development of significant areas through initiation and commissioning of works, and raising awareness of the city as the National Capital.
114. In the past twenty years the key achievements of the Authority and awards for excellence in planning, capital works, fostering awareness of the Capital, and land and asset management, testify to the effectiveness of the Commonwealth role in the planning and development of Canberra as the National Capital. Key Achievements and Awards 1989–2008 are listed at Appendix D.
115. Major progress in the history of Australia's National Capital has been achieved because of the continuing commitment of the Commonwealth Government to a vision for the city expressed through a gazetted plan, subject to the scrutiny of the Parliament– with planning and development managed by an independent statutory agency with appropriate authority.



# The National Capital Authority Outputs aligned to statutory functions



# The National Capital Authority's Functions

*Extract from the Australian Capital Territory (Planning and Land Management) Act 1988*

---

## Functions of the Authority

The functions of the Authority are:

- (a) to prepare and administer a National Capital Plan;
- (b) to keep the Plan under constant review and to propose amendments to it when necessary;
- (c) on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works;
- (d) to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital;
- (e) to foster an awareness of Canberra as the National Capital;
- (f) with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas; and
- (g) with the Minister's approval, on behalf of the Commonwealth, to manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital.

# part three

The National Interest in the  
Governance of the National Capital



**Australian Capital Territory (Planning  
and Land Management) Act 1988**

Act No. 108 of 1988 as amended

This compilation was prepared on 13 May 2007

Act No. 59 of 2007

## Part 3

### The National Interest in the Governance of the National Capital

116. The Commonwealth has always had a vital role in the planning and development of Canberra. The Australian Government is accountable to all Australians for their National Capital and is the guardian of the national interest in the Capital. This is a significant responsibility with long-term consequences.
117. From its inception Canberra has been planned and developed to serve as the site of the Seat of Government and as the National Capital. This remains its primary purpose.
118. Section 125 of the Australian Constitution provides that
- The seat of Government of the Commonwealth shall be determined by the Parliament, and shall be within territory which shall have been granted to or acquired by the Commonwealth, and shall be vested in and belong to the Commonwealth...*
119. To give effect to section 125, the *Seat of Government Acceptance Act 1909* provided that 911 square miles of land in the district of Yass-Canberra would be transferred to the Commonwealth by the State of New South Wales and that it would be known as the Federal Capital Territory. Title to that territory passed to the Commonwealth in January 1911.
120. Legally, what constitutes the Seat of Government is spatially indistinguishable from Canberra and indeed the Australian Capital Territory.
121. With the introduction of self-government for the Australian Capital Territory in 1988, the Commonwealth (subject to its overriding powers and its continued ownership of the land) authorised the ACT Government to manage responsibilities comparable to those of a state government including those exercised by local government.
122. However, in its distinctive and pre-eminent role as the National Capital, Canberra and its environs remain the responsibility of the Commonwealth.
123. History demonstrates that the national interest in the Capital has been most successful when planning and development has been vested in a statutory agency accountable through the Executive to the Parliament. Setting aside external factors (e.g. the Great Depression), it remains true that when no such agency has been in place there has been a significant decline in the extent and quality of development - necessitating parliamentary intervention.
124. The Federal Capital Commission (1925-30), National Capital Development Commission (1957-88) and the National Capital Authority (1988 – present) are successful Australian models for the planning and development of a National Capital.
125. The value of statutory agencies is reflected in the experience of our contemporary counterparts, the National Capital Commission in Ottawa, and the National Capital Planning Commission in Washington DC.
126. Determining the best governance model to manage the Australian Government's responsibility for our Capital is in the national interest and must take account of:
- Canberra and the Territory as the National Capital;
  - the practical and symbolic significance of the National Capital in terms of developing a sense of national identity and pride;
  - the protection of the investment in the National Capital made by successive governments on behalf of all Australians; and
  - the reputation of Australia reflected in the status and quality of the Nation's Capital.

### Position Papers

127. The following papers identify the relevant terms of reference of the Inquiry, the relevant provisions of the PALM Act; current arrangements; and the Authority position (and proposed arrangements) on Governance of the National Capital.

128. The position papers are:

- A Statutory Agency to manage the Australian Government interest in the National Capital
- Ministerial direction, powers and Parliamentary scrutiny



## Position Paper - Governance

<b>A Statutory Agency to manage the Australian Government interest in the National Capital</b>	
<b>Inquiry Terms of Reference</b>	<p>2 Whether the governance arrangements for the NCA provide a sufficient balance between the independence of the Authority's planning decisions and its accountability for its operations</p> <p>3 The appropriate level of oversight required to achieve the highest standards in design in areas of national significance</p> <p>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community</p>
<b>Objective</b>	Statutory independence with a professional membership that is representative of the nation.
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part VI Constitution and meetings of authority</p> <p>Part VIII Administration of Authority</p>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The National Capital Authority (the Authority) is a statutory agency established under the <i>Australian Capital Territory (Planning and Land Management) Act 1988</i> (the PALM Act).</li> <li>• The PALM Act prescribes the powers and functions of the Authority which are to manage the Commonwealth's continuing interest in the planning, enhancement, maintenance and promotion of Canberra the National Capital.</li> <li>• The Authority consists of five members including a Chairman and a Chief Executive.</li> <li>• The Governor-General appoints all five members.</li> <li>• The Chief Executive must be full-time and the other members serve on a part-time non-executive basis.</li> <li>• The Chairman and the Chief Executive can be the same person (with four other part-time members).</li> <li>• The Chief Executive manages the affairs of the Authority under the general directions of the Authority (section 45 of the PALM Act).</li> <li>• The Chief Executive has all of the responsibilities and powers of an Agency Head under the <i>Public Service Act 1999</i> and the <i>Financial Management and Accountability Act 1997</i>.</li> <li>• The Authority is supported by persons employed under the <i>Public Service Act 1999</i>. The Authority delegates its powers to appropriate professionals employed in the agency. The Authority also engages consultants as necessary.</li> <li>• The functions of the Authority are set out in the PALM Act and give the Authority the responsibility to: <ul style="list-style-type: none"> <li>- prepare, administer, review and (as necessary) propose changes to the National Capital Plan (draft amendments);</li> <li>- advocate and commission capital works to maintain or enhance the character of the Capital;</li> <li>- foster an awareness of Canberra as the National Capital; and</li> <li>- manage National Land gazetted as land required for the special purposes of Canberra as the National Capital.</li> </ul> </li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• The Commonwealth Government is responsible and accountable to all Australians (including citizens of Canberra) for decisions about the National Capital.</li> <li>• Practically and conceptually the National Capital is wider and more substantial than the Parliamentary area. To reduce Commonwealth responsibility to the 'Parliamentary Triangle' would be to abandon the spirit and intent of the National Capital and to divest the rights of the people of Australia in that wider concept.</li> </ul> <p><b>The constitution of the Authority</b></p> <ul style="list-style-type: none"> <li>• For the Commonwealth to exercise its responsibilities requires a structure with the capacity to provide objective and professional advice, free from day to day local political pressure, and accountable to the Australian Government and Parliament.</li> <li>• Such a structure is best constituted as a statutory authority with prescribed functions. Such a structure guarantees the appropriate degree of professionalism and independence necessary to achieve the long-term goals of the Capital and to maintain and protect those elements which make Canberra a distinctive and respected National Capital in Australia and overseas.</li> <li>• Significant progress in planning and developing the Capital has only been achieved under a Commonwealth statutory authority.</li> <li>• Any such authority should be representative of the Nation as well as recognising the interests of the Canberra community. The appointed members should have a broad professional skill base with expertise pertinent to the performance of its statutory functions.</li> <li>• The current Authority membership should be expanded to broaden its professional and national and local representation.</li> <li>• In that context the Authority supports the appointment of an Australian Government Architect (as advocated by the Royal Australian Institute of Architects) and proposes that this appointment have a mandated position as a member of the Authority.</li> </ul> <p><b>Statutory functions</b></p> <ul style="list-style-type: none"> <li>• The legislated functions of the current Authority are the right ones to comprehensively and collectively provide a robust framework to secure the planning and development of Canberra as the National Capital.</li> <li>• Any such authority will need to be able to draw upon a dedicated staff with expertise and professional qualification aligned to the statutory functions, and with the appropriate degree of independence essential to discharge their duties and delegations.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• Such an Authority should be constituted by seven members (appointed by the Governor-General) all of whom should have professional qualifications and/or experience directly relevant to the functions of the Authority and who collectively represent a balance of those qualifications.</li> <li>• The seven members should comprise:             <ul style="list-style-type: none"> <li>- a Chairperson (must be separate to the Chief Executive)</li> <li>- a Chief Executive</li> <li>- the Australian Government Architect</li> <li>- four citizens appointed from the states and territories on a rotational basis.</li> </ul> </li> <li>• The functions of the current Authority be retained and strengthened (as proposed elsewhere in this submission).</li> </ul>

<b>Benefits</b>	<ul style="list-style-type: none"><li>• The Australian Government will have a credible and accountable statutory authority with a sound and professional base from which to draw planning and development expertise.</li><li>• Increasing the State and Territory representation will demonstrate a commitment by Government to the value of the Capital and will increase the sense of ownership by Australians in the Capital.</li></ul>
-----------------	--

<b>Implementation Requirements</b>	<ul style="list-style-type: none"><li>• Amend the PALM Act to change the constitution of the Authority.</li></ul>
------------------------------------	---

## Position Paper - Governance

Ministerial direction, powers and Parliamentary scrutiny	
<b>Inquiry Terms of Reference</b>	2 Whether the governance arrangements for the NCA provide a sufficient balance between the independence of the Authority's planning decisions and its accountability for its operations
<b>Objective</b>	Professional statutory independence with appropriate Parliamentary oversight.
<b>PALM Act</b>	Part II Establishment, functions and powers of the authority Part III The National Capital Plan
<b>Current Arrangements</b>	<p><b>Amendments to the National Capital Plan</b></p> <ul style="list-style-type: none"> <li>• The National Capital Plan is owned by the Australian Parliament.</li> <li>• Under the PALM Act: <ul style="list-style-type: none"> <li>- only the Authority can propose draft amendments to the National Capital Plan. The Authority must engage in public consultations on draft amendments (including with the Territory planning authority) and submit the draft (and the report on consultation) to the Minister for approval.</li> <li>- the Minister can then choose to approve the draft amendment (or decline to do so), or refer it back to the Authority (to address particular issues).</li> <li>- where objections to the draft amendment by the Territory planning authority cannot be resolved by the Authority, the Minister must consult with ACT Government and can then give a written direction to the Authority to either disregard the objection or to alter the draft amendment to accommodate the objection wholly or partly. This direction must be gazetted and laid before both Houses of Parliament.</li> <li>- when the Minister approves the amendment it is then subject to disallowance by either Houses of Parliament.</li> </ul> </li> <li>• The Minister may also refer the draft amendment to the Joint Standing Committee on the National Capital and External Territories to inquire into and report on. (refer Diagram 3.1).</li> <li>• Subsection 7(1) of the PALM Act provides that the Minister <i>may give the Authority general directions in writing as to the performance of its functions.</i></li> <li>• The power of the Minister is qualified in that any direction must relate to the performance of the functions of the Authority, and must be 'general directions'.</li> <li>• In summary, the PALM Act provides the Minister with the power to approve (or not) a draft amendment and to direct that a draft amendment to the Plan be altered where there is a dispute with the Territory planning authority. It does not give the Minister the power to direct the Authority to propose a draft amendment.</li> </ul>

<p><b>Current Arrangements</b></p>	<p><b>Development Approval</b></p> <ul style="list-style-type: none"> <li>• The PALM Act gives the Authority sole responsibility for development approval (called works approval) in Designated Areas.</li> <li>• There is no power for the Minister (or any other party) to give development approval in Designated Areas.</li> <li>• Under the <i>Parliament Act 1974</i> works in the Parliamentary Zone are subject to approval by both Houses of Parliament as well as, and separate to, the works approval by the Authority.</li> <li>• Proposed works by the Commonwealth in the Parliamentary Zone may be referred to the Joint Standing Committee on the National Capital and External Territories to inquire into and report on (by the Minister, either House of Parliament or the Presiding Officers).</li> <li>• Other matters relating to the National Capital (including works) may also be referred to that committee (by the Minister or either House of Parliament). (refer Diagram 3.2)</li> </ul>
------------------------------------	---

<p><b>The Authority Position Statement</b></p>	<p><b>Amendment to the Plan</b></p> <ul style="list-style-type: none"> <li>• The development of Australia's National Capital has been significantly progressed because of the commitment of the Australian Parliament to a vision for the city expressed through a gazetted plan.</li> <li>• Because the National Capital Plan belongs to the Australian Parliament changes are, and should always be, subject to Ministerial approval and the disallowance of both Houses of the Parliament.</li> <li>• Planning and design professionals within a statutory agency charged with the preparation, monitoring and review of the Plan are best placed to propose changes to the Plan to ensure that it remains fresh and relevant.</li> </ul> <p><b>Development Approval</b></p> <ul style="list-style-type: none"> <li>• An independent statutory agency is best placed to give development approval to ensure professional assessment of applications, quality built outcomes and probity.</li> <li>• There should be no power for any Minister or other party to give development approval. Such arrangements are likely to compromise design outcomes and cast doubts on probity.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• No change. The existing arrangements are retained.</li> <li>• Changes to the areas subject to development approval by the Authority and oversight by the Australian Parliament are proposed elsewhere in this submission.</li> </ul>
<p><b>Benefits</b></p>	<p><b>Amendment to the Plan</b></p> <ul style="list-style-type: none"> <li>• The ownership of the National Capital Plan by the Australian Parliament is retained.</li> <li>• The professional independence and integrity of the Authority is maintained and is checked by the Ministers powers to approve (or otherwise) changes to the National Capital Plan and by the associated Parliamentary oversight.</li> </ul> <p><b>Development Approval</b></p> <ul style="list-style-type: none"> <li>• The Minister is not subject to undue influence to approve developments.</li> <li>• Professional judgement is used to make development decisions ensuring quality outcomes commensurate with national significance.</li> <li>• Probity is maintained.</li> </ul>

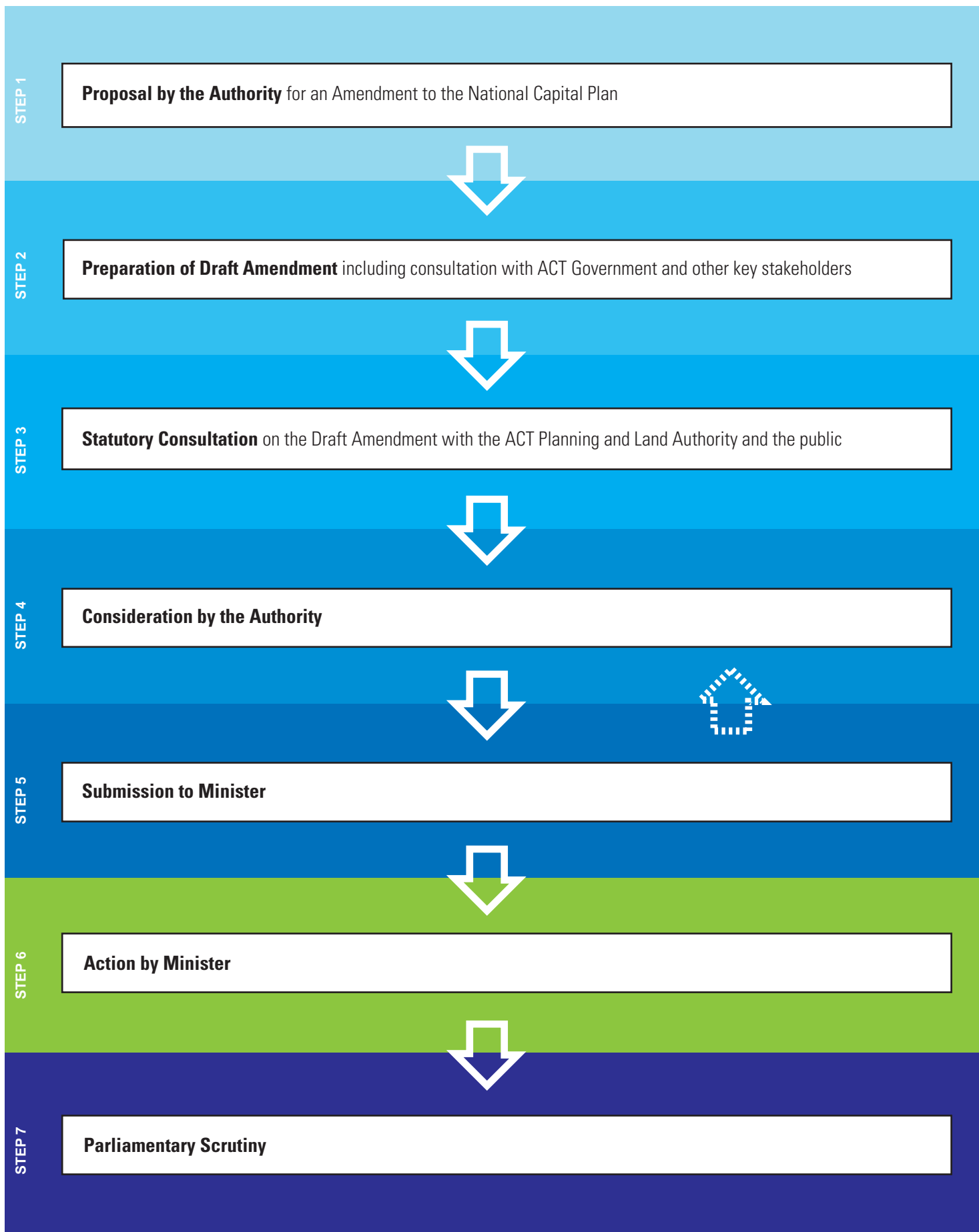


<b>Implementation Requirements</b>	None
------------------------------------	------

## Diagram 3.1 Amendments to the National Capital Plan: Process Flow Chart

### ***Australian Capital Territory (Planning and Land Management) Act 1988:***

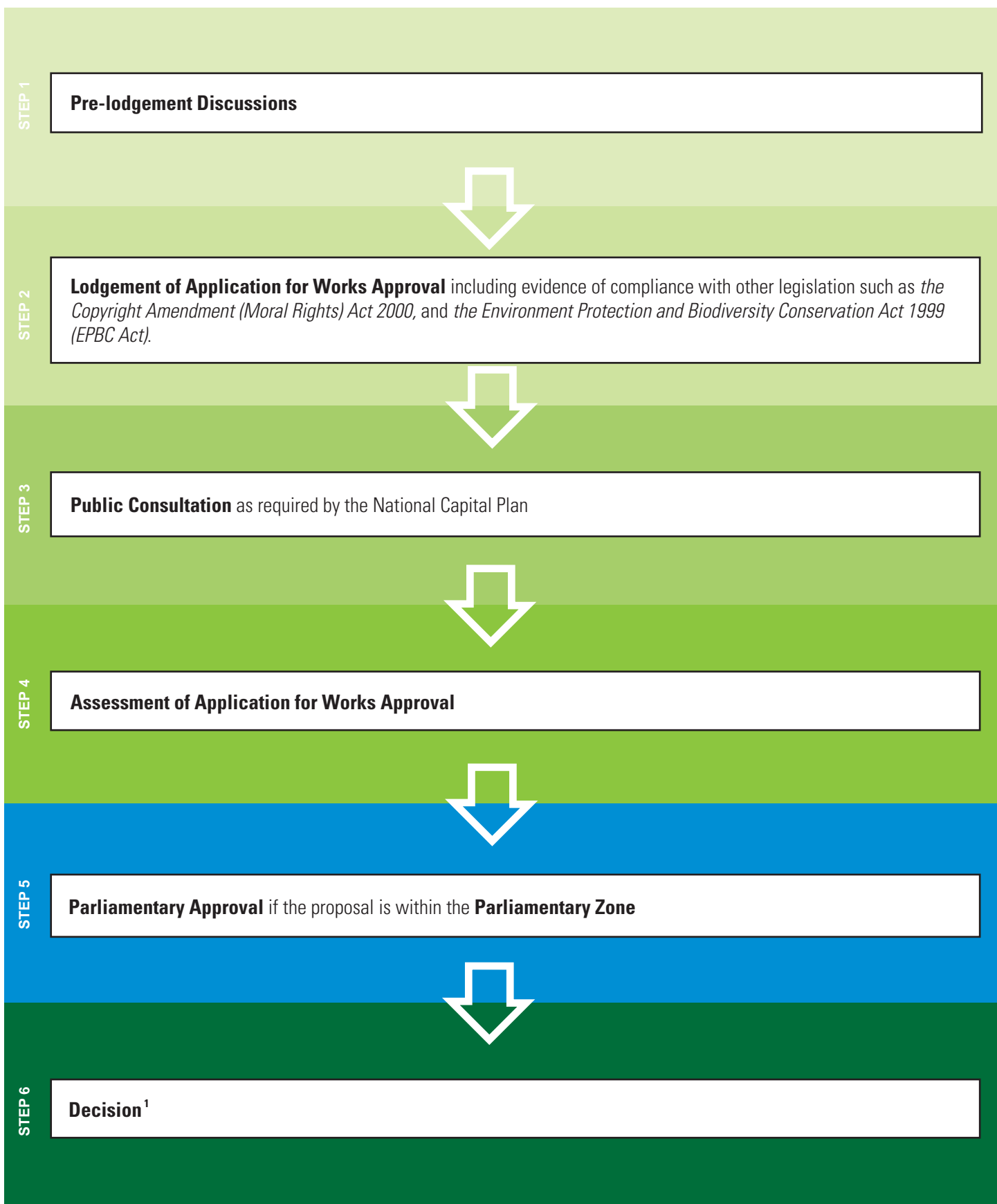
Under Section 6 of the Act, the National Capital Authority is required to prepare and administer a National Capital Plan (the Plan) and to keep the Plan under constant review and to propose amendments to it when necessary.



## Diagram 3.2 Works Approval: Process Flow Chart

### **Australian Capital Territory (Planning and Land Management) Act 1988:**

Section 12 of the Act requires that no work shall be performed in a Designated Area unless the proposal to perform the works has been submitted to the National Capital Authority (NCA) together with such plans and specifications as are required by the NCA.



<sup>1</sup>There is the opportunity for recourse under the Administrative Decisions (Judicial Review) Act 1977 to determine if a decision of the Authority is correctly made, or to normal common law processes.

# part four

The National Interest  
in Planning the  
National Capital



## Part 4

### The National Interest in Planning the National Capital

129. Canberra has a unique role as the location of the Seat of Government and our principal judicial, military and other significant institutions and of many of our cultural collections and national attractions. It is also the place for national commemoration and celebration and is the home of diplomatic missions. Canberra as the physical expression of our unity as a nation, symbolises our heritage, values and aspirations.
130. The National Capital is also a demonstration of Australian leadership in urban planning and development. Its character and its planning administration have made it a world class city with international standing.
131. The Australian Parliament is responsible for the planning of Canberra as the National Capital. Since 1988, when the ACT was granted self-government, the national interest in Canberra has been expressed in the National Capital Plan.
132. The statutory object of the National Capital Plan is that *Canberra and the Territory be planned and developed in accordance with their national significance.*
133. Matters of National Significance in the planning and development of Canberra and the Territory are described in the National Capital Plan and include:
- *The pre-eminence of the role of Canberra and the Territory as the National Capital*
  - *Preservation and enhancement of the landscape features which give the National Capital its character and setting*
  - *Respect for the key elements of Walter Burley Griffin's formally adopted plans for Canberra*
  - *Creation, preservation and enhancement of fitting sites, approaches and backdrops for national institutions and ceremonies as well as National Capital uses*
  - *The development of a city which both respects environmental values and reflects national concerns with the sustainability of Australia's urban areas.*
134. These Matters of National Significance are strategic, comprehensive and practical, and recognise the value of the unique purpose, setting, character and symbolism of Australia's National Capital.
135. The National Capital Plan lays out the strategic vision of the Australian Parliament for the city of Canberra.
- ... the National Capital Plan at its most general policy level provides a framework determined by the Commonwealth Parliament for land use and development throughout the Territory. At its most detailed level, it becomes the means for guiding the planning, design and development of ... those areas having the special characteristics of the National Capital. (National Capital Plan page 3)*
136. At the heart of the Capital there are places that have special importance to the nation because they accommodate the Parliament and other national capital functions, have symbolic and cultural significance and are core to the geometry and layout of the central areas. The characteristics of such places are valued, and have been protected and enhanced by the Commonwealth since the inception of the Capital.
137. The National Capital Plan establishes the role of Canberra as the National Capital at a strategic level. It also identifies those places that have the special characteristics of the Capital and requires that they be planned at the detailed level in the national interest.

138. The Commonwealth recognises the legitimate local and community interest in the planning and management of the city.
139. Since self-government that local interest is expressed in the Territory Plan, the objective of which is that it:
- ...provides the people of the Territory with an attractive, safe and efficient environment in which to live and work and have their recreation. (PALM Act)*
140. For the past twenty years the National Capital Plan has been effective in defining the national interest and guiding the development of Canberra as the National Capital. The National Capital Plan is evidence of the significance that the Australian Parliament has placed on the quality of the nation's Capital City.

### **Position Papers**

141. The following papers identify the relevant terms of reference of the Inquiry, the relevant provisions of the PALM Act; current arrangements; and the Authority position (and proposed arrangements) on Planning of the National Capital.
142. The position papers are:
- The Administrative Planning Relationship Between the Commonwealth and the Territory
  - A Strategic Vision for the National Capital
  - Designated Areas and proposed areas of special national importance
  - Special Requirements
  - Accountability and Consultation in planning and development
  - An Integrated Planning Document for Canberra



## Position Paper - Plan

<b>The Administrative Planning Relationship between the Commonwealth and the Territory</b>	
<b>Inquiry Terms of Reference</b>	<p>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems</p> <p>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community</p>
<b>Objective</b>	Retain the pre-eminence of the National Capital Plan whilst removing duplication with territory planning and streamlining administrative processes.
<b>PALM Act</b>	<i>Australian Capital Territory (Planning and Land Management) Act 1988</i>
<b>Current Arrangements</b>	<p><b>The Statutory Relationship</b></p> <ul style="list-style-type: none"> <li>• The statutory relationship between the Commonwealth and the Territory on planning and land administration is defined in the PALM Act which was intended to be read in conjunction with the <i>Australian Capital Territory (Self-Government) Act 1988</i>.</li> <li>• The PALM Act sets out the formal arrangements and responsibilities for planning in the Australian Capital Territory, establishes the National Capital Authority (as an agency of the Commonwealth) and provides for the establishment of a Territory planning authority (by the ACT Government).</li> <li>• The PALM Act defines the object of the National Capital Plan and the Territory Plan. <ul style="list-style-type: none"> <li>- The object of the National Capital Plan is to ensure that Canberra and the Territory be planned and developed in accordance with their national significance.</li> <li>- The object of the Territory Plan is to ensure, in a manner not inconsistent with the National Capital Plan, the planning and development of the Territory to provide the people of the Territory with an attractive, safe and efficient environment in which to live and work and have their recreation.</li> </ul> </li> <li>• The National Capital Plan is binding on both the Commonwealth and the Territory Governments and their respective agencies.</li> <li>• The Authority is responsible to the Australian Parliament and the responsible Commonwealth Minister and the Territory planning authority is responsible to the ACT Government.</li> <li>• The PALM Act defines the relationship between the two plans, the process of amending the National Capital Plan, and provides the mechanism for resolving at ministerial level any disagreement between the two authorities about proposed changes to the National Capital Plan.</li> <li>• The National Capital Plan identifies as Designated Areas those places that exhibit the <i>special characteristics</i> of the National Capital. These are subject to development (works) approval by the Authority (changes to the Designated Areas are proposed elsewhere in this submission).</li> <li>• All of the land in the ACT is Commonwealth land. Land status (be it National Land or Territory Land) is confined to land administration and does not determine responsibility for planning. This has the potential to create confusion and gives a perception of duplication in planning administration (means for eliminating this problem are outlined elsewhere in this submission)</li> </ul>

	<p><b>The non-statutory relationship</b></p> <ul style="list-style-type: none"> <li>• The Authority and the ACT Planning and Land Authority undertake many significant joint planning studies with positive outcomes that inform planning considerations and capital works.</li> <li>• Regular liaison meetings are held between the Authority and both the Territory planning authority and the ACT Chief Minister’s Department.</li> <li>• There are agreements in place for the delivery of the Griffin Legacy initiatives.</li> <li>• There are strong professional relationships between the Authority and agencies of the ACT Government.</li> </ul>
--	--

<b>The Authority Position Statement</b>	<ul style="list-style-type: none"> <li>• Canberra was established, planned and developed to serve its national purposes as the site for the Seat of Government. Self-government did not, and was not intended to, change this status.</li> <li>• The planning and development of Canberra as the National Capital must achieve an effective balance between the national interest and the local interest. There is no simple administrative structure to address what is an inherent duality of interest.</li> <li>• However there are areas of avoidable duplication and red tape in the administration of the plans. Within this submission the Authority is proposing ways of addressing these issues.</li> <li>• What is required to make those proposals successful is a commitment by all parties to work collaboratively, recognising the validity of the different interests and responsibilities that are involved.</li> <li>• The object and substance of the National Capital Plan and the Territory Plan provide well for both the national and local interest respectively and complement each other.</li> <li>• The statutory provision for consultation between the Authority and Territory planning authority, and the associated dispute resolution mechanism, are appropriate and effective.</li> </ul>
<b>Proposed New Arrangements</b>	<ul style="list-style-type: none"> <li>• The current statutory relationship is retained and strengthened.</li> <li>• Changes to the National Capital Plan and to the PALM Act are proposed elsewhere in this submission to eliminate areas of unnecessary duplication and red tape.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• The role and functioning of Canberra as the National Capital and the interests of the ACT Government to promote the sustainable development of the city for the local community are balanced.</li> <li>• Harmonisation of planning systems and increased engagement with the Canberra community will be achieved subject to the changes to the National Capital Plan and the PALM Act as proposed elsewhere in this submission.</li> </ul>

<b>Implementation Requirements</b>	<ul style="list-style-type: none"> <li>• Changes to the National Capital Plan and the PALM Act (as proposed elsewhere in this submission)</li> </ul>
------------------------------------	--

## Position Paper - Plan

A Strategic Vision for the National Capital	
<b>Inquiry Terms of Reference</b>	<p>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems</p> <p>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community</p>
<b>Objective</b>	Retain the Parliament's rights and ownership in shaping the overarching strategic vision for the Capital whilst recognising local objectives.
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part III The National Plan</p> <p>Part IV The Territory Plan</p>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The National Capital Plan is the practical tool by which the Australian Parliament can strategically craft the overall layout and environment for the nation's capital and secure its future.</li> <li>• This is achieved in the National Capital Plan by identifying urban development areas and those areas not to be developed, setting out general policies of land use and planning for national and arterial road systems throughout the Territory. These elements are illustrated in the <i>General Policy Plan - Metropolitan Canberra</i> at Map 4.1.</li> <li>• The National Capital Plan extends the distinctive bushland setting of the city beyond the metropolitan areas. This open space system is illustrated in the <i>General Policy Plan for the ACT</i> at Map 4.2.</li> <li>• The open space system includes Lake Burley Griffin, the inner hills, the river corridors and the mountain bushland areas that are the landscape setting for the Capital and are a major environmental and recreational resource.</li> <li>• The ACT Government has recently incorporated into the <i>ACT Planning and Development Act 2007</i> a requirement for the Territory to <i>make a planning strategy for the ACT ... to promote the orderly and sustainable development of the ACT consistent with the social, environmental and economic aspirations of the people of the ACT in accordance with sound financial principles ... the planning strategy is not part of, and does not affect (sic), the territory plan.</i></li> <li>• Because of this, there is now major confusion and inconsistency between this '<i>planning strategy for the ACT</i>' and the statutory <i>General Policy Plan - Metropolitan Canberra</i> provisions of the National Capital Plan.</li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• The Australian Parliament should continue to have ownership of the vision for the future development and character of the National Capital expressed through a statutory plan.</li> </ul> <p><i>No city no matter how well planned can take its future for granted.</i> (OECD Urban Renaissance Canberra: A Sustainable Future 2002)</p> <ul style="list-style-type: none"> <li>• The Australian Parliament cannot avoid and should not seek to abdicate its long term strategic planning responsibility for the National Capital.</li> <li>• The National Capital Plan is, through its general policies and principles, the proper planning tool to give effect to that strategic interest of the Australian Parliament.</li> <li>• The ACT Government should be formally engaged in the development of the strategic plan (to accommodate its local interests) but should not seek to usurp the Australian Parliament’s ownership of strategic planning.</li> <li>• The National Capital Plan should be kept fresh and relevant by mandated comprehensive review.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• Amendment to the PALM Act to require a comprehensive review, jointly with the ACT Government, of the <i>General Policy Plan - Metropolitan Canberra</i> every 5 years.</li> <li>• Subsequent recommendations for changes to the National Capital Plan may be subject to a public inquiry by the Joint Standing Committee on the National Capital and External Territories before consideration by the Parliament.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• Retains the right and responsibility of the Australian Parliament to make and own the strategic plan for the future development of the National Capital.</li> <li>• Maintains an appropriate and dynamic planning relationship with the ACT Government.</li> <li>• Ensures broad community engagement because the statutory process is subject to consultation and scrutiny that takes account of both national and local interests.</li> <li>• Removes the unnecessary confusion created by the new requirement in the <i>ACT Planning and Development Act 2007</i> to make a <i>planning strategy for the ACT</i>.</li> <li>• Increases opportunities for cooperation with the Territory Government.</li> </ul>
<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• Amend the PALM Act to require a joint comprehensive review of the <i>General Policy Plan - Metropolitan Canberra</i> every 5 years.</li> <li>• Ideally, the ACT Government would choose to amend the <i>ACT Planning and Development Act 2007</i> to nominate and cross reference this process for their planning strategy to remove ambiguity.</li> </ul>

## Position Paper - Plan

Designated Areas and proposed areas of special national importance	
<b>Inquiry Terms of Reference</b>	<p>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems</p> <p>3 The appropriate level of oversight required to achieve the highest standard in design for areas of national significance</p>
<b>Objective</b>	The Commonwealth retains responsibility for the detailed planning, design and quality of areas that have special national importance in the Capital.
<b>PALM Act</b>	Part III The National Capital Plan
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• Through the National Capital Plan the Australian Parliament identifies and protects precincts and places in Canberra that are of special national importance and influences their use, amenity and quality.</li> <li>• Such places accommodate the Australian Parliament, significant federal institutions and national attractions, are the focus of national celebrations and commemoration and contribute to the memorable character and layout of the city. They are important visitor destinations attracting millions of Australians and international visitors each year.</li> <li>• In the National Capital Plan these places are currently called 'Designated Areas' and include the National Triangle, Anzac Parade, the City Hill precinct, Lake Burley Griffin and the landscape setting of central Canberra. In the PALM Act they are defined as having the <i>Special Characteristics</i> of the National Capital. (The current Designated Areas are illustrated at Map 4.3).</li> <li>• Within the Designated Areas the Australian Government (through the National Capital Plan) currently has detailed planning responsibility because of their special national importance.</li> <li>• Within Designated Areas the Authority has sole responsibility for development approval regardless of whether the land is administered by the Commonwealth (as National Land) or the Territory (as Territory Land). The ACT Government does not have a role in approving developments in these areas.</li> <li>• Because the Designated Areas cover Territory Land as well as National Land (and even though there is clear statutory separation of planning responsibility) there is a perception of planning duplication in relation to Territory Land (means for eliminating this problem are outlined in the Authority position statement).</li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• Areas of Special National Importance should continue to be identified in the National Capital Plan that are vital to the functioning and quality of the built environment and landscape setting and to the protection of the character of the National Capital.</li> <li>• The name 'Designated Areas' does nothing to help people understand the national significance of these sites. In addition, the fact that this title relates to both National Land and Territory Land creates a perception of duplication of planning processes.</li> <li>• The current Designated Areas in the National Capital Plan should be reviewed in scope and renamed as Areas of Special National Importance.</li> <li>• The proposed Areas of Special National Importance should continue to cover those places at the heart of the Capital that accommodate national capital functions, symbolic and cultural places, national public places, the geometry and layout of the city and the diplomatic precincts (Applying these criteria, the proposed Areas of Special National Importance are illustrated at Map 4.4).</li> <li>• Ideally, all of the land within the proposed Areas of Special National Importance should be National Land declared as required for the special purposes of Canberra as the National Capital.</li> <li>• The places within the proposed Areas of Special National Importance that are currently on Territory Land should be gazetted as National Land to ensure the alignment of planning and land status.</li> <li>• This will contribute to greater clarity and certainty in the role of the Commonwealth and of the ACT Government in the detailed planning of the National Capital.</li> <li>• Development approval in Areas of Special National Importance should continue to be the responsibility of professionals in a statutory agency of the Commonwealth. This is the proper way to ensure that planning, design and urban outcomes are of a standard of excellence commensurate with the value of these areas.</li> <li>• Many places that are within the current Designated Areas and on Territory Land (such as City Hill, the Albert Hall precinct, West Basin, Barton, and the inner hills, ridges and buffers) would not be within the new Areas of Special National Importance. Because the development of these places over time will affect the quality and character of the heart of the Capital, their general land use must continue to be defined in the National Capital Plan.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• The Designated Areas be reviewed, refined and renamed as Areas of Special National Importance are illustrated at Map 4.4.</li> <li>• Designated areas to be removed at Map 4.5.</li> <li>• For comparison purposes the Joint Standing Committee on the National Capital and External Territories' 2004 recommendation for Designated Areas to be removed and retained refer Map 4.6.</li> <li>• All land within the Areas of Special National Importance is ultimately gazetted as National Land. The process for alignment should not commercially disadvantage the Territory.</li> <li>• Planning administration arrangements would be aligned with land status such that the ACT Government is solely responsible for development approval on Territory Land.</li> </ul>



<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Areas of Special National Importance will be clearly defined as a Commonwealth responsibility on National Land.</li> <li>• For the first time, the ACT Government will have development approval on all Territory Land.</li> <li>• The perceived duplication of national planning and local planning and confusion over land administration will be eliminated.</li> <li>• The appropriate level of oversight to achieve the highest standard in design will be achieved because the national interest in:             <ul style="list-style-type: none"> <li>- the quality of detailed planning and design outcomes is protected in Areas of Special National Importance; and</li> <li>- the general land use and character of Canberra and the Territory is protected through the National Capital Plan.</li> </ul> </li> </ul>
-----------------	--

<b>Implementation Requirements</b>	<ul style="list-style-type: none"> <li>• Amend the National Capital Plan to reduce and rename current Designated Areas in accordance with Map 4.4.</li> <li>• To ensure that the ACT Government is not commercially disadvantaged, the Draft Amendment could incorporate a provision for the land status (of unleased sites) to change from Territory Land to National Land after the 'sale' of the sites. Current land administration for proposed Areas of Special National Importance are illustrated in Map 4.7.</li> <li>• Amend the PALM Act to include transitional provisions.</li> <li>• The ACT Government to vary the Territory Plan to include detailed planning for places (previously in the Designated Areas) no longer protected as Areas of Special National Importance.</li> </ul>
------------------------------------	--

## Position Paper - Plan

Special Requirements	
<b>Inquiry Terms of Reference</b>	<p>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems.</p> <p>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community.</p>
<b>Objective</b>	The Commonwealth is not involved in detailed planning unless it can be shown to be desirable in the special interests of the National Capital.
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part III The National Capital Plan</p>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>The National Capital Plan currently includes Special Requirements for some areas of Territory Land and National Land (outside the Designated Areas) where that is considered to be <i>desirable in the interest of the National Capital</i>. (refer to Map 4.8).</li> <li>Such areas include the main avenues and approach routes because they enhance the role and experience of Canberra as the National Capital, and the river corridors and open space system because they are part of the character and setting for the Capital and are environmentally sensitive.</li> <li>A Development Control Plan (DCP) must be approved by the Authority for land (which may be either Territory Land or National Land) subject to Special Requirements.</li> <li>Development on Territory Land subject to a DCP also requires development approval by the Territory Government. This is a statutory duplication of administration and creates considerable confusion for the developer and community.</li> <li>Development on National Land subject to a DCP requires consideration by the Authority for consistency (with the DCP) but not development approval. This too can result in confusion and administrative red tape (means for eliminating this problem are outlined in the Authority Position Statement).</li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• Special Requirements as a planning tool are clumsy and create unwarranted red tape.</li> <li>• Special Requirements in respect of Territory Land are less than effective in influencing the quality of design outcomes, largely because DCP approval (by the Authority) is separated from development approval (by the Territory planning authority).</li> <li>• This statutory duplication of administration is complicated, confusing and inefficient.</li> <li>• Special Requirements should be removed in the National Capital Plan. This would eliminate the need for a DCP and enable the ACT Government to administer Territory Land without any reference to the Authority.</li> <li>• Special Requirements on National Land are less than effective because once the DCP is approved there is no further development approval required by any party.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• Remove Special Requirements in the National Capital Plan.</li> <li>• This will enable the ACT Government to administer Territory Land (currently subject to Special Requirements) without reference to the Authority.</li> <li>• Exempt Commonwealth Government agencies (such as Defence and Finance) from preparing a DCP and referral to the Authority. Good neighbour considerations with the ACT Government for development would apply (as in other States and Territories).</li> <li>• Both the Commonwealth and the ACT Government would continue to be bound by the general provisions of the National Capital Plan.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• Harmonises planning systems by clarifying the national interest.</li> <li>• Creates opportunities for the ACT Government to undertake detailed planning for areas currently subject to Special Requirements.</li> <li>• Reduces red tape by removing duplication of national and local planning functions.</li> <li>• Aligns Commonwealth development requirements in the National Capital with those in other parts of Australia.</li> </ul>

<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• Amend the National Capital Plan to remove current Special Requirements.</li> <li>• The ACT Government to vary the Territory Plan (as it deems necessary) to incorporate planning conditions for those areas in which development would have been guided by a DCP.</li> </ul>
---	---

## Position Paper - Plan

<b>Accountability and Consultation in planning and development</b>	
<b>Inquiry Terms of Reference</b>	<p>2 Whether the governance arrangements for the NCA provide a sufficient balance between the independence of the Authority's planning decisions and its accountability for its operations</p> <p>3 The appropriate level of oversight required to achieve the highest standard in design for areas of national significance</p> <p>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community</p>
<b>Objective</b>	The Parliament retains responsibility for the National Capital Plan and has increased oversight of developments in areas that have special national importance in the Capital.
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part III The National Capital Plan</p>
<b>Related legislation</b>	<p><i>Parliament Act 1974</i></p> <p><i>Parliamentary Precincts Act 1988</i></p> <p><i>Environment Protection and Biodiversity Conservation Act 1999</i></p> <p><i>Copyright Amendment (Moral Rights) Act 2000</i></p>
<b>Current Arrangements</b>	<p><b>Consultation and Amendments to the Plan</b></p> <ul style="list-style-type: none"> <li>Statutory consultation on the National Capital Plan includes consultation with the Territory planning authority and a public notice inviting interested persons to make written representations.</li> <li>The Minister usually refers a Draft Amendment to the Joint Standing Committee on the National Capital and External Territories to ask if they wish to inquire before the Minister decides on the amendment.</li> <li>All amendments are subject to a disallowance period of 15 sitting days in both Houses of Parliament.</li> </ul> <p><b>Consultation on development applications in Designated Areas</b></p> <ul style="list-style-type: none"> <li>The Authority has development approval in Designated Areas. These areas are at the heart of the Capital and have achieved excellence in planning and design. Qualified professionals are delegated by the Authority to give such approvals.</li> <li>Statutory consultation on development approvals in these areas is prescribed by the National Capital Plan.</li> <li>The 2007 Authority <i>Consultation Protocol</i> also sets out consultation requirements and processes (refer Appendix E).</li> <li>As prescribed in the <i>Parliament Act 1974</i> both Houses of Parliament give approval to works in the Parliamentary Zone (separate to that of the Authority). Because of this there is no referral to the Public Works Committee for developments in the Parliamentary Zone.</li> <li>The Joint Standing Committee on the National Capital and External Territories may be briefed on development applications in the Parliamentary Zone (other than those of a very minor nature) prior to tabling for the approval of the Australian Parliament.</li> <li>As much as is possible under the current statutes, planning consultation by the Authority and Territory planning authority aligns.</li> </ul>

<b>Current Arrangements</b>	<p><b>Consultation on development applications in Designated Areas (continued)</b></p> <ul style="list-style-type: none"> <li>• Despite this significant level of consultation and scrutiny there are inevitably some that express dissatisfaction with consultation by the Authority and/or the Territory planning authority. This is not unique to planning in the National Capital.</li> </ul>
-----------------------------	---

<b>The Authority Position Statement</b>	<p><b>Consultation and Amendments to the Plan</b></p> <ul style="list-style-type: none"> <li>• The Plan Amendment statutory process is transparent and effective and requires a high level of accountability and scrutiny.</li> <li>• The amendment process provides for independent and expert planning consideration by the Authority, appropriate opportunity for comment on proposals, consultation with the Territory planning authority, dispute resolution between the Commonwealth Minister and the ACT Government, approval by the responsible Commonwealth Minister, and scrutiny by the Australian Parliament.</li> <li>• The consultation on draft amendments provides an appropriate level of engagement for any interested member of the Australian public, including the local community, in the making of the National Capital Plan.</li> </ul> <p><b>Consultation on development applications in the proposed Areas of Special National Importance</b></p> <ul style="list-style-type: none"> <li>• Ideally, Designated Areas should not be on Territory Land. In the event that they are, Commonwealth and ACT Government consultation requirements should align.</li> <li>• As representatives of the Australian people the Australian Parliament should have a greater oversight of major development proposals in Areas of Special National Importance than at present.</li> <li>• Concept designs for major developments and National Memorials in proposed Areas of Special National Importance (excluding the diplomatic estate) should be subject to the approval of both Houses of Parliament. Concept designs usually incorporate location, built form, overall scale and general materials.</li> <li>• The Authority should continue to give separate approval to all works in Areas of Special National Importance to ensure that qualified professionals review and approve detailed design and that built outcomes are a high quality.</li> </ul>
---	--

<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• The Australian Parliament will continue to give approval to all works in the Parliamentary Zone.</li> <li>• The Australian Parliament would also give approval to concept designs for major development in other Areas of Special National Importance.</li> <li>• Major developments would be defined by reference to the Public Works Committee benchmark (currently works of more than \$15m)</li> <li>• The location, design and concept of National Memorials would be referred to the Australian Parliament.</li> <li>• The Authority would continue to give separate approval to all developments in the Areas of Special National Importance (as it does currently in the Designated Areas, including the Parliamentary Zone).</li> <li>• These arrangements would also avoid Parliament being bogged down with unnecessary construction detail.</li> <li>• Because of this scrutiny by Parliament the Public Works Committee and the National Memorials Committee would not have to consider works in Areas of Special National Importance.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• All Australians (including the local community) are represented through their elected Members of Parliament in decisions about developments in Areas of Special National Importance.</li> <li>• Will streamline administrative processes within the Commonwealth.</li> </ul>
<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• Amend the PALM Act and/or the <i>Parliament Act 1974</i> to require Parliamentary approval for design concepts for major works.</li> <li>• Amend the National Capital Plan to change the Areas of Special National Importance (as recommended elsewhere in this submission).</li> <li>• (Potentially) remove the consideration of the Public Works Committee, and the approval of the National Memorials Committee (under the <i>National Memorials Ordinance 1928</i>) in Areas of Special National Importance.</li> </ul>

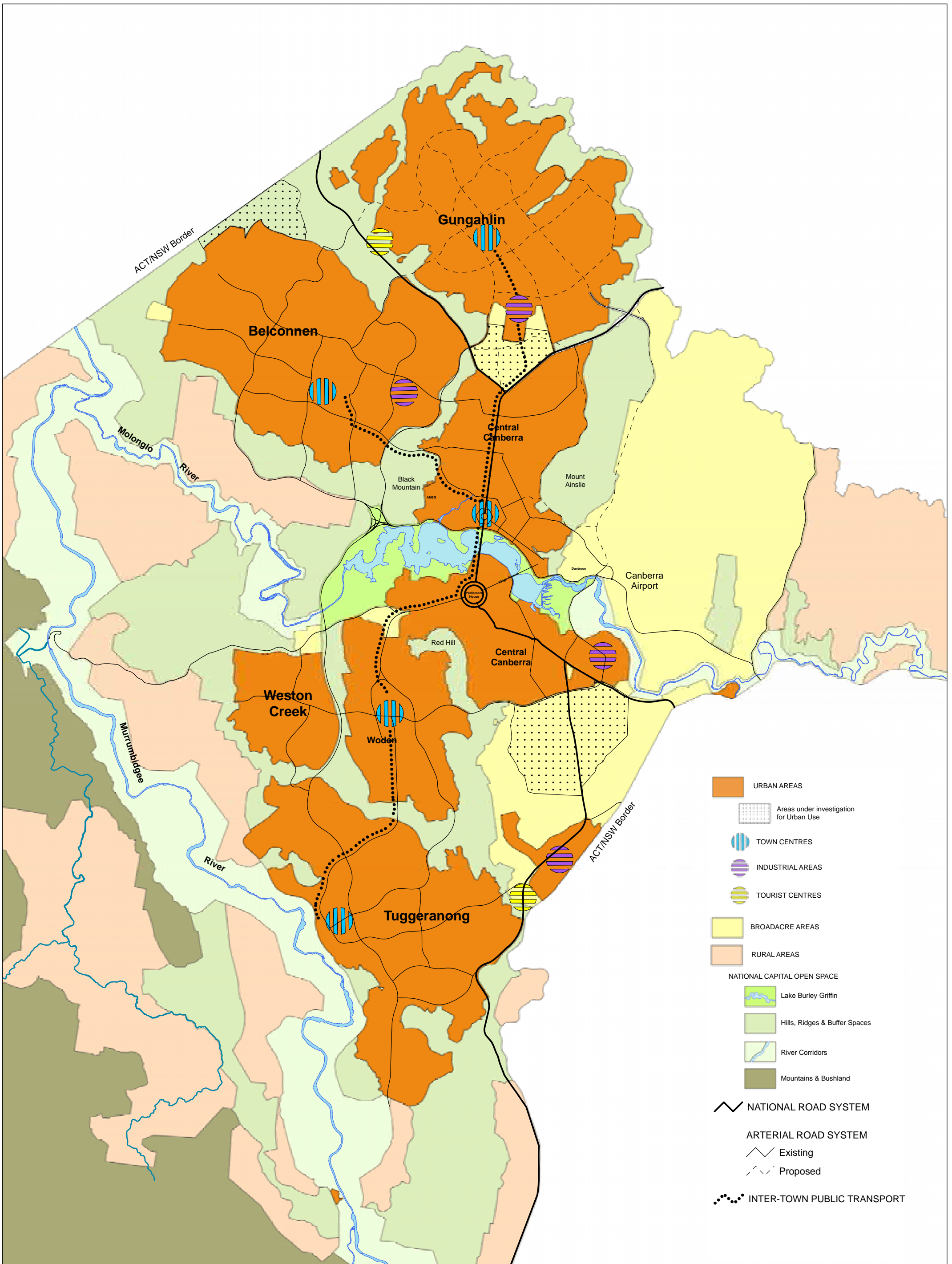


## Position Paper - Plan

<b>An Integrated Planning Document for Canberra</b>	
<b>Inquiry Terms of Reference</b>	<ol style="list-style-type: none"> <li>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems</li> <li>4 Opportunities to ensure cooperation with the ACT planning authority and increased engagement with the Canberra community</li> </ol>
<b>Objective</b>	Seamless documentation of the national and local interest in Canberra's planning to inform and engage Australians.
<b>PALM Act</b>	Part II Establishment, functions and powers of the authority
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The National Capital Plan expresses the Commonwealth national interest in ensuring that <i>Canberra and the Territory are planned and developed in accordance with their national significance</i>.</li> <li>• The Territory Plan expresses the ACT Government's local interests in ensuring ... <i>the planning and development of the Territory to provide the people of the Territory with an attractive, safe and efficient environment in which to live and work and have their recreation</i>.</li> <li>• The PALM Act makes it clear that the National Capital Plan prevails over the Territory Plan and that the two plans are intended to be complementary.</li> <li>• There is general agreement between the Authority and Territory planning authority that both plans should align in language and format and that there should be a clear hierarchy from Matters of National Significance in the National Capital Plan through to the detailed requirements of development in the Territory Plan.</li> <li>• Despite considerable progress in recent years, the two plans still do not align in language and format and continue to be published as separate documents (means for addressing this problem are outlined in the Authority position statement).</li> </ul>

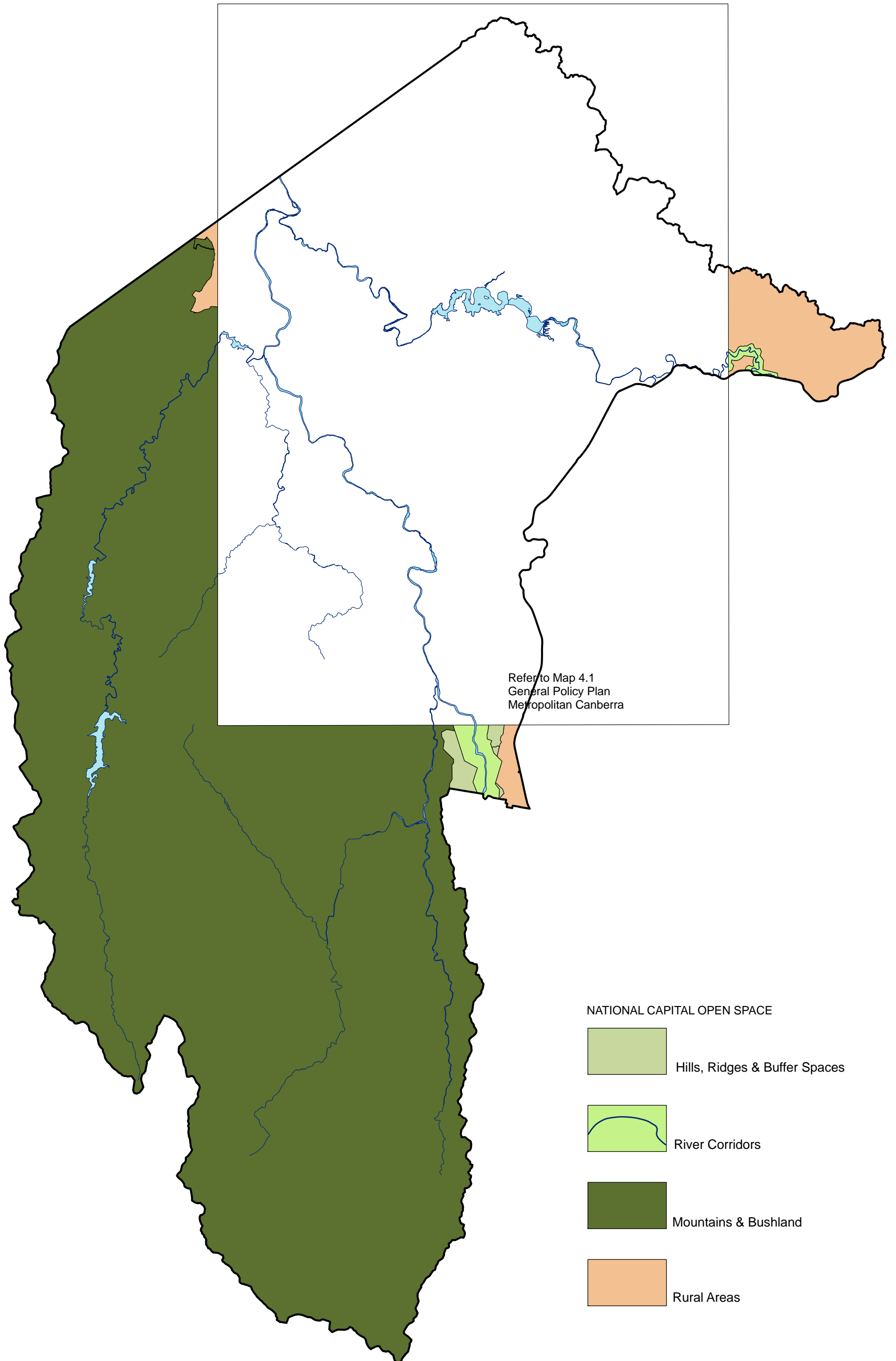
<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• The objects of the National Capital Plan and of the Territory Plan are robust and relevant. There is a clear pre-eminent national interest balanced by the local interest.</li> <li>• However, there is scope for the national planning vision and local plans for Canberra to be better presented, more accessible and for the planning hierarchy to be made unambiguous.</li> <li>• A single fully integrated planning document should be prepared to incorporate the principles and policies of the National Capital Plan and the detailed requirements of the Territory Plan.</li> <li>• The Australian people should be able to visualise the layout, environment and lifestyle that is anticipated in the planning of Canberra and the Territory and be enthused by the inherent possibilities. This requires more than traditional planning documentation.</li> <li>• For the plan to be more visually accessible, digital and new media should augment traditional planning documentation and maximum use be made of the geospatial information already held by both the Authority and the ACT Government.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• That one integrated planning document which incorporates the two current statutory regimes (the National Capital Plan and the Territory Plan) is developed.</li> <li>• This plan would be available in 3D digital format and be layered with visitor information as well as pop-up planning requirements.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• Harmonises planning systems by:             <ul style="list-style-type: none"> <li>- articulating a single vision for the Nation's Capital</li> <li>- seamlessly relating the national and local interests</li> <li>- removing unnecessary duplication of plan documentation.</li> </ul> </li> <li>• Provides interactive on-line planning information that is readily accessible.</li> <li>• Achieves cooperation and collaboration between the Commonwealth and the ACT Government on planning.</li> </ul>

<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• A comprehensive review of the planning documentation and language used in the National Capital Plan and the Territory Plan and of the available geospatial information.</li> <li>• Amend the National Capital Plan as necessary.</li> <li>• Vary the Territory Plan as necessary.</li> </ul>
---	---



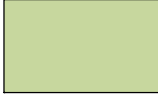
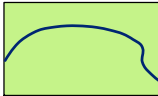


**Map 4.1 - General Policy Plan - Metropolitan Canberra  
(National Capital Plan)**





Refer to Map 4.1  
General Policy Plan  
Metropolitan Canberra

NATIONAL CAPITAL OPEN SPACE

-  Hills, Ridges & Buffer Spaces
-  River Corridors
-  Mountains & Bushland
-  Rural Areas

PROJECT:  
General Policy Plan



**Map 4.2 - General Policy Plan - Australian Capital Territory  
(National Capital Plan)**

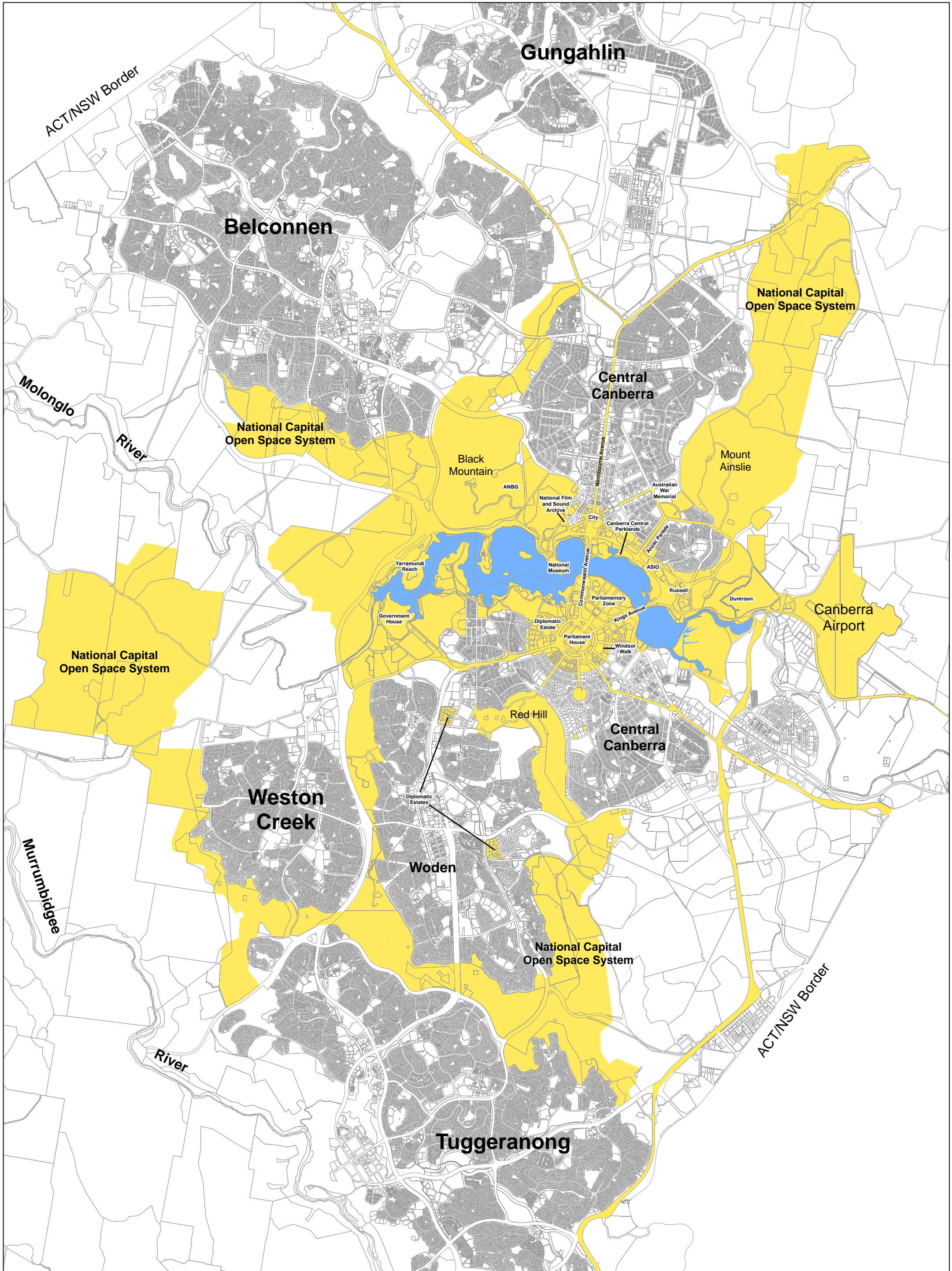


© 2008 Commonwealth of Australia

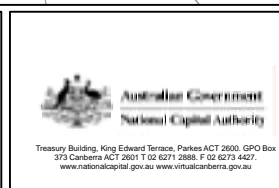
DRAWING TITLE:  
General Policy Plan

DATE: 6 Feb 2008	PROJECT NO:
SCALE: NTS	DRAWING NO:
DRAWN: CB	CHECKED:
REVISION:	





PROJECT:  
Designated Areas



### Map 4.3 - Current Designated Areas

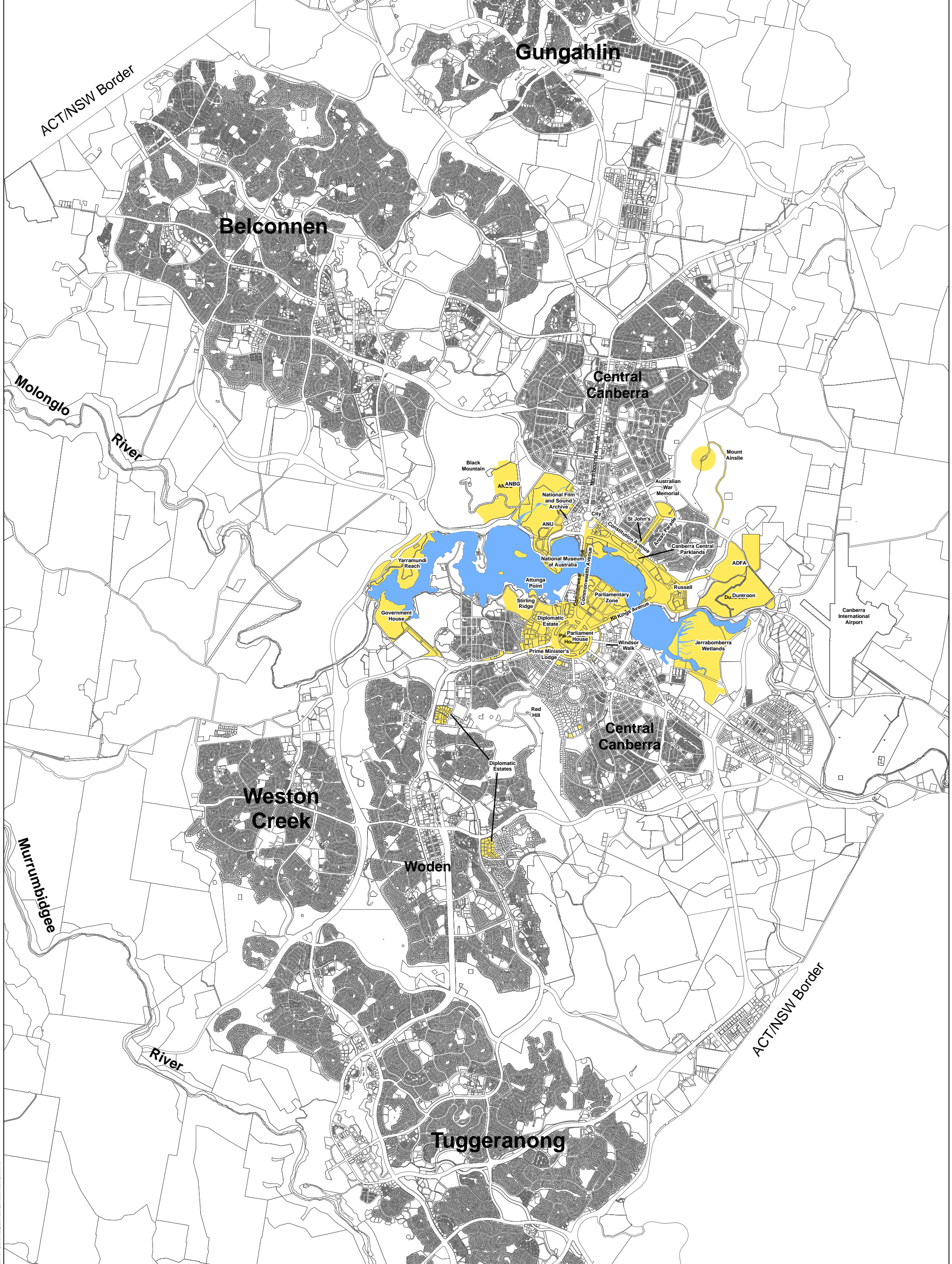
- ACT Block Boundaries
- Current Designated Areas (Includes LBG)
- Lake Burley Griffin (LBG)

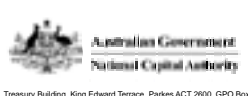



© 2008 Commonwealth of Australia

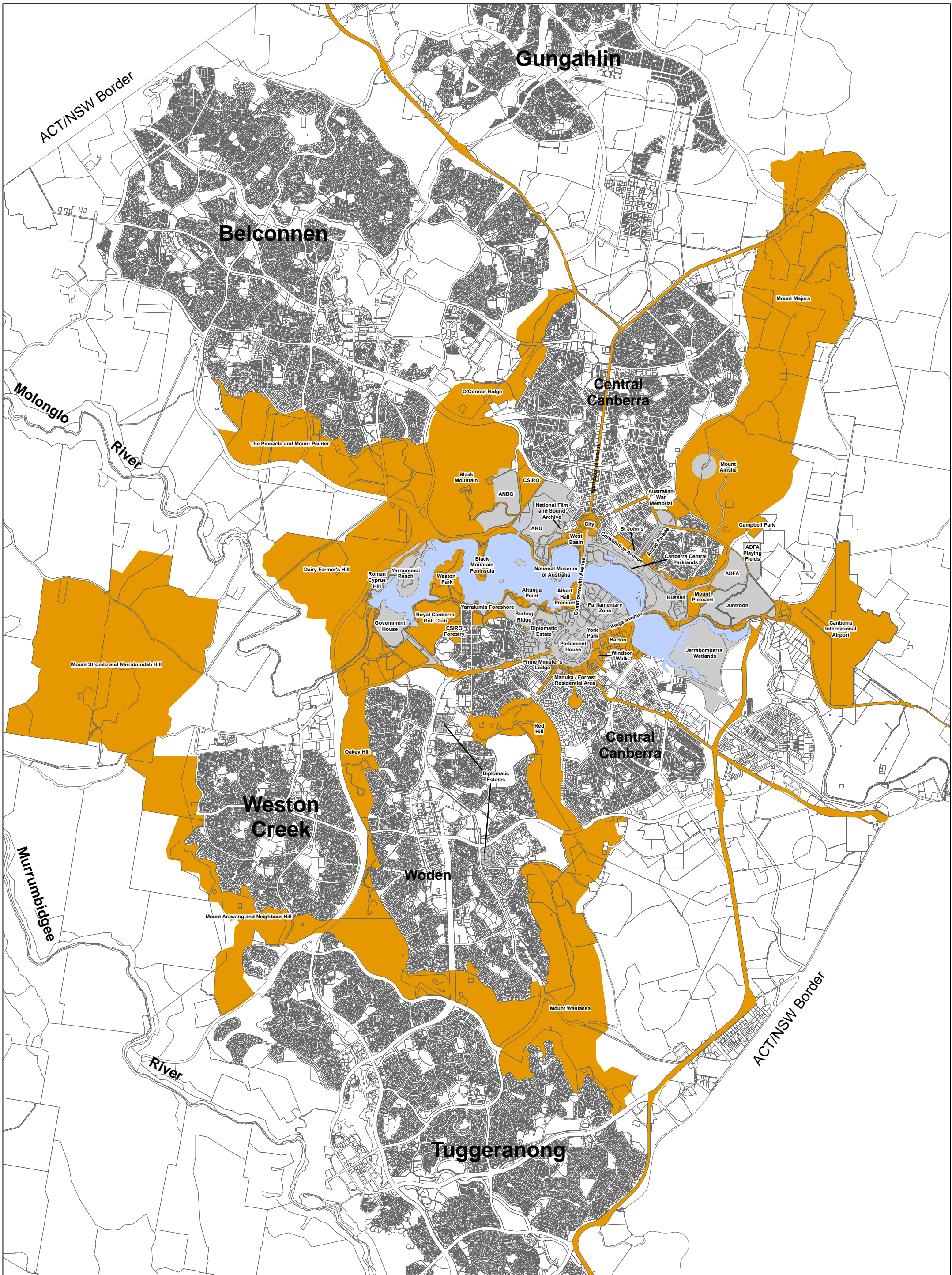
DRAWING TITLE:	
Current Designated Areas	
DATE: 24 Jan 2008	PROJECT NO:
SCALE: NTS	DRAWING NO:
DRAWN: CB	CHECKED:
REVISION:	





<p>PROJECT:</p>	 <p>Australian Government National Capital Authority Treasury Building, King Edward Terrace, Parkes ACT 2600, GPO Box 973 Canberra ACT 2601 T 02 6271 2888 F 02 6273 4427 www.nationalcapital.gov.au www.virtualcanberra.gov.au</p>	<p><b>Map 4.4 - Proposed Areas of Special National Importance</b></p>	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; margin-right: 5px;"></span> ACT Block Boundaries</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; margin-right: 5px;"></span> Lake Burley Griffin (LBG)</li> <li><span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; margin-right: 5px;"></span> Proposed Areas of Special National Importance (Includes LBG and all roads as indicated)</li> </ul>	 <p>© 2008 Commonwealth of Australia.</p>	<p>DRAWING TITLE: <b>Areas of Special National Importance</b></p> <p>DATE: <b>9 Apr 2008</b> PROJECT NO.:</p> <p>SCALE: <b>NTS</b></p> <p>DRAWN: <b>CB</b> DRAWING NO.:</p> <p>CHECKED:</p> <p>REVISION:</p>
-----------------	--	---	---	--	--





PROJECT:



### Map 4.5 - Proposed Designated Areas to be Removed

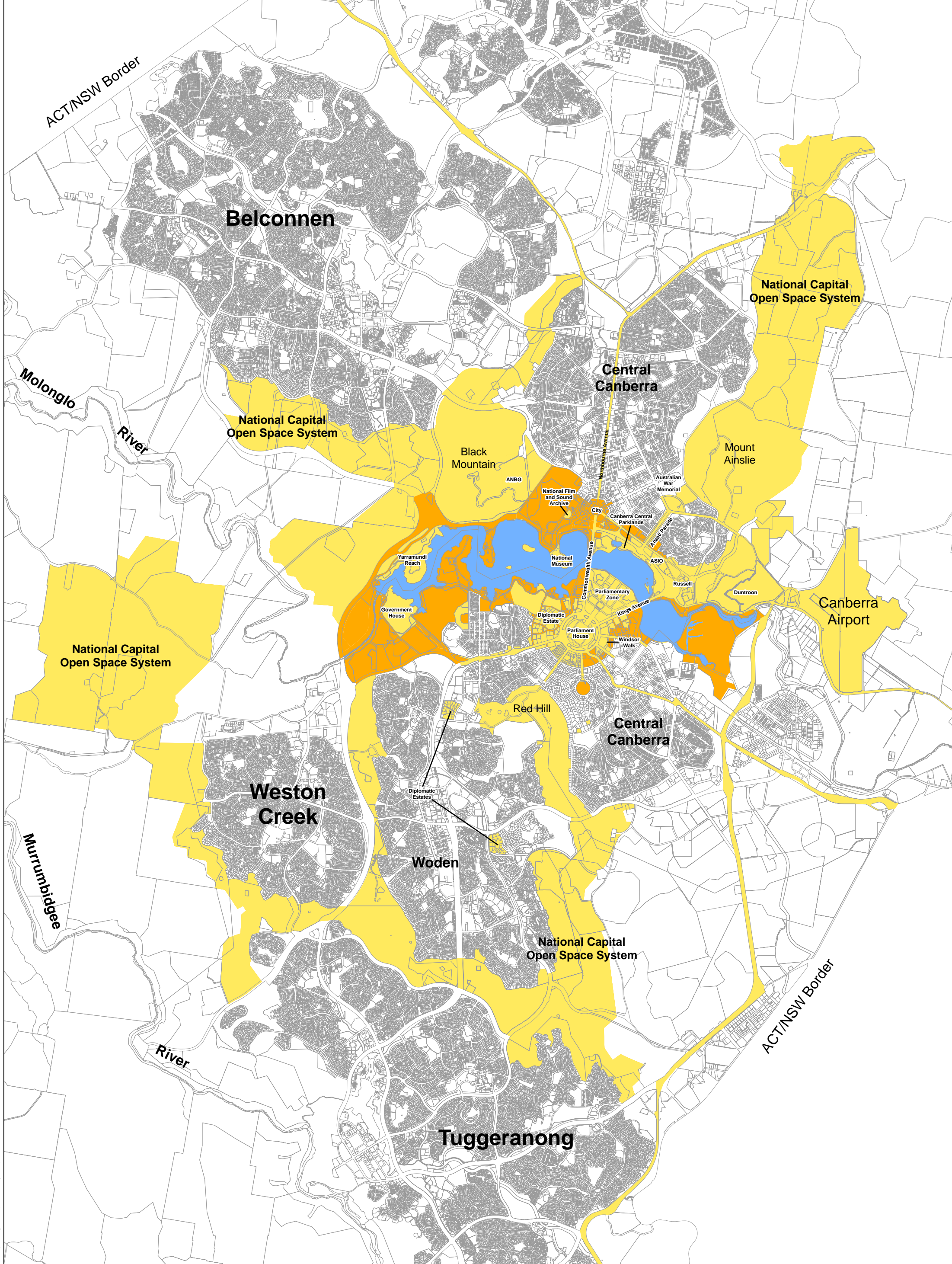
- Block Boundaries
- Lake Burley Griffin (LBG)
- Proposed Areas of Special National Importance (Includes LBG and all roads as indicated)
- Designated Areas to be Removed



© 2008 Commonwealth of Australia

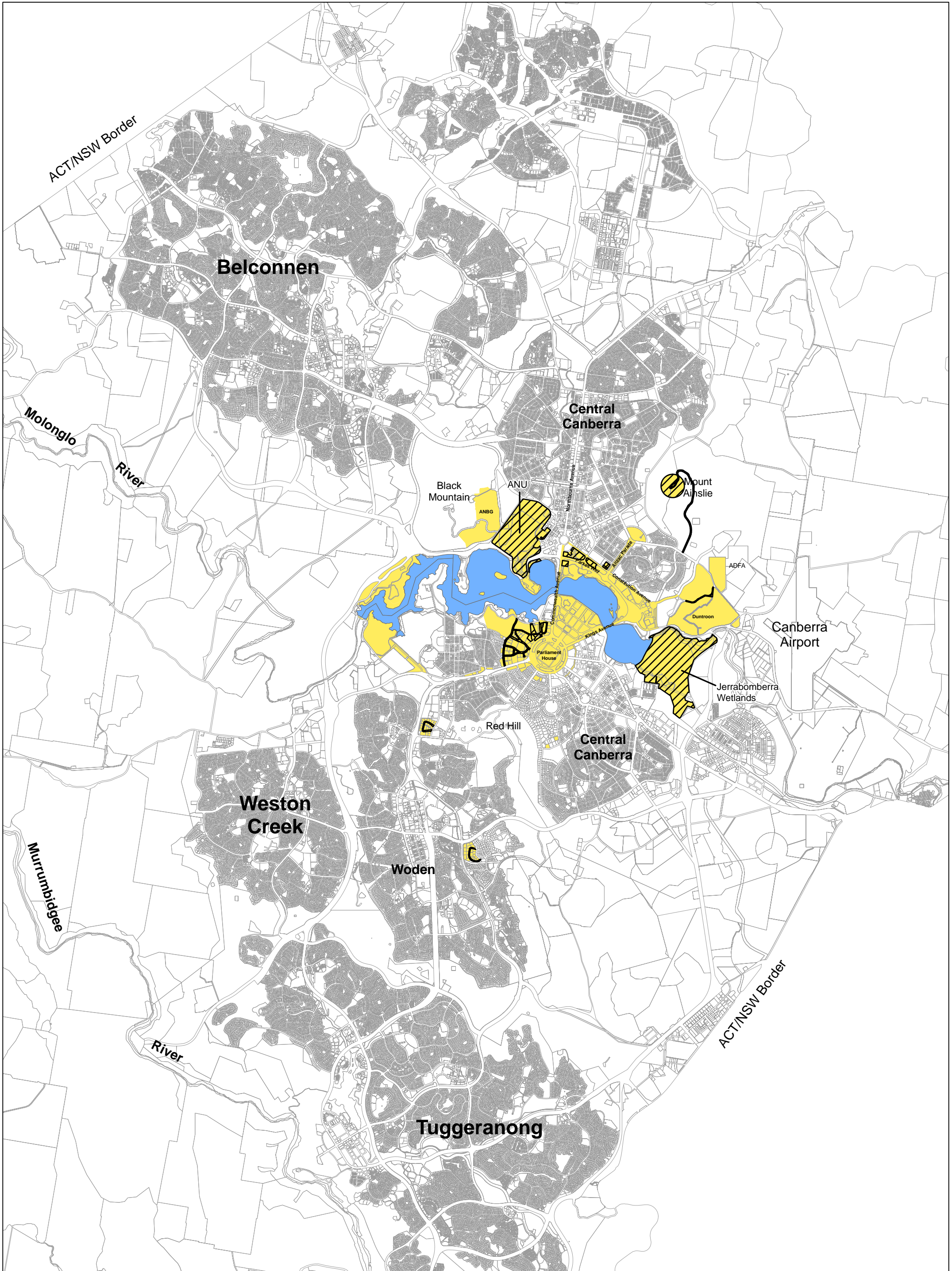
DRAWING TITLE: Designated Areas to be Removed	
DATE: 9 Apr 2008	PROJECT NO.:
SCALE: NTS	DRAWING NO.:
DRAWN: CB	CHECKED:
REVISION:	



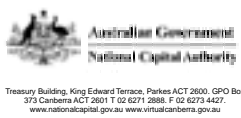


<p><b>Australian Government</b> National Capital Authority</p> <p>Treasury Building, King Edward Terrace, Parkes ACT 2600, GPO Box 973 Canberra ACT 2601 T 02 6271 2999, F 02 6271 4427 www.nationalcapital.gov.au www.virtualcanberra.gov.au</p>	<p><b>Map 4.6 - Joint Standing Committee Recommendation 2004</b> Proposed Designated Areas to be Removed and Proposed Designated Areas to be Retained</p>	<p>ACT/NSW Border</p>	<p>ACT Block Boundaries</p>	<p>2004 JSC Recommendations of Designated Areas to be Removed</p>	<p>Lake Burley Griffin (LBG) (to be retained)</p>	<p>2004 JSC Recommendation of Designated Areas to be Retained (Includes LBG)</p>		<p>DRAWING TITLE: Joint Standing Committee Recommendation 2004 Proposed Designated Areas to be uplified</p>
		<p>PROJECT:</p>	<p>DATE: 9 Apr 2008</p> <p>SCALE: NTS</p> <p>DRAWN: CB</p> <p>CHECKED:</p> <p>REVISION:</p>	<p>PROJECT NO:</p> <p>DRAWING NO:</p>				





PROJECT:  
Designated Areas



**Map 4.7 - Current Land Administration for Proposed Areas of Special National Importance**

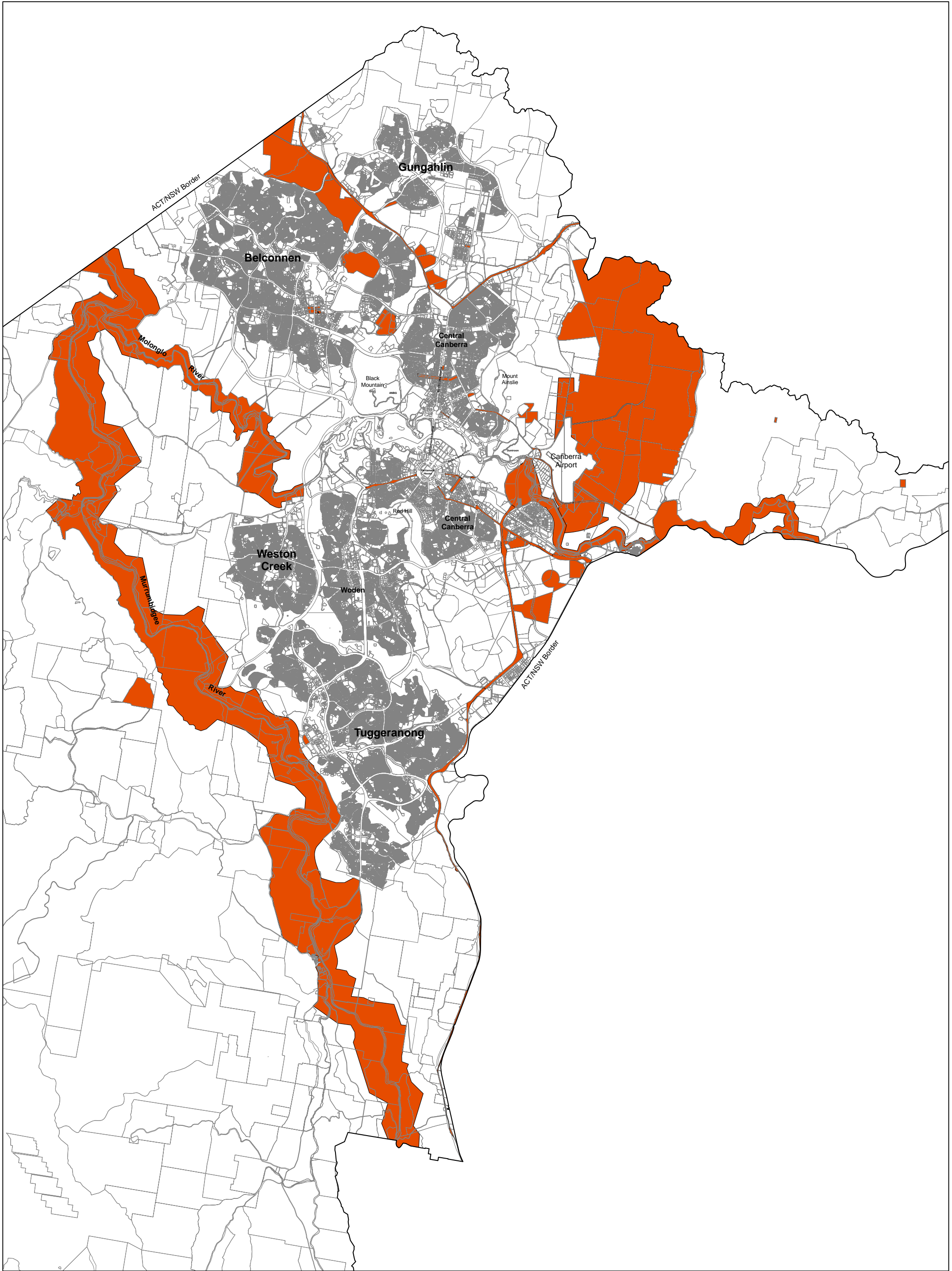
- Block Boundaries
- Territory Land Within Proposed Areas of Special National Importance
- Lake Burley Griffin (LBG)
- Proposed Areas of Special National Importance (Includes LBG)



© 2008 Commonwealth of Australia

DRAWING TITLE: Current Land Status Within Areas of Special National Importance	
DATE: 30 Jan 2008	PROJECT NO.:
SCALE: NTS	DRAWING NO.:
DRAWN: CB	REVISION:





PROJECT:



Treasury Building, King Edward Terrace, Parkes ACT 2600, GPO Box 373 Canberra ACT 2601 T 02 6271 2888 F 02 6273 4427 www.nationalcapital.gov.au www.actcanberra.gov.au

### Map 4.8 - Current Special Requirements Proposed to be Removed

- Block Boundaries
- Current Special Requirements



© 2008 Commonwealth of Australia

DRAWING TITLE:  
Current Special Requirements

DATE: 9 Apr 2008	PROJECT NO:
SCALE: NTS	DRAWING NO:
DRAWN: CB	REVISION:
CHECKED:	
REVISION:	

# part five

The National Interest in  
Works to Enhance the  
National Capital



## Part 5

### The National Interest in Works to Enhance the National Capital

143. Canberra represents a national urban legacy.
144. The Capital is an exemplar of town planning, urban design, architecture and landscape. The design qualities of the city and its character are unique in Australia and arguably in the world. For almost one hundred years it has been nurtured and developed to fulfil its primary role as the National Capital of Australia and as a symbol of Australian federation.
145. The landscape, architecture, memorials, and artworks that contribute to the built environment of Canberra have been carefully assembled and demonstrate innovation in design and construction. Many have also acquired cultural significance and have been recognised with awards for design excellence. All of them are individually and collectively valued by visitors to the Capital and by the local community and they reinforce our reputation as a world class city. It is in the national interest that this level of excellence be maintained as a demonstration of Australian leadership in design.
146. Australian design is richer for the built works in Canberra and much has been gained from the way in which these have been delivered. For example, design competitions have been effective in delivering excellent outcomes and also encourage new and emerging talent. The Griffin design for the city was the result of an international competition, as was the permanent Parliament House on Capital Hill seventy years later. Other competitions have produced buildings and landscapes closely linked to the image of Canberra as the National Capital – the Australian War Memorial, the High Court, the National Museum and, most recently, the National Portrait Gallery and the Canberra Central Parklands. Competitions invite innovation, deliver design dividends and enhance the character of Canberra as the National Capital. It is in the national interest to maintain this search for innovation.
147. Public places in the central national areas of Canberra are increasingly used for ceremonial and community events. Public works to enhance the character of Canberra have included some of Australia's most significant places such as Anzac Parade. Over time, the Parade has been layered with deeper meaning as new memorials have been added and older ones refurbished to maintain their relevance. More recently, Reconciliation Place (the result of a design competition) highlights the shared histories of indigenous and non-indigenous Australians. It is in the national interest to build places that define our identity and encourage participation.
148. Constant improvements to the public places around the cultural institutions, such as the enhancements on the foreshores of Lake Burley Griffin and those proposed for the Humanities and Science campus (in which the National Library and Questacon are located) increase the attraction of these facilities as a visitor destination.
149. It has been said that cities are cultures inscribed in space. The creation of new public works, the protection of existing ones and the interpretation of public spaces enrich and enhance the National Capital and ensure that it continues to be fresh and relevant to generations of Australians.
150. Advocacy for new national works and places of the highest quality demands the full support of all who believe in the concept of a Capital city worthy of pride by Australians.



## Position Paper

151. The following paper identifies the relevant terms of reference of the Inquiry, the relevant provisions of the PALM Act; current arrangements; and the Authority position (and proposed arrangements) on Works to Enhance the National Capital.
152. The position paper is:
  - Design and Capital Works

## Position Paper - Enhance

Design and Capital Works	
<b>Inquiry Terms of Reference</b>	<p>2 The appropriate level of oversight required to achieve the highest standards in design for areas of national significance</p> <p>5 ....the roles of the NCA and the ACT Government in advocacy for new infrastructure projects...and developing the distinctive character of the National Capital.</p>
<b>Objective</b>	Enhance the character and amenity of areas that are of special national importance in an effective manner that results in high quality design outcomes
<b>PALM Act</b>	Part II Establishment, functions and powers of the authority
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The Australian Government through a number of its agencies has invested at least \$400m in the central areas of the Capital in the last four years alone.</li> </ul> <p><b>Capital works and national infrastructure</b></p> <ul style="list-style-type: none"> <li>• The Authority advocates new national public works to enhance the Capital (e.g. Commonwealth Place, Reconciliation Place) and if these are approved and funded by Government, manages their design and construction (a list of Projects delivered by the Authority is at Attachment 1).</li> <li>• The Authority also recommends and manages the protection and replacement of existing national assets as necessary (e.g. Anzac Parade street lighting).</li> <li>• Until recently, the Authority provided project management for National Memorials. These are usually funded by other Commonwealth agencies (e.g. National Police Memorial) or by community groups (e.g. Korean Memorial). Many of these projects require careful oversight by Government to ensure high standard outcomes. Completed works are transferred to the Authority to manage and maintain on behalf of the Commonwealth. Due to recent savings measures required by Government the Authority is no longer able to service this function. The Authority will retain its statutory planning responsibility for development (works) approval.</li> <li>• The Authority has a methodology for the selection of design consultants, contractors and the evaluation of tenders that conforms with the <i>Commonwealth Government Procurement Guidelines</i>.</li> <li>• The Authority has a professional and experienced staff to manage capital projects and has earned the respect of the design and construction industry. Many projects by, or for the agency, have won design and construction awards (refer Appendix D).</li> <li>• The Authority receives a capital injection of \$1.5 m each year to fund new works (since July 2004) and depreciation of approximately \$10m per year for the replacement of assets.</li> <li>• In recent years the Authority has advocated significant core infrastructure works that it considers essential to accommodate sustainable development in the National Capital (e.g. duplication and redevelopment of Constitution Avenue; West Basin land reclamation). The Authority has received separate funding for some of these works (e.g. Kings Avenue/Parkes Way overpass).</li> <li>• The Authority capital works are generally limited to the national public realm (e.g. in the Parliamentary Zone the open space between buildings, public places, artworks and gardens).</li> </ul>

<p><b>Current Arrangements</b></p>	<p><b>Capital works and national infrastructure continued</b></p> <ul style="list-style-type: none"> <li>• There are some 14 Commonwealth agencies<sup>1</sup> responsible for commissioning capital works within proposed Areas of Special National Importance (e.g. Seven agencies in the Parliamentary Zone alone). These agencies act independently from one another and make separate capital works bids to Government. In the experience of the Authority, frequently the important space between the works (the public realm) and the significant implications for the off-site infrastructure (e.g. roads, sewers) is ignored or understated in the presentation of these bids to Government.</li> <li>• The Commonwealth agencies also adopt variable design and construction standards and different delivery mechanisms. This lack of coordination and consistency results in patchy outcomes and diminishes the potential for the excellent design.</li> <li>• Some of these other Commonwealth agencies have (design and construction) professional staff to assist them in the delivery of these projects. Many do not and rely solely on external consultant advice. In the experience of the Authority (in assessing their associated development applications) agency officers do not always understand the details or implications of the advice that they are being given. Even with the best intentions by individual agencies, whole of Government opportunities for effective use of resources and excellence in design outcomes can be and are lost.</li> <li>• There is no mechanism which adequately prioritises works in the proposed Areas of Special National Importance (means for addressing these issues are outlined in the Authority position statement).</li> <li>• Opportunities for coordination and cooperation are limited to goodwill between bureaucrats or achieved through ad hoc arrangements. This is inefficient and ineffective. Case studies demonstrating the need for a <i>National Capital Improvement Program</i> are attached.</li> </ul> <p><b>Design outcomes evaluation</b></p> <ul style="list-style-type: none"> <li>• The Authority uses a <i>Quality Design Review Framework</i> to routinely evaluate built works for which it is responsible (through development approval or procurement). This process has been valuable in enhancing design decision making, appraising maintenance issues and informing changes to the National Capital Plan to engender higher standards in design outcomes.</li> </ul> <p><b>Services</b></p> <ul style="list-style-type: none"> <li>• Under the PALM Act, the Authority can undertake 'planning services' (with the Minister's approval) and has provided design for a number of national and international projects (e.g. perimeter security capital works for other Commonwealth agencies in accordance with the Authority's <i>Urban Design Guidelines for Perimeter Security in the National Capital</i>).</li> </ul>
------------------------------------	---

<sup>1</sup> National Capital Authority; Department of Parliamentary Services; Department of Finance and Deregulation; National Library of Australia; Department of Innovation, Industry, Science and Research; High Court of Australia; National Gallery of Australia; Department of Environment, Water, Heritage and the Arts; Department of Defence; Australian War Memorial; National Museum of Australia; Department of the Prime Minister and Cabinet; AIATSIS; Office of the Governor-General.

<b>Current Arrangements</b>	<p><b>ACT Government advocacy for new infrastructure</b></p> <ul style="list-style-type: none"> <li>• The ACT Government can advocate for new infrastructure projects and does receive Commonwealth infrastructure capital funding under Auslink which includes the Local Roads Financial Assistance Grants; the Roads to Recovery; and the National Black Spot program.</li> <li>• The ACT Government can also directly lobby the Australian Government in the context of Federal/State Government relations.</li> <li>• The ACT Government Chief Minister’s Department and Territory planning authority is party to the Griffin Legacy Memorandum of Understanding and the Griffin Legacy Forum which addresses infrastructure in key central national areas.</li> <li>• The Authority had a major role in advocating new infrastructure for the sustainable development in the ACT through the Griffin Legacy initiatives.</li> </ul>
-----------------------------	--

<b>The Authority Position Statement</b>	<ul style="list-style-type: none"> <li>• Design excellence is a defining factor of world class cities. As the National Capital, Canberra has a special role as a showcase for high quality architecture, landscapes and artworks.</li> </ul> <p><b>Capital works and national infrastructure</b></p> <ul style="list-style-type: none"> <li>• The substantial duplication and the ad hoc nature of capital works management by the Commonwealth in Areas of Special National Importance is inefficient, counterproductive to high quality excellent design outcomes and is not an effective use of Commonwealth resources. The national interest in the Capital can all too easily be ignored or inadequately addressed in such a delivery scenario.</li> <li>• A comprehensive and coordinated <i>National Capital Improvement Program</i> for Areas of Special National Importance would greatly enhance understanding of Commonwealth capital initiatives, resource allocation and priorities and achieve standards of design worthy of the Nation’s Capital.</li> <li>• Ideally, the <i>National Capital Improvement Program</i> should be coordinated and prepared for the consideration of Government by an independent statutory agency with a professional and experienced staff whose responsibility is the planning and development of the Capital.</li> </ul> <p><b>Design outcomes evaluation</b></p> <ul style="list-style-type: none"> <li>• Design excellence should be achieved in all built works in the proposed Areas of Special National Importance. Accordingly, built works should be professionally monitored and routinely appraised and Government and the Australian Parliament kept informed of the outcomes.</li> </ul>
<b>Proposed New Arrangements</b>	<ul style="list-style-type: none"> <li>• In Areas of Special National Importance the Authority would have a statutory responsibility to review and advise on public works proposals by Commonwealth agencies and to prepare a comprehensive National Capital Improvement Program for the consideration of Government. In this way parties with a vested interest would communicate and coordinate through the Authority as an independent agency.</li> <li>• In Areas of Special National Importance there would be a statutory biennial review of major built works undertaken by the Commonwealth and by the private sector. This report would be provided to Government as an evaluation of design quality and administrative performance in capital works.</li> </ul>

<b>Benefits</b>	<ul style="list-style-type: none"><li>• The removal of inefficient duplication within Commonwealth processes and coordination of capital works initiatives and priorities in Areas of Special National Importance.</li><li>• Quality design outcomes commensurate with the national significance of the Capital are achieved.</li><li>• The protection and enhancement of the distinctive characteristics of the Areas of Special National Importance.</li><li>• Potential for economies of scale in project delivery.</li></ul>
-----------------	--

<b>Implementation Requirements</b>	<ul style="list-style-type: none"><li>• Amend the PALM Act to require the preparation of a coordinated <i>National Capital Improvement Program</i>.</li></ul>
------------------------------------	---

## Case Studies demonstrating the need for a National Capital Improvement Program

<p><b>Case Study 1</b></p>	<p><b>The Arts and Civic Campus – High Court of Australia; National Gallery of Australia and the National Portrait Gallery.</b></p> <p>The National Portrait Gallery building is being delivered by the Department of Finance and Deregulation on behalf of the Department of Environment, Water, Heritage and the Arts. The National Gallery of Australia (a statutory agency) extensions are being delivered by that agency. The High Court of Australia (a statutory agency) is responsible for its building including the forecourt, ramp and fountain. The Authority is responsible for the maintenance of the land in between all of these institutions and is preparing a campus master plan for capital works in the public realm. The Authority is also responsible for Development Approval and for other planning advice (such as site selection and design procurement methodology for the Portrait Gallery).</p> <p>As an outcome of the <i>Parliamentary Zone Review 2000</i> (and subsequent Amendment 33 to the National Capital Plan) the Authority has entered into some Memorandums of Understanding with the institutions in the Parliamentary Zone including one for the Arts and Civic campus. In this way the Authority has tried to coordinate what is an inherently inefficient approach by the Commonwealth to capital works delivery that involves a multiplicity and a duplication of bureaucratic processes. The approach has had considerable success at ensuring communication between the players and some success at coordinating the works initiatives and addressing public realm maintenance concerns. However it cannot deliver coordinated advice to Government or comprehensive advice to the Australian Parliament when it approves individual capital works.</p> <p>A consolidated approach to prepare a <i>Capital Improvement Program for the Arts and Civic Campus</i> would have enabled precinct master planning and project delivery to have been coordinated in an efficient and timely manner with a clear vision for the development of the campus, and potential economies of scale for Government.</p> <p>The Authority as the responsible planning agency, that also has maintenance responsibility for the public realm between buildings in such areas is best placed to coordinate the vested interests of other Commonwealth agency and provide balanced advice to Government.</p> <p>(refer Diagram 5.1)</p>
----------------------------	--



## Case Studies demonstrating the need for a National Capital Improvement Program

<p><b>Case Study 2</b></p>	<p><b>The Humanities and Science Campus – National Library of Australia and Questacon.</b></p> <p>The National Library of Australia (a statutory agency) is replacing the waterproofing membrane on its podium. Questacon (a part of the Department of Innovation, Industry, Science and Research) is also planning to replace the waterproofing membrane on the podium of its building. These works are being delivered separately.</p> <p>The Authority is responsible for the maintenance of the land in between these institutions and has a campus master plan for the area.</p> <p>The campus master plan has resulted in a series of approved capital works including the surfacing of the Section 55 car park and major new path, landscape and road works in the campus which will commence construction shortly.</p> <p>The work will include refurbishment of the fountain located in the National Library Forecourt (which is an asset of the Authority) including the pump equipment (which is located within the National Library).</p> <p>The Authority has entered into a Memorandum of Understanding with the National Library and Questacon. This approach has had success at ensuring communication between the players and some success at coordinating the works initiatives and addressing public realm maintenance concerns. However, as previously identified (in case study 1) it cannot deliver coordinated advice to Government or comprehensive advice to the Australian Parliament when it approves individual capital works.</p> <p>As with the Arts and Civic Campus, a consolidated approach to prepare a <i>Capital Improvement Program for the Humanities and Science Campus</i> would have enabled precinct master planning and project delivery to have been coordinated in a more efficient and timely manner with a clear vision for the development of the campus in its entirety, and potential economies of scale for Government.</p> <p>(refer Diagram 5.2)</p>
----------------------------	---

Diagram 5.1: Case Study 1

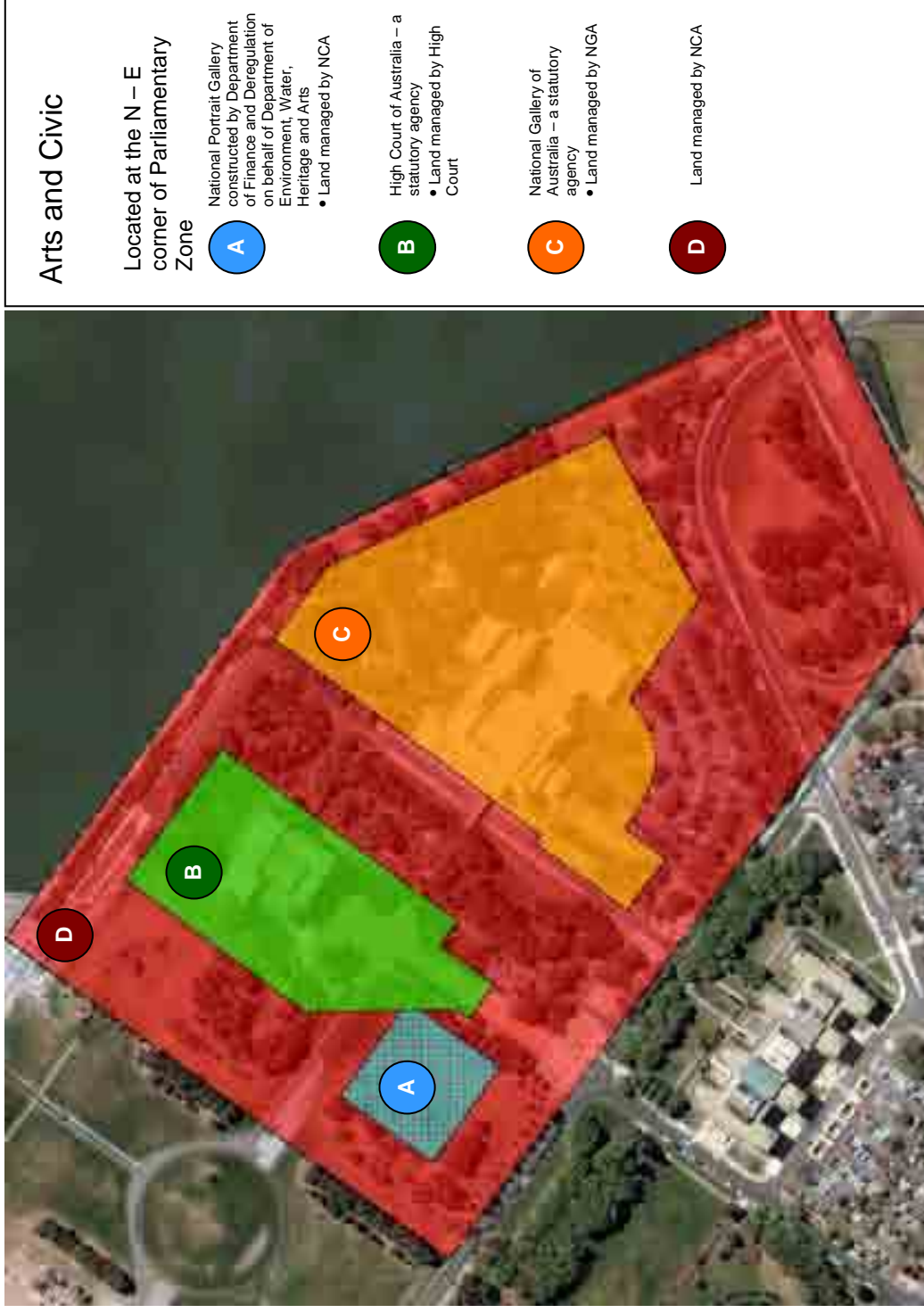
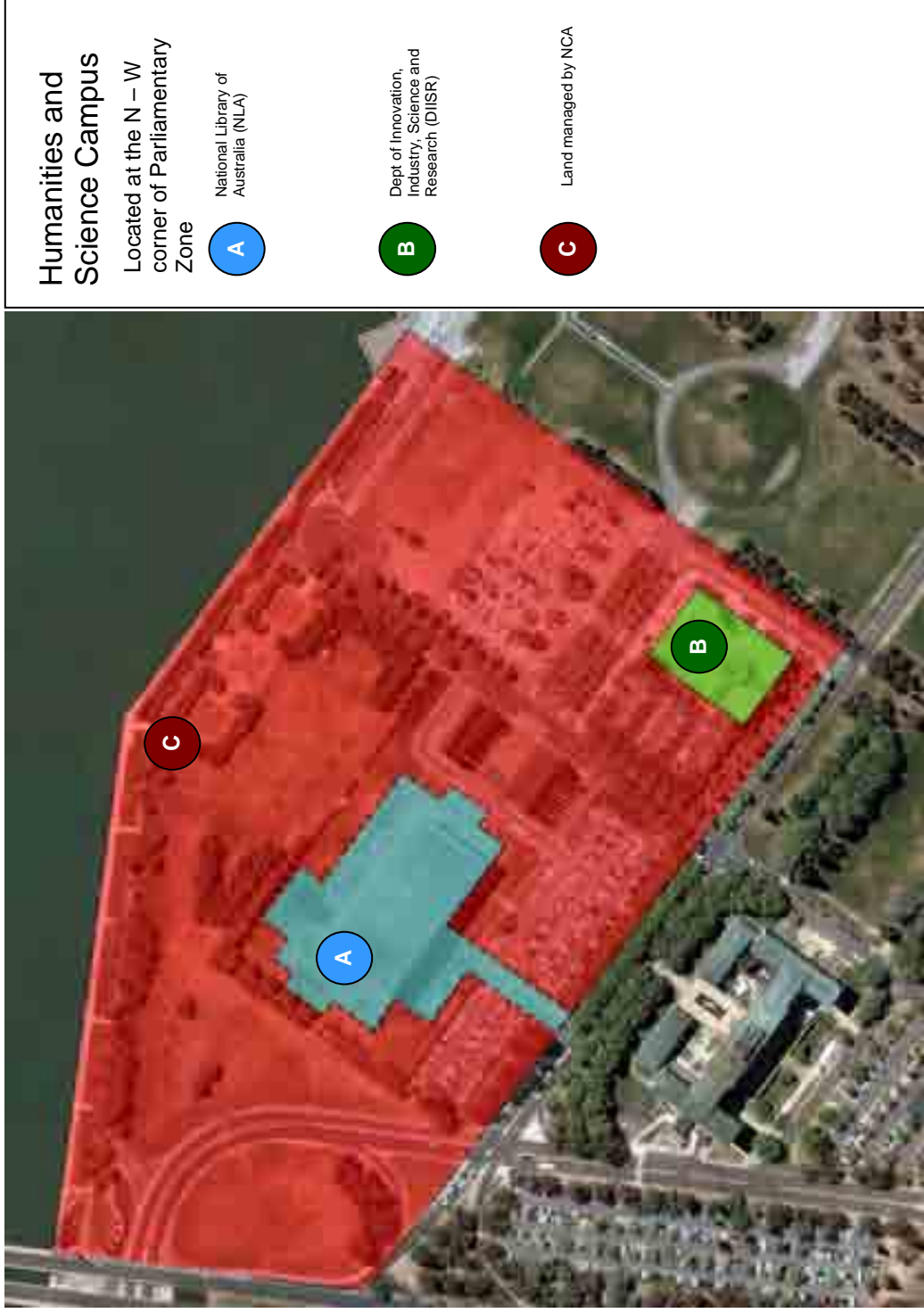


Diagram 5.2: Case Study 2



**Projects delivered by the Authority 1989-2008**

- 2008**
  - Parliamentary Zone Kiosks \*
  - King Edward Terrace Roundabout
  - Australian Service Nurses Memorial Pathway and Associated Landscaping
  - Commonwealth Park lake water irrigation pump station
- 2007**
  - Ataturk Memorial refurbishment
  - Fire and Water Artwork - Reconciliation Place
  - Torres Strait Island Artwork - Reconciliation Place
  - Indigenous Art Artwork - Reconciliation Place
  - Rond Terrace retaining wall replacement
  - National Capital Exhibition Show control system replacement
  - Section 55 sealed car park
  - Scrivener Dam look out enhancement
  - Australian Vietnam Forces National Memorial MIA Plaques
  - Katie Bender commemorative work
  - Commonwealth Place Irrigation Network Pump station
  - Royal Canberra Hospital Commemorative plaque
  - Central Reflection Pond liner replacement
- 2006**
  - Australians of the Year Walk
  - National Police Memorial \*
  - Kings Park Access road
  - Roman Cypress Hill replanting
  - Scrivener Dam electrical services upgrade
  - RG Menzies Walk interpretive signs
  - Stone Artworks – Reconciliation Place
  - Lake Burley griffin Buoy line replacement
  - Captain Cook jet motor replacement and pump refurbishment
  - Clare Holland House Lake Wall
  - de Quiros bust
  - Commonwealth and Kings Ave Bridges Finger joint replacement
  - Scrivener dam – Telemetric station replacement
- 2005**
  - Commonwealth place Forecourt – stage 2 \*
  - West Block path lighting replacement
  - Castle playground refurbishment
  - Restoration of Lake Burley Griffin beaches
  - Springbank island jetty
  - Sea King Accident Commemorative plaque (with Dept of Defence)

- 2004**
  - National Emergency Services Memorial \*
  - Refurbishment of Stage 88
  - Lord Bruce Commemorative plaque
  - Centenary of Women's Suffrage Commemorative fountain
  - Reconstruction of the Old Parliament House Gardens \*
  - Parliamentary Zone Car park lighting replacement
  - Duke of York Commemorative plaque
  - Commonwealth Ave Bridge North East Abutment
  - Separation Artwork 1 - Reconciliation Place
  - Separation Artwork 2 – Reconciliation Place
  - Indigenous leadership Artwork – Reconciliation Place
  - Scrivener Dam – 2nd emergency exit
  - Bali bombing commemorative plaque (with Joint House Department)
- 2003**
  - Commonwealth Place Forecourt Stage 1 \*
  - Sir John Butters and Sir John Overall Interpretative signage
  - Air Disaster Memorial Restoration
  - National Capital Exhibition Refurbishment Works
  - National Carillon and Aspen Island Refurbishment \*
  - Treasury Building northern forecourt refurbishment
  - King Edward terrace – intersection and pedestrian works
  - Scrivener Dam – hydraulic system replacement
  - AMP Sculptures Relocation
  - ANZAC Parade roundabout
- 2002**
  - Commonwealth Place \*
  - Reconciliation Place
  - National Portrait Gallery at Commonwealth Place
  - Speakers Square
  - RAAF Memorial redevelopment.
  - Reconciliation Australia Offices fitout
  - Australian Hellenic Memorial Flagpoles and Lighting
  - Anzac Parade medium gravel replacement and planter box refurbishment
- 2001**
  - Anzac Parade Lighting \*
  - Field Marshall Sir Thomas Blamey Square signage
  - Scriveners Hut Interpretative Signage
  - Magna Carta Monument
  - New Zealand Memorial
  - Federation Centenary Fountains
  - National Museum of Australia – landscape works
  - Anzac Parade interpretive signage

- 2000**
  - National Capital Exhibition – redevelopment
  - Regatta Point Exhibition centre Expansion and refurbishment
  - Griffin Plan Terrazzo Artwork
  - Old Parliament House Gardens Hedge replacement
  - Centenary of the Public Service Commemorative plaque
  - International tree of peace Commemorative planting
  - Millennium Tree Commemorative planting
  - Anzac Parade paths and seating
  - Australian National Korean War Memorial
- 1999**
  - Lobby restaurant refurbishment
  - Anzac Parade – Restoration of median planter boxes
  - Northcott Drive Roundabout
  - International Flag Display
  - Australian Service Nurses National Memorial
  - Constitution Place
- 1998**
  - Commonwealth Ave bridge footpath widening and security rail
  - Constitution Ave Extension between Blamey Cres and Northcott Drive \*
  - High Court / National Gallery of Australia entry works
  - Old Parliament House rear court enhancements
  - Old Parliament House signage
- 1997**
  - Commonwealth Park infrastructure upgrade
  - National Land irrigation replacement
  - Kings Ave Bridge footpath widening and security rail
  - Refurbishment of the Warrina Inlet bridge
  - Regatta Point jetty
  - Capital Circle Road restoration
  - New Bus shelters
  - Windsor Walk
  - High Court / National Gallery signage
- 1996**
  - Captain Cook Jet pipeline
  - Springbank island toilets
  - Emergency phone replacement
  - Lake Wall rehabilitation
  - Rond Terraces Car park restoration
- 1995**
  - Scrivener Dam cycle way
  - Parkes Place path system restoration
  - West Block access ramps



## Attachment 1 Projects delivered by the Authority 1989-2008

- 1994**
  - Kings and Commonwealth Ave bridges lighting restoration
  - Lotus Bay Jetty
  - Construction of Sydney Ave
- 1993**
  - Road pavement and footpath repair
  - Parliamentary parklands interpretive trail
- 1992**
  - National Memorial to Vietnam Veterans
- 1991**
  - Commonwealth Park public amenities
- 1990**
  - Lennox Gardens – stage 2
  - Mount Ainslie lookout improvements
  - Merchant Navy memorial
  - Peace Park
  - Scriveners Hut restoration
- 1989**
  - Lake Burley Griffin Southern Foreshore
  - National Memorial to the Australian Army
  - Section 28 Sewer upgrade
  - Upgrading of General Bridges Drive

# part six

The National Interest  
in Maintaining and Protecting  
the National Capital



## Part 6

### The National Interest in Maintaining and Protecting the National Capital

153. The Commonwealth Government is responsible for the development and maintenance of Canberra as a national asset. All Australians have made a major investment in the city. They have the right to expect that their investment will be protected and enhanced by the Commonwealth.
154. The Walter Burley Griffin design for Canberra as a city within the landscape has given the National Capital a unique and distinctive setting and character and this has been recognised by the Australian Parliament in gazetted plans for the city.
155. The unique design and character of Canberra largely derives from the way in which the city backdrop of natural bushland becomes formalised within the central national areas, its layout inscribed between the inner hills with plantings delineating the major avenues. Whilst the Australian Parliament House is prominent, the form of that building and all other buildings in the National Triangle and environs is secondary to the landscape setting. Lake Burley Griffin with its adjacent parklands is an important element of that setting. The lake visually connects the national and municipal area and brings people together for recreation, celebration and to reflect in commemorative places.
156. There are significant cultural attractions, parks and gardens, walks and commemorative artworks and places within the National Triangle and environs. The symbolic, cultural and environmental values of many of these is recognised in Commonwealth and National Heritage lists. The lake, public places and parks, the avenues, roads, pathways and lighting are critical to the experience of the central areas. This public realm of the nation is frequented by national and international visitors to Canberra.
157. The quality and meaning of these places are highly valued by Australians and they expect them to be accessible and safe and with an appropriate level of amenity. This is evidenced by successive national perception and visitor surveys.
158. The national importance of the central areas of Canberra, including the lake and the diplomatic precincts, has been recognised in law as land *required for the special purposes of Canberra as the National Capital*. This land is currently managed by the Authority because the agency is also responsible for the planning, enhancement and promotion of Canberra as the Capital.
159. Similarly, because Canberra is the National Capital, the Australian Government has recognised that there are areas beyond those for which it has direct management responsibility, but in which the landscape setting, scale and infrastructure quality is still of national interest. Accordingly, the Commonwealth has provided the ACT Government with extra funding to maintain many assets transferred to it at self-government (currently through Special Purpose Payments).
160. The diplomatic precincts within Canberra are also of national interest. The diplomatic missions and residences are a physical and cultural representation of Australia's international ties and contribute to the distinctive character of the National Capital. The management and leasing of the lands set aside for diplomatic purposes is complex and sensitive and is of significance in our international relationship with foreign states.
161. The maintenance of the national public realm has a direct effect on its use, meaning, amenity, safety and aesthetic. Canberra has earned a national and international reputation for leadership in the way that it has managed this investment in the National Capital.

### Position Papers

162. The following papers identify the relevant terms of reference of the Inquiry, the relevant provisions of the PALM Act; current arrangements; and the Authority position (and proposed arrangements) on Maintaining and Protecting the National Capital.

163. The position papers are:

- National Land and Asset Management
- Funding of Land and Asset Management
- The Diplomatic Precincts
- Heritage

## Position Paper - Maintain and Protect

National Land and Asset Management	
<b>Inquiry Terms of Reference</b>	<p>3 The appropriate level of oversight required to achieve the highest standards in design for areas of national significance</p> <p>5 ... developing the distinctive character of the National Capital</p>
<b>Objective</b>	Maintain and protect the character and amenity of areas that are of special national importance in an efficient and coordinated manner.
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part V Land management</p>
<b>Related legislation</b>	<i>National Land Ordinance 1989</i>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>The Authority manages National Land gazetted by the Minister as <i>land required for the special purposes of Canberra as the National Capital</i> and the public assets on it.</li> <li>This land includes the Parliamentary Zone (excluding the Parliamentary Precincts), Anzac Parade, Commonwealth and Kings parks, Lake Burley Griffin, Scrivener Dam, Acton Peninsula, Yarramundi Reach and the diplomatic precincts.</li> <li>The assets include memorials, artworks, fountains, parks and gardens, public amenities, signage, lights and other infrastructure.</li> <li>All of this land is within the proposed Areas of Special National Importance.</li> <li>Maintenance is outsourced by the Authority and contracts competitively tested in the market.</li> <li>The Department of Defence, Department of Finance and Deregulation and the Department of Parliamentary Services also manage National Land and assets as do the statutory cultural institutions (e.g. the High Court and National Gallery) and other Commonwealth agencies (e.g. Department of Innovation, Industry, Science and Research (Questacon)).</li> <li>Including the Authority, there are some 14 Commonwealth agencies<sup>2</sup> currently responsible for land and asset management in the central areas of Canberra. These agencies procure maintenance delivery independently from one another. Frequently areas at the interface of, or falling between, different agencies are overlooked or diminished. Refer diagram 6.1.</li> <li>As is the case for design and capital works, there is no mechanism which adequately prioritises maintenance in these areas or identifies duplication between Commonwealth agencies.</li> </ul>

<sup>2</sup> National Capital Authority; Department of Parliamentary Services; Department of Finance and Deregulation; National Library of Australia; Department of Innovation, Industry, Science and Research; High Court of Australia; National Gallery of Australia; Department of Environment, Water, Heritage and the Arts; Department of Defence; Australian War Memorial; National Museum of Australia; Department of the Prime Minister and Cabinet; AIATSIS; Office of the Governor-General.

<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• Opportunities for coordination and cooperation are limited to goodwill between bureaucrats or ad hoc arrangements. This is inefficient and ineffective (means for addressing these issues are outlined in the Authority Position Statement).</li> <li>• The differences in maintenance standards and scheduling produce a discernable quality difference on the ground. Case Studies demonstrating the need for a <i>National Capital Asset Management Program</i> are attached.</li> </ul>
-----------------------------	--

<b>The Authority Position Statement</b>	<ul style="list-style-type: none"> <li>• Canberra is a Capital worthy of our nation. Its landscape setting and national assets are valuable and culturally significant and warrant protection and proper maintenance by the Australian Government.</li> <li>• Whilst the national public places at the heart of Canberra are enjoyed by the local community, they are first and foremost the domain of the nation.</li> <li>• In the proposed Areas of Special National Importance there is substantial and unnecessary duplication and a general lack of coordination between Commonwealth Government agencies in the management of land and assets. This arrangement is counterproductive to rational asset and place management and effective use of Commonwealth resources.</li> <li>• A unified long-term strategy is essential for the efficient and effective maintenance and management of these areas. The focus should be on maintaining character and asset value consistent with the matters of national significance in the National Capital Plan.</li> <li>• A comprehensive and coordinated National Capital Asset Management Program for the Areas of Special National Importance would enhance the management of Commonwealth land and assets, improve resource allocation and achieve standards of maintenance worthy of the Nation's Capital.</li> <li>• Ideally, the National Capital Asset Management Program should be prepared and coordinated by an independent statutory agency with a professional and experienced staff.</li> <li>• Ideally, the procurement and delivery of associated maintenance services in Areas of Special National Importance should be the responsibility of that same agency (other than for agencies with stand-alone statutory asset management responsibilities).</li> </ul>
<b>Proposed New Arrangements</b>	<ul style="list-style-type: none"> <li>• In Areas of Special National Importance the Authority would have a statutory responsibility to review and advise on asset management and maintenance by federal agencies and to prepare a comprehensive <i>National Capital Asset Management Program</i> for the consideration of Government.</li> <li>• In Areas of Special National Importance the Authority would procure and manage associated maintenance services (other than for agencies with stand-alone statutory asset management responsibilities).</li> <li>• In Areas of Special National Importance there should be regular reviews of maintenance standards across Commonwealth agencies responsible for land and/or assets to evaluate maintenance quality and performance.</li> <li>• Those agencies that have stand-alone statutory asset management responsibilities (in their enabling legislation) could consider subcontracting delivery of maintenance services to the Authority.</li> </ul>



<b>Benefits</b>	<ul style="list-style-type: none"><li>• The removal of inefficient duplication within the Commonwealth and coordination of asset management services in Areas of Special National Importance.</li><li>• Increased buying power by the Commonwealth in service purchase contracts.</li><li>• Reduced overheads in managing maintenance services.</li><li>• Uniform and high quality standards of maintenance in Areas of Special National Importance commensurate with the use, amenity and visitor expectations for these areas.</li></ul>
-----------------	--

<b>Implementation Requirements</b>	<ul style="list-style-type: none"><li>• Amend the PALM Act to require the preparation of a coordinated <i>National Capital Asset Management Program</i>.</li></ul>
------------------------------------	--

## Case Studies demonstrating the need for a National Capital Asset Management Program

<p><b>Case Study 1</b></p>	<p>Duplication in the Parliamentary Zone</p> <ul style="list-style-type: none"> <li>• In the area surrounding the High Court and National Gallery of Australia (the Arts and Civic Campus), building and land management responsibility is currently split between four different agencies on behalf of the Commonwealth – the National Gallery of Australia; the High Court of Australia; Department of Finance and Deregulation (for the National Portrait Gallery); and the Authority (for the public land and assets between these buildings). Each of these agencies currently has legal responsibility for separate parcels of land. This arrangement results in uncoordinated and inefficient maintenance regimes and standards.</li> </ul>
<p><b>Case Study 2</b></p>	<ul style="list-style-type: none"> <li>• In The Treasury building precinct, the Department of Finance and Deregulation is responsible for building management and leases (including the southern forecourt above the basement) while the Authority is responsible for management and maintenance of the outside areas including the northern building forecourt and Treasury fountain. This arrangement means: <ul style="list-style-type: none"> <li>- Paving at the southern entrance is maintained by Finance while the paving and fountain in the northern forecourt is maintained by the Authority; and</li> <li>- Coffers Café currently has separate tenancy agreements and payment schedules with Finance for its indoor areas and with the Authority for its outdoors areas.</li> </ul> </li> <li>• Under a unified model, these functions would be effectively consolidated within a single statutory authority. For those agencies without specific land and asset management powers in their enabling legislation, this could occur through a formal change in the Administrative Arrangements. For those with specific powers, this could occur with consent via an agreement to 'purchase' services.</li> </ul>

## Position Paper - Maintain and Protect

Funding of Land and Asset Management	
<b>Inquiry Terms of Reference</b>	<p>3 The appropriate level of oversight required to achieve the highest standards in design for areas of national significance</p> <p>5 ... developing the distinctive character of the National Capital</p>
<b>Objective</b>	Sustainable funding for the maintenance of land and assets in areas that have special national importance
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part V Land management</p>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The Authority is currently responsible for the management of some \$456m in Administered assets. By 30 June 2008, this value will increase to around \$600m. All of these assets (excluding parts of the diplomatic estate) are in the central areas of the Capital.</li> <li>• Over the past five financial years (2001 - 2007) the value of administered assets under Authority management has increased by 36% (from \$335m in 2001-02 to \$456m in 2006-07 – an increase of \$121m).</li> <li>• Administered assets are valued on the basis of depreciated replacement cost – so the movement in asset values serves as a meaningful base against which to compare maintenance budgets.</li> <li>• In 2001-02, the ratio of <i>Departmental appropriation for maintenance expense</i> to <i>Administered asset value</i> was approximately 1:35. This means that \$1 of maintenance funding was spent by the Authority for every \$35 of asset value held.</li> <li>• By 2006-07 this ratio had fallen to 1:45. The forecast for 2008-09 is another fall in the ratio to 1:60. This means that (unless there is additional funding) there will be \$1 of maintenance funding for every \$60 of asset value held. This is not sustainable given the Commonwealth's maintenance obligations - including public safety, amenity, use and compliance with environment and heritage legislation.</li> <li>• Typically, as new memorials and commemorative works are built, the Authority assumes responsibility for the ongoing maintenance and management of the asset. There is no supplementation for the cost of that maintenance of these new assets.</li> <li>• There have also been significant increases in utility costs beyond the control of the Commonwealth. The cost of water and electricity use supplied by ACTEW has doubled in the past 3 years across the estate. The economic scarcity of these resources is impacting on land managers in the private and public sectors and the Authority is no exception.</li> <li>• There is no supplementation in funding to the Authority for the increased costs of these utilities. This is also not sustainable.</li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• The landscape setting, Lake Burley Griffin, parks and gardens, National Memorials, artworks, roads, paths and other assets that make up the public realm at the heart of the National Capital.</li> <li>• These assets represent the investment of Australians and warrant proper maintenance to ensure their use, quality, amenity and enjoyment and so that the Commonwealth meets its duty of care.</li> <li>• Funding should automatically be provided for the maintenance of new assets (such as memorials and artworks) when they are completed.</li> <li>• The current funding provided to the Authority for the maintenance of land and assets is not sufficient to care for them to the standard that their status and use warrant.</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• Government would conduct a one-off review of the base funding for the maintenance of land and assets managed by the Authority in Areas of Special National Importance.</li> <li>• Supplementary funding would automatically be provided for the maintenance of new assets as they are completed.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• Uniform and high quality standards of maintenance in Areas of Special National Importance commensurate with the use, amenity and visitor expectations for these areas.</li> <li>• Prudent management of maintenance priorities and resource allocation.</li> <li>• Protection of public land and assets for future generations.</li> </ul>

<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• A Government policy decision to review base funding and establish a framework for ongoing maintenance funding in Areas of Special National Importance.</li> <li>• Budget adjustments accordingly.</li> </ul>
---	---

## Position Paper - Maintain and Protect

The Diplomatic Precincts	
<b>Inquiry Terms of Reference</b>	<p>3 The appropriate level of oversight required to achieve the highest standards in design for areas of national significance.</p> <p>5 The effective national promotion of the National Capital, and the roles of the NCA and the ACT Government in advocacy for new infrastructure projects including responsibility for events and developing the distinctive character of the National Capital.</p>
<b>Objective</b>	Distinctive and high quality diplomatic precincts to enhance Australia's reputation with the international community
<b>PALM Act</b>	<p>Part II Establishment, functions and powers of the authority</p> <p>Part V Land management</p>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• Sites for diplomatic purposes are established through the National Capital Plan.</li> <li>• The Authority manages National Land gazetted by the Minister as <i>land required for the special purposes of Canberra as the National Capital</i>. The diplomatic precincts are illustrated in Maps 6.2 and 6.3.</li> <li>• The Authority also approves development within the diplomatic precincts and project manages the provision of infrastructure to unserviced diplomatic sites.</li> <li>• In the diplomatic precincts the Authority manages the sale and issue of Crown Leases for sites to foreign governments, rent appraisal and collection, and lease variations and compliance. This is carried out in consultation with the Department of Foreign Affairs and Trade and the Protective Security Coordination Centre.</li> <li>• All financial returns associated with the management of Diplomatic Land and leases are returned to consolidated revenue.</li> </ul>
<b>The Authority Position Statement</b>	<ul style="list-style-type: none"> <li>• The National Capital is the right location for the diplomatic presence of nations with which Australia shares a relationship.</li> <li>• The planning and development of diplomatic missions should reflect the highest standards of design to contribute to the character of the Capital and to the visitor experience.</li> <li>• The lease administration of the diplomatic estate requires professional and sensitive management at arms length from other international liaison. This process is best delivered by the Authority in liaison with, but separate from the Department of Foreign Affairs and Trade and the Protective Security Coordination Centre.</li> <li>• The Commonwealth should retain the planning and development approval of diplomatic missions.</li> </ul>

<b>Proposed New Arrangements</b>	<ul style="list-style-type: none"> <li>• The current arrangement serves the Commonwealth interests in the National Capital and should be retained.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• Protects and serves the national interests in accommodating diplomatic missions in the National Capital.</li> <li>• Maintains Australia’s reputation as an excellent environment for the diplomatic community.</li> <li>• Ensures that the diplomatic estate is maintained and developed as a source of interest and pride for Australians.</li> </ul>

<b>Implementation Requirements</b>	None
------------------------------------	------



## Position Paper - Maintain and Protect

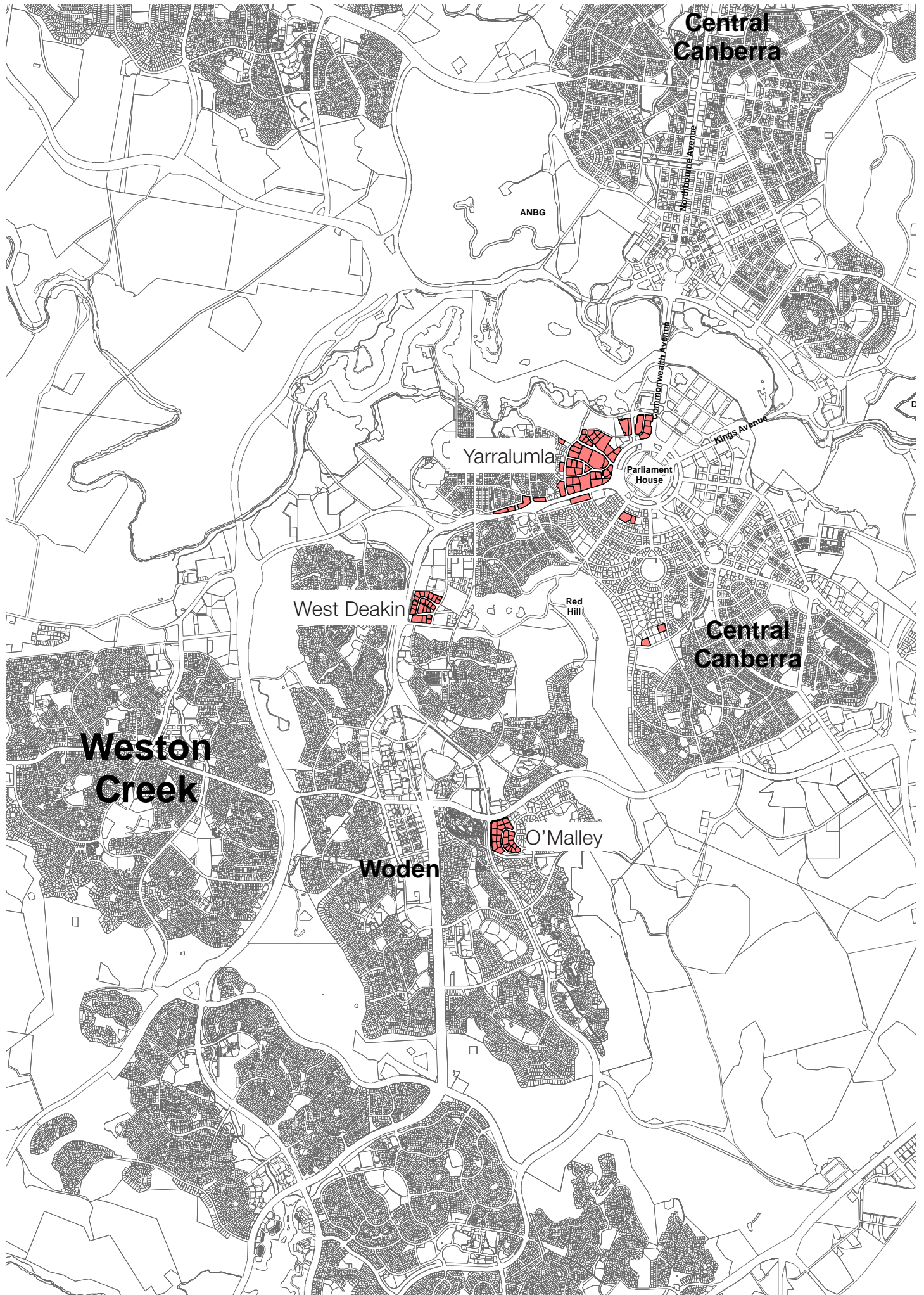
Heritage	
<b>Inquiry Terms of Reference</b>	<ol style="list-style-type: none"> <li>1 The administration of the National Capital Plan with particular emphasis on the reduction of red tape and duplication of municipal and local planning functions, the jurisdiction of ACT spatial policy and harmonisation of planning systems</li> <li>3 The appropriate level of oversight required to achieve the highest standard in design for areas of national significance.</li> </ol>
<b>Objective</b>	Protection of the heritage values of listed places in an efficient and coordinated manner.
<b>PALM Act</b>	Part II Establishment, functions and powers of the authority
<b>Related legislation</b>	<i>Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)</i>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• Within the current Designated Areas there are 4 National Heritage places, 44 Commonwealth Heritage places and 55 heritage places on the Register of the National Estate.</li> <li>• Commonwealth Heritage places are protected under the EPBC Act. All Commonwealth agencies that 'own' or control (e.g. lease or manage) heritage places are required to assist the Minister for the Environment Heritage and the Arts and the Australian Heritage Council to identify and assess the heritage values of these places.</li> <li>• The Authority manages three National Heritage places (Anzac Parade, High Court - National Gallery of Australia Precinct and Old Parliament House and Curtilage) and 22 Commonwealth Heritage places (17 are listed and 5 have indicative status). The Authority prepares, implements, monitors and reviews Heritage Management Plans for these places (as per the EPBC Act).</li> <li>• The management of other Commonwealth Heritage places within the current Designated Areas on National Land is the responsibility of the relevant Commonwealth land manager.</li> <li>• Heritage places within the current Designated Areas on Territory Land are the responsibility of the ACT Government or private sector owner. Development approval of these places is the responsibility of the Authority.</li> <li>• This can cause confusion about heritage governance and management on Territory Land (this problem is eliminated if the Authority proposal to align the Designated Areas to National Land is adopted as outlined in this submission).</li> <li>• For works approval applications affecting heritage places, the National Capital Plan requires the preparation of a Heritage Management Plan that applies the <i>Guidelines for the Conservation of Places of Cultural Significance</i> (Burra Charter).</li> </ul>
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• In 2005 protocol arrangements proposed by the Authority were agreed with the ACT Heritage Council and the Commonwealth Department of Environment, Water, Heritage and the Arts.</li> <li>• This protocol requires that in Designated Areas on Territory Land, places on the ACT Heritage Register, or on the Register of the National Estate have Heritage Management Plans prepared in accordance with the EPBC Act.</li> <li>• Also in 2005, the Authority commissioned a study into whether Canberra or parts of the City meet the threshold for nomination to the National Heritage List. Preliminary findings from the study identify the central area of Canberra and the inner hills as having outstanding significance to the nation (under the theme Canberra's planning, landscape and setting).</li> </ul>

<p><b>The Authority Position Statement</b></p>	<ul style="list-style-type: none"> <li>• The protection of Commonwealth Heritage places in the National Capital should demonstrate leadership with best practice planning, land management and design.</li> <li>• In Areas of Special National Importance, there is unnecessary duplication and a general lack of coordination between and within Commonwealth Government agencies, in the preparation and implementation of Heritage Management Plans. This arrangement is counterproductive to excellent heritage outcomes and effective use of Commonwealth resources.</li> <li>• In Areas of Special National Importance, Heritage management policies and implementation strategies across Commonwealth agencies should be compatible and complementary.</li> <li>• Ideally, in Areas of Special National Importance, the preparation of Heritage Management Plans should be coordinated by an independent statutory agency with a professional and experienced staff whose responsibility is the planning and development of the Capital.</li> <li>• The planning and development of Canberra and the Australian Capital Territory (including the layout and the National Capital Open Space System) should be assessed for national heritage significance. Ultimately this may result in a submission to nominate the Areas of Special National Importance and other parts of the National Capital to the National List.</li> <li>• Nationally significant heritage places must be protected when changes to land status or planning status are proposed (such as the removal of Designated Area status on Territory Land as proposed elsewhere in this submission).</li> </ul>
<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• In the Areas of Special National Importance the Authority would coordinate the preparation of all Heritage Management Plans for assets on the Commonwealth and National lists.</li> <li>• If the Designated Areas are reviewed and renamed as Areas of Special National Importance development approval for heritage places on Territory Land outside the Areas of Special National Importance (e.g. the Albert Hall) will become the sole responsibility of the ACT Government. The EPBC provision would apply if such places achieve National Heritage listing.</li> <li>• Parts of Canberra (such as the National Triangle, Lake Burley Griffin and parts of the National Capital Open Space System) could be nominated to the National Heritage List in recognition of the outstanding heritage significance of Canberra to the nation.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• Improved coordination of Commonwealth heritage management policies in Areas of Special National Importance.</li> <li>• The appropriate level of oversight and coordination to achieve proper protection, design and maintenance of heritage areas on National Land.</li> <li>• Eliminate confusion about responsibility for the protection of heritage places on Territory land.</li> </ul>
<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• Agreement by Government that the Authority should coordinate Heritage Management Plans within the proposed Areas of Special National Importance.</li> </ul>





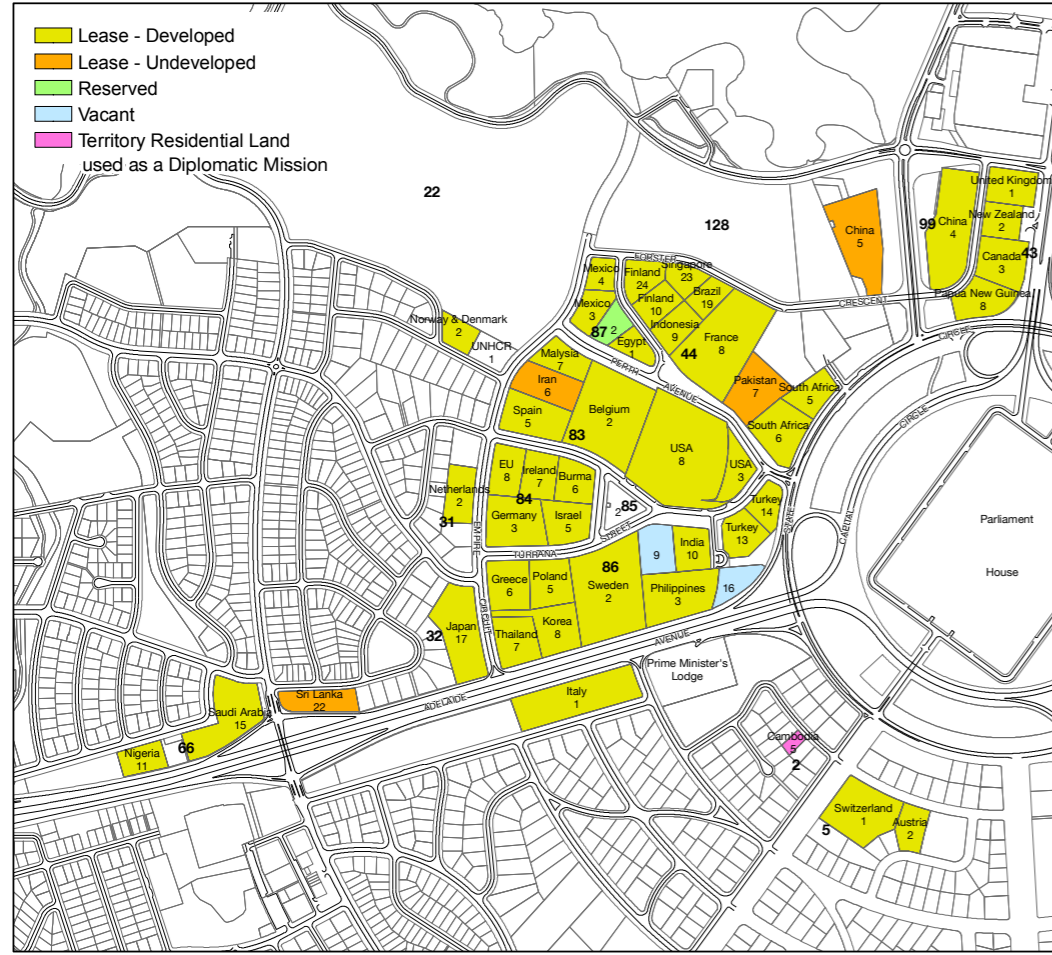
Map 6.2 – Diplomatic Precincts





# Map 6.3 – Diplomatic Precincts

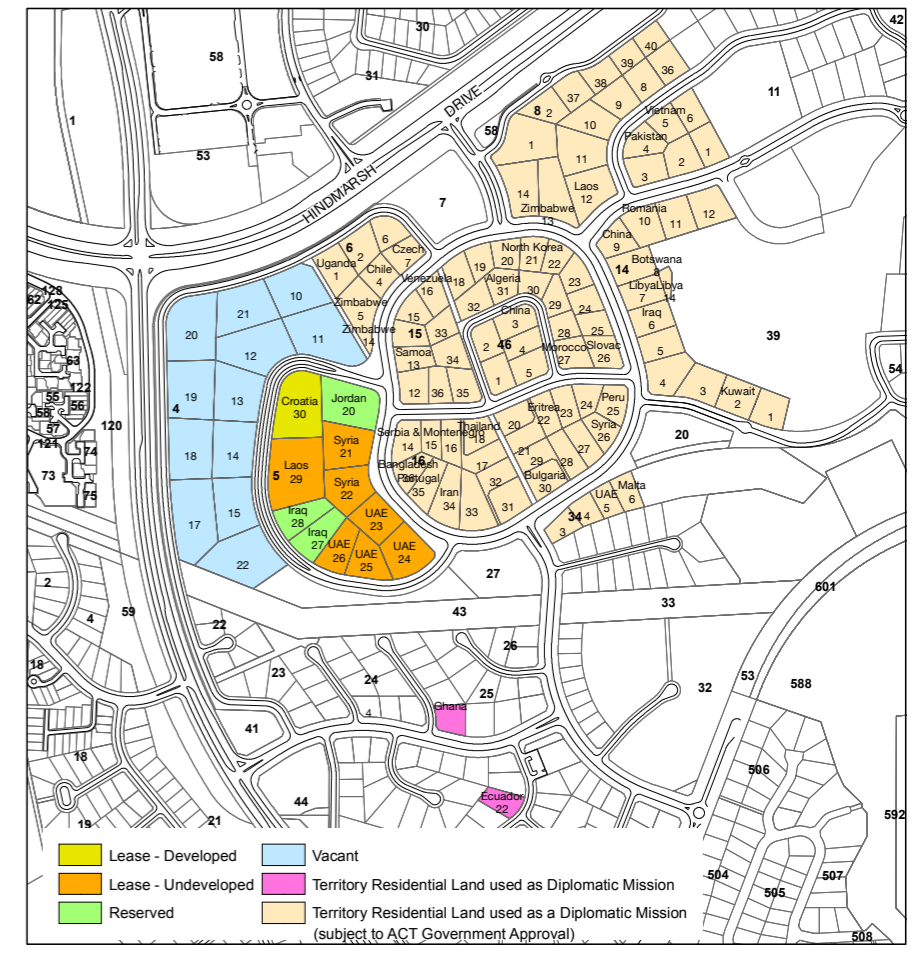
## Yarralumla



## West Deakin



## O'Malley



# part seven

The National Interest  
in Promoting the  
National Capital





## Part 7

### The National Interest in Promoting the National Capital

164. Since federation in 1901, the National Capital has always been seen as not only the Seat of Government but also a place that symbolises our heritage, values and aspirations and has become a source of pride for Australians.
165. These ideals of the founders are evident in the speeches delivered at the 1913 ceremony to lay the foundation stones of the Commencement Column and to name the federal city 'Canberra'.

*Here, on this spot, in the near future, and, I hope, the distant future too, the best thoughts of Australia will be given expression to, both in legislative and administrative acts. I hope that this city will be the seat of learning as well as of politics, and it will be able to be the home of art.*

(Andrew Fisher, Prime Minister, naming of the federal city 12 March 1913)

*The City that is to be should have a splendid destiny before it, but the making of that destiny lies in your hands, the hands of your children, and those who come after them. Remember that the traditions of this City will be the traditions of Australia. Let us hope... that here will be reflected all that is finest and noblest in the national life of the country; that here a city may arise where those responsible for the government of this country in the future may seek and find inspiration*

(Lord Denman, Governor-General, 12 March 1913)

*All subsequent Australian political history will concentrate its searchlight on this place where we congregate – a magnetic centre of attraction to the eyes of countless generations still unborn, and forever the visible evidence of Australia's national destiny.*

(King O'Malley, Minister of State for Home Affairs, 12 March 1913)

166. Canberra today is the place where Australians can see and experience our national government at work. It is where we as a nation, pay respect to, commemorate and mourn those who have died in the defence of our freedom and protecting our lifestyle. Canberra is also the main keeping place of our national memory and treasures. It is here that we store the record of our shared past and where we can access and appreciate many of our cultural attractions and institutions. It is here that we host the international community, celebrate our national achievements and protest national agendas.
167. Important national places at the heart of the Capital include the Parliament House, the National Triangle with its sweeping vista, the beautiful parks and gardens, commemorative sites and cultural institutions; Anzac Parade with its memorials; Lake Burley Griffin; and the landscape setting of the city. These places are the primary visitor destinations in Canberra and attract more than a million Australians and other tourists each year.
168. Establishing an appreciation of the value of Canberra as the National Capital and as a source of pride will enrich Australians appreciation of the Capital. This is an effective way of ensuring that the continuing Commonwealth investment in Canberra is productive.
169. It is in the national interest to foster an awareness of Canberra as the National Capital and encourage people to learn more about what it means to be an Australian, engender an appreciation of our cultural attractions and national public places, make sure that the central national areas are accessible, appropriately animated and welcoming, and monitor Australians expectations and perceptions about the city.
170. Promoting the National Capital plays a significant role in developing our sense of national identity and influences our international reputation.

## Position Paper

171. The following paper identifies the relevant terms of reference of the Inquiry, the relevant provisions of the PALM Act; current arrangements; and the Authority position (and proposed arrangements) on Promoting the National Capital.

172. The position paper is:

- Foster an Awareness of Canberra as the National Capital

This is supported by a table at Attachment 1 identifying current activities and proposing others that the Authority considers will be effective in promoting the National Capital. The delivery of these would not be sustainable without funding by Government.



## Position Paper - Promote

<b>Foster an Awareness of Canberra as the National Capital</b>	
<b>Inquiry Terms of Reference</b>	5 The effective national promotion of the National Capital, and the roles of the NCA and the ACT Government in advocacy for new infrastructure projects including responsibility for events and developing the distinctive character of the National Capital.
<b>Objective</b>	The Commonwealth's interest in fostering awareness of Canberra as the National Capital is clearly defined, effective and measurable.
<b>PALM Act</b>	Part II Establishment, functions and powers of the authority
<b>Current Arrangements</b>	<ul style="list-style-type: none"> <li>• The PALM Act has one reference only to the promotion of the National Capital under section 6 (e) <i>to foster an awareness of Canberra as the National Capital.</i></li> <li>• Because this function is difficult to define there are various interpretations and expectations which can lead to duplication with the marketing and education initiatives of other Commonwealth agencies and of ACT Government tourism (means for addressing this issue is outlined in the Authority position statement).</li> <li>• Since 1996 the Authority has conducted national perception surveys which have proved to be valuable in informing national and local decisions related to promoting the Capital.</li> <li>• Prior to recent savings measures required by Government the Authority supported a solid exhibition and outreach program, events, and venue marketing. These are largely no longer sustainable.</li> </ul>

<b>The Authority Position Statement</b>	<ul style="list-style-type: none"> <li>• The National Capital is about more than buildings and places – it is also what it means in our hearts, our minds and our national psyche.</li> <li>• The Capital should be promoted as a place that belongs to and is meaningful to all Australians.</li> <li>• The role of the Authority <i>to foster an awareness of Canberra as the National Capital</i> complements the activities of Commonwealth cultural institutions and ACT Government tourism endeavours. It is not primarily about providing entertainment to local residents although this can be a secondary outcome of events and activities.</li> <li>• The scope and intent of this function should be clarified in the statute to identify the Australian Government's role in encouraging and promoting national and international understanding, appreciation and celebration of Australia's National Capital and to ensure that it is appropriately resourced.</li> </ul>
---	--

<p><b>Proposed New Arrangements</b></p>	<ul style="list-style-type: none"> <li>• The Commonwealth interest in <i>fostering an awareness of Canberra as the National Capital</i> would be clearly defined in the PALM Act to:             <ul style="list-style-type: none"> <li>- inform and educate Australians about the role of the National Capital;</li> <li>- destination market the Areas of Special National Importance</li> <li>- enrich the visitor experience in the Areas of Special National Importance;</li> <li>- encourage events that define the nation, showcase the Capital and influence reputation;</li> <li>- record the history of Canberra and monitor Australian perceptions and expectations of their National Capital; and</li> <li>- promote the National Capital to the international community.</li> </ul> </li> <li>• With appropriate funding the function could include the proposed activities outlined in the table at Attachment 1.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>• The scope and intent of the interest in promoting Canberra as the National Capital will be unambiguous.</li> <li>• The relationship of this interest to ACT Government tourism will be clarified.</li> <li>• The marketing and education investment of Canberra’s national institutions and attractions will be reinforced and more effective.</li> <li>• Reliable data and benchmarks will be available to inform Government investment.</li> <li>• The story of Canberra as Australia’s National Capital will be recorded for posterity and used to educate and inform.</li> </ul>
<p><b>Implementation Requirements</b></p>	<ul style="list-style-type: none"> <li>• Amend the PALM Act to include definitions to clarify this function.</li> </ul>

## Attachment 1 - PROMOTION OF THE NATIONAL CAPITAL – PROPOSED NEW ARRANGEMENTS

Proposed Promotion Function	Current Arrangements	Proposed Promotional Activities
<p><b>Inform and educate Australians about the role of the National Capital</b></p> 	<ul style="list-style-type: none"> <li>• A suite of online information and educational resources (eg. the Primary and Secondary school education kits) on the National Capital.</li> <li>• Virtual tours of exhibition facilities – National Capital Exhibition, Blundells Cottage and the National Carillon.</li> <li>• The National Capital Exhibition is open seven days (closed public holidays apart from Canberra Day), open weekdays 9am to 5pm and on weekends from 10am to 4pm.</li> <li>• Blundells Cottage is open on Saturdays from 10am to 3pm.</li> <li>• The National Carillon has recitals on Wednesdays and Sundays.</li> </ul> <p>To achieve the savings measures required by Government, the Authority has made the following changes to services:</p> <ul style="list-style-type: none"> <li>• No development of new outreach resources in 2008.</li> <li>• Travelling exhibitions to regional Queensland and Victoria have been recalled.</li> <li>• Publications have been reduced with the exception of the website.</li> <li>• The Authority no longer provides guided tours of the National Capital Exhibition. Public programs at the Exhibition have ceased.</li> <li>• Opening hours of Blundells Cottage have been reduced to Saturdays. Public programs at Blundells Cottage have ceased.</li> <li>• Guided tours and public programs at the National Carillon have ceased. The existing contract for the Carillon Director has been terminated; a new contract with reduced services is being negotiated.</li> </ul>	<p>Subject to available funding:</p> <ul style="list-style-type: none"> <li>• The range of services and programs provided by the National Capital Exhibition, Blundells Cottage and the National Carillon to the levels provided in 2006 - 07. This includes: <ul style="list-style-type: none"> <li>- provision of guided tours for groups to the National Capital Exhibition</li> <li>- opening Blundells Cottage seven days a week</li> <li>- provision of an expanded Carillon recital program, Carillon tours and full reappointment of the Carillon Director.</li> </ul> </li> <li>• Online educational resources supported by new media technologies such as podcasts, virtual tours and videos.</li> <li>• Travelling exhibitions to bring the story of the National Capital to all Australians.</li> </ul>
<p><b>Destination market the Areas of Special National Importance</b></p> 	<ul style="list-style-type: none"> <li>• Currently, there are no cooperative arrangements to market and promote the Central Areas of the Capital as a destination (including the National Triangle, Anzac Parade and the Australian National Botanic Gardens). The national cultural institutions market independently, are separately branded and have no collective buying power.</li> <li>• The ACT Government promotes 'Canberra' as a tourism destination and as a place to live.</li> <li>• In November 2007, the Authority endorsed a Destination Marketing Plan. This plan is yet to be implemented.</li> </ul>	<p>Subject to available funding:</p> <ul style="list-style-type: none"> <li>• Implement a Destination Marketing Plan for the proposed Areas of Special National Importance. The Authority to convene a Destination Marketing advisory committee of the Directors of the relevant national cultural institutions.</li> </ul>

**Proposed Promotion Function**

**Current Arrangements**

**Proposed Promotional Activities**

**Enrich the visitor experience in the Areas of Special National Importance**



- Interpretative and Horticultural volunteer programmes. Guided tours of Anzac Parade and the Parliamentary Zone are provided for groups on request (subject to the availability of volunteers).
- The Authority facilitates and administers approvals for events staged on national outdoor venues (land managed by the Authority).
- In 2006 - 07 the Authority processed and facilitated 804 applications for events on National Land, including Cirque du Soleil and Silverchair/Powderfinger (Parliamentary Zone) and Sir Elton John (Stage 88, Commonwealth Park).

To achieve the savings measures required by Government, the Authority has made the following changes to services:

- Recruitment to the Interpretative Volunteer program has ceased. Volunteer training and development programs have been reduced.
- Volunteer guided tours of the National Carillon are no longer provided.
- Scheduled guided tours of Anzac Parade and the Parliamentary Zone are no longer provided.
- The Event Volunteer program has ceased (as the Authority is no longer involved in delivering events).
- The Authority has limited ability to market venues to event organisers and promoters.
- Authority conducted events such as *Summer in the Capital* and *Winter in the Capital* (conducted with the support of sponsors) have ceased.

Subject to available funding:

- Volunteer management and interpretative activities at the levels provided in 2006 – 07, including:
  - management of the Interpretative Volunteer program (recruitment, rostering, training, uniforms and development).
  - scheduled and promoted volunteer guided tours of Anzac Parade, the Parliamentary Zone, National Carillon and other special national areas in Canberra.
- The promotion of national venues to event organisers and promoters.

**Encourage events that define the nation, showcase the capital and influence reputation**





To achieve the savings measures required by Government, the Authority has made the following changes to services:

- The Authority previously conducted events on National Land to promote the role of the National Capital. These included: *Australia Day Live concert* (national telecast and 35,000 live audience), *Australia Day in the National Capital* (15,000 attendees), Canberra screening of *Tropfest* (17,000 attendees). These events were initiated by the Authority and conducted with the support of partners and sponsors.
- The Authority does not have the capacity to sustain these events in the future.

Subject to available funding:

- Authority delivery of significant national events, subject to national broadcast.
- Development of a National Capital Promotions Fund to provide up to \$1,000,000 per year to support non-government national promotional activities about the Capital.



Proposed Promotion Function	Current Arrangements	Proposed Promotional Activities
<p><b>Record the history of Canberra and monitor Australian perceptions and expectations of their National Capital</b></p> 	<ul style="list-style-type: none"> <li>The Authority manages a specialist Library which archives and provides a comprehensive history of the planning and development of the National Capital. The library is open one day each month subject to bookings.</li> </ul> <p>To achieve the savings measures required by Government, the Authority has made the following changes to services:</p> <ul style="list-style-type: none"> <li>The Authority has published a range of resources on the history of Canberra (eg. <i>Symbolic Role of the National Capital</i> and <i>Canberra - City in the Landscape</i>). New publications have ceased.</li> <li>The Authority has measured the success of promotions on the National Capital through national perceptions surveys undertaken in 1996, 2002 and 2006. Information gained through these surveys has been shared with the national cultural institutions and the ACT Government and has guided planning of promotion strategies. In 2006 the ACT Government was given the opportunity to include questions in the survey relating to Canberra's centenary. The Authority does not have the capacity to sustain national perception surveys in the future.</li> <li>The opening hours of the Authority Library have been reduced from Monday to Wednesday to one day a month.</li> </ul>	<p>Subject to available funding:</p> <ul style="list-style-type: none"> <li>Undertake regular national perception surveys of the capital to monitor Australian perceptions and expectations of their National Capital.</li> <li>Reopen the Authority Library to provide access to the public on a regular basis.</li> <li>Advocate and support publishing on the history and character of the Capital.</li> </ul>
<p><b>Promote the National Capital to the international community</b></p> 	<p>The following arrangements currently apply:</p> <ul style="list-style-type: none"> <li>The Authority is enhancing its engagement with the diplomatic community in Canberra through the conduct of National Capital induction tours to newly accredited diplomatic Heads of Mission, facilitation of commemorative works as gifts to our nation and assistance with flag raisings, visiting delegations and events.</li> <li>A new program of cyclical exhibitions called <i>Showcase Canberra</i> is under development, whereby the diplomatic community can mount exhibitions and associated events at Commonwealth Place.</li> <li>The Authority is a founding member of the Capitals Alliance formed in 2001 between Canberra, Washington DC, Ottawa and Brasilia.</li> <li>The Terms of Reference for the Capitals Alliance create linkages and encourage the sharing of visions and ideals for the national capitals in the 21<sup>st</sup> century, provide a forum for the exchange of information, expertise and ideas on national capitals, and promote the story of the past, present and the future of Alliance capitals.</li> <li>The Authority's professional reputation and membership of the Capitals Alliance has led to invitations to address and advise other nations building federal administrative centres eg. Seoul, Abu Dhabi and Tshwane on planning, governance, promotions and maintenance.</li> </ul>	<p>Subject to available funding:</p> <ul style="list-style-type: none"> <li>Development of Showcase Canberra as a program of events and exhibitions to highlight the countries with which Australia shares a diplomatic relationship. It is proposed that this will be delivered in partnership with the ACT Government (discussions have commenced and progress is subject to funding).</li> <li>Facilitation of the design and placement of gifts from foreign states in the National Capital.</li> </ul>

# appendices

### Authority Members 1989-2008

YEAR	CHAIR	MEMBERS	CHIEF EXECUTIVE
1989-90	Bob Lansdown	Jacinta McCann Prof. Paul Reid (dec) Emeritus Prof. Manning Clark (dec)	Lyndsay Neilson
1990-91	Bob Lansdown	Jacinta McCann Prof Paul Reid (dec) Emeritus Prof Manning Clark (dec)	Lyndsay Nielson
1991-92	Bob Lansdown (part) Joe Skrzynski (part)	Jacinta McCann Prof Paul Reid (dec) Fred Quinane (dec)	Lyndsay Neilson
1992-93	Joe Skrzynski	Prof Paul Reid (dec) Fred Quinane (dec) Catherin Bull	Gary Prattley
1993-94	Joe Skrzynski	Prof Paul Reid (dec) Fred Quinane (dec) Catherine Bull	Gary Prattley
1994-95	Prof. Hon. Evan Walker	Prof Paul Reid (dec) Fred Quinane (dec) Catherine Bull Virginia Walsh	Michael Ratcliffe
1995-96	Prof. Hon. Evan Walker	Prof Paul Ried (dec) Catherine Bull Virginia Walsh Brian Martin AO	Michael Ratcliffe
1996-97	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Catherine Bull Virginia Walsh Brian Martin AO	Michael Ratcliffe
1997-98	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Virginia Walsh Brian Martin AO Jim Birrell	Annabelle Pegrum AM
1998-99	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Jim Birrell Brian Martin AO Wayne Stokes Sallyanne Atkinson AO	Annabelle Pegrum AM
1999-00	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Jim Birrell Wayne Stokes Sallyanne Atkinson AO	Annabelle Pegrum AM
2000-01	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Jim Birrell Wayne Stokes Sallyanne Atkinson AO	Annabelle Pegrum AM

YEAR	CHAIR	MEMBERS	CHIEF EXECUTIVE
2001-02	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Wayne Stokes Michael Ball AM	Annabelle Pegrum AM
2002-03	Air Marshall David Evans AC, DSO, AFC, RAAF (Retired)	Wayne Stokes Michael Ball AM Denis Page John Seccombe	Annabelle Pegrum AM
2003-04	Arthur Kenyon AM	Michael Ball AM Denis Page John Seccombe	Annabelle Pegrum AM
2004-05	Arthur Kenyon AM	Michael Ball AM Denis Page John Seccombe	Annabelle Pegrum AM
2005-06	Michael Ball AM	Michael Ball AM Denis Page John Seccombe	Annabelle Pegrum AM
2006-07	Michael Ball AM	John Murray Kathryn Greiner AO Hon. Neil Andrew AO	Annabelle Pegrum AM
2007-08	Michael Ball AM	John Murray Kathryn Greiner AO Hon. Neil Andrew AO	Annabelle Pegrum AM



## National Capital Authority – Provision of Services 1989-2008

Year	Commissioned by	Details
1989-90	Official Establishments Trust	Conservation Study and Management Plan for the Governor-General's office
1989-90	Dept. Industry, Technology and Commerce	Multifunction Polis
1991-92	Joint study – ACT Government agencies, Commonwealth Department of Transport and Communications	Rapid transport system (following Future Public Transport Options Study)
1991-92	Joint study with ACT Planning Authority	Urban Design and Master Plan for City Hill
1991-92	Department of Health, Housing and Community Services	Building Better Cities Program commences
1991-92	Department of the Arts, Sport, the Environment and Territories (DASET)	Cocos (Keeling) Islands Land Use Plan and Development Plan
1991-92	DASET and ACT Government Agencies	Joint Task Force on Commonwealth/ACT Projects
1991-92 onwards	ACT Government	ACT and Sub-regional Planning Committee
1993-94	Joint study with ACT Government and Queanbeyan City Council	National Ideas Competition for the development of Jerrabomberra for the OECD's Ecological City Project
1993-94	Department of Housing and Regional Development	National Priority Regions Program commences
1993-94	Department of Housing and Regional Development	Australian Urban and Regional Development Review commences
1993-94	Cooma Council and Snowy Mountains Engineering Corp.	Flood Plain Management Study
1994-95	Department of Housing and Regional Development and Queensland Department of Housing, Local Government and Planning and Brisbane City Council	OECD Ecological City Workshop organisation
1995-96	Department of Housing and Regional Development and ACT Government	Joint Review Canberra's Metropolitan Growth Strategy commences ( <i>National Capital Beyond 2000</i> )
1995-96	Department of Housing and Regional Development	Interim Better Cities Program Evaluation
1995-96	Department of Housing and Regional Development	Australian Award for Urban Design program
1995-96	Department of Housing and Regional Development	Housing an Ageing Society Conference organisation
1995-96	Department of the Environment, Sport and Territories	Norfolk Island Statutory Land Use Plan commenced
1995-96	Department of the Environment, Sport and Territories	Jervis Bay Statutory Planning Scheme commenced
1996-97	Department of Communications and the Arts	Joint study of Options for the Siting of the National Museum of Australia commences

Year	Commissioned by	Details
1996-97	Department of Foreign Affairs and Trade and Australia-India Council	New Horizons project – organisation and management of International Conference on Management of Cities and Urban Growth
1997-98	Department of Defence	Planning and development analysis for Russell Offices
1997-98	Department of Finance and Administration	Kingston Foreshore Environmental Studies
1998-99	Department of the Prime Minister and Cabinet	Car park improvement study
2003-04	Department of Parliamentary Services	Perimeter security at Parliament House
2003-04	Department of Foreign Affairs and Trade	Perimeter security at R.G. Casey Building
2003-04	Department of Defence	Perimeter security at Russell Offices
2003-04	Department of Finance and Administration	York Park and Anzac Park West
2004-05	St John's Church, Reid	Master Planning assistance commenced
2005-06	Department of Defence	Accommodation project commenced
2006-07	Attorney-General's Department	Design work for the Diplomatic Estate
2006-07	Department of Defence	Planning and urban design services for the Russell Precinct

## Capital Alliance Snapshot



# The Capitals Alliance

Governance Snapshot







# Contents

Legislation . . . . .	1
Government Partners . . . . .	5
Governance . . . . .	7
Structure of Alliance Partners. . . . .	7
‘Board’ Membership . . . . .	9
‘Board’ Role and Responsibilities . . . . .	11
Advisory Committees . . . . .	13
Executive Management. . . . .	15
Activities. . . . .	17
Federal Planning . . . . .	17
Involvement in Partner Government Planning. . . . .	19
Involvement with other Federal Agencies . . . . .	21
Promotion & Outreach. . . . .	23
Management of Buildings and Assets . . . . .	25
Relationships with Partner Governments . . . . .	29
Informal Relationships with Partner Governments . . . . .	31
Public Consultation . . . . .	33
About Capitals Alliance . . . . .	35





### Canberra

The Seat of Government (Administration) Act 1925 established the Federal Capital Commission to develop and administer the (now) ACT which was replaced after a gap with the National Capital Development Commission in 1957 to plan, develop and construct Canberra. The Australian Capital Territory (Self Government) Act 1988 transferred a range of powers from the national government to the newly formed local government. The Australian Capital Territory (Planning and Land Management) Act 1988 created a national agency, the National Capital Planning Authority (now the National Capital Authority (NCA) with responsibility for planning and development related to Canberra's role as the National Capital.

### Ottawa

Under the National Capital Act 1958, amended in 1988, the National Capital Commission (NCC) is a Crown corporation whose mandate is to be to build a great Capital for Canadians, specifically:

“...to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order that the nature and character of the seat of the Government of Canada may be in accordance with its national significance...” (1958)

“...to organize, sponsor or promote such public activities and events in the National Capital Region as will enrich the cultural and social fabric of Canada...” (1988)

The NCC's mandate includes coordinating the policies and programs of the Government of Canada respecting the organization, sponsorship or promotion by federal departments of public activities and events related to the National Capital Region (NCR); and approving the design of buildings and land use, as well as any changes in use relating to federal lands in the NCR. The NCC owns approximately 10 percent of Canada's Capital Region (470 square kilometres) on behalf of the federal government.

The Report of the Panel on the NCC Mandate Review – Charting a New Course – was submitted to the Minister in December 2006. The Report provides 31 recommendations on NCC activities, governance and level of funding. The Report suggests a transformation of the NCC to ensure that Canada's Capital remains a world-class capital, one of which all Canadians can be proud and one that will be the envy of all visitors, national and international. The NCC of the future will be an open, responsive and strategic organization that operates in harmony with its regional stakeholders, while delivering on its national mandate to create a Capital for all Canadians.

## Legislation







### Washington

In 1924, the US Congress established the National Capital Park Commission, the predecessor of today's National Capital Planning Commission (NCPA). Although the Commission's duties and responsibilities have evolved over time, the 1952 National Capital Planning Act established NCPA as the central planning agency for the federal government throughout the National Capital Region, an area of 2,500 square miles that includes the District of Columbia, six surrounding counties in Maryland and Virginia, and 4 incorporated towns.

When Congress passed the District of Columbia Home Rule Act in 1973 to create a local government authority, planning responsibilities for the District of Columbia transferred to the DC Mayor's office. NCPA retained its role as central planning agency for federal land and buildings in the National Capital Region as well as that of an advisory authority over certain non-federal land use and building decisions within the District.

### Brasilia

Federal District is a special unity of Brazilian Federation, created to establish federal capital Brasília. The actual capital change originated from the political decision made through the 1891 Federal Constitution. The objective was to integrate the need of the country's inland side to the coastal, more populated and developed side. It was transferred from Rio de Janeiro to Goiás (Center of Brazil) in 1960. The government administrative structure is composed of the Governor and sixteen state secretaries. After the new 1988 Federal Constitution, Brasília acquired political rights and autonomy for the governors, senators and representatives elections. The Legislative Assembly of the Federal District approves laws and budget.

## Legislation *continued*





## Government Partners

### Canberra

The Australian Parliament established the ACT as a body politic with limited Self-Government under the Australian Capital Territory (Self-Government) Act 1988. The legislation provided for an elected Legislative Assembly with an Executive responsible for governing the Territory (the ACT Government). Introduction of Self-Government for the ACT created a situation where the Commonwealth Government and ACT Government would share responsibility for the further planning and development of the Territory.

The Commonwealth Government is responsible for Canberra's role and functioning as the National Capital and (subject to that Self-Government Act) the ACT Government assumes responsibility for those affairs comparable to the other Australian states and for local government services.

### Ottawa

The NCC partners with two provinces and seven municipalities (in particular two large urban agglomerations Ottawa and Gatineau, as well as with many federal departments in the delivery of its mandate).

### Washington

The District of Columbia is the major partner government. Coordination and consultation with the local authority is ensured institutionally through the composition of the Commission. Four (of twelve) Commission members represent the interests of the District of Columbia—the Mayor, the Chairman of the City Council and two mayoral appointees. At Commission meetings, the director of the DC Office of Planning usually attends in the place of the mayor.

NPC's statute also provides for coordination and consultation with the planning agencies of the counties and incorporated towns within the National Capital Region.







**Canberra**

▶ The NCA is established under the Australian Capital Territory (Planning and Land Management) Act 1988 (the Act). Part II of the Act establishes the Authority, prescribes its powers and functions and makes it subject to general ministerial direction.

The statutory functions of the NCA comprehensively establish the extent of the Commonwealth's interest in the National Capital.

**Ottawa**

▶ The NCC is a 'Crown corporation' - a legal definition that allows the NCC to function in a business like manner at arm's length from the central government. The NCC is responsible to Parliament for guiding the development of federal lands in the Capital over the long term. It can harmonize its plans with those of other levels of government in the region and has the power to enter into productive agreements with other parties to achieve its objectives. The Chair reports to the Minister for Transport, Infrastructure and Communities.

**Washington**

▶ NCPC is a statutory body with twelve designated members. The U.S. President appoints the Chairman of the Commission, who is the head of the agency, as well as two other members. NCPC is an executive branch agency, and the Chairman reports directly to the President.

**Brasilia**

▶ Brasilia doesn't have special political staff for governing only the capital nucleus. The Federal District Governor is responsible for governing all territory, for its planning and development. He appoints the sixteen State Secretaries, which comprises the executive branch. The State Secretary of Urban and Environment Development - SEDUMA- has the responsibility for the planning territory. Direct governance is composed of sixteen State Secretaries, responsible for policies and programs of each own role. The administration is also composed of public enterprises, private/public companies, foundations and others. Public governance is also supported by thirty town administrators, who do not have political or administrative autonomy.

# Governance Structure of Alliance Partners





## ‘Board’ Membership

### The term ‘Board’ is used to describe the leadership structure which directs the activities of the agency.

#### Canberra

The Authority consists of a Chairman, a Chief Executive and three other members, all of whom are appointed by the Governor-General. The Chief Executive is full-time while the other four members serve on a part-time basis (section 33 of the Act). The Chief Executive manages the affairs of the NCA under the general directions of the Authority (section 45 of the Act).

Note The staff of the NCA are employed under the Public Service Act 1999.

#### Ottawa

The Board of Directors is made up of 15 members:

- Chairperson;

- Chief Executive Officer (CEO);

- Five members from the Capital region; and

- Eight members from other regions of Canada.

The Governor-in-Council appoints the Chairperson and CEO, and the Minister of Transport, Infrastructure and Communities appoints other Board members.

#### Washington

The Commission has twelve members. The President appoints three citizens (including the Chair), at least one of whom must come from Virginia and one from Maryland, the states bordering the District. The Mayor of the District of Columbia appoints two citizens, who must be residents of the city. The five presidential and mayoral appointees are required to have experience in city or regional planning. The remaining seven members serve ex-officio, representing the Secretaries for Defense and Interior, the Administrator of General Services, the committees of the U.S. Senate and House of Representatives responsible for DC affairs, the Mayor of the District of Columbia, and the Chairman of the Council of the District of Columbia.

#### Brasilia

The Governor of the Federal District, the Deputy Governor, the State Secretary of Urban and Environment Development – SEDUMA – and other State Secretaries, specially the Culture and Public Work Secretariats intend to constitute Brasilia as a Humanity Cultural Heritage, recognized by UNESCO.





## 'Board' Role and Responsibilities

### Canberra

The Authority provides strategic and policy direction to the NCA. The powers of the Authority as set out in section 8 of the Act are to do all things necessary or convenient to be done for or in connection with the performance of its functions.

### Ottawa

The Board of Directors primary responsibility is to ensure that corporate resources are safeguarded and used effectively and efficiently. The Commission oversees and provides strategic direction to the corporation, strives to foster good relations with all stakeholders and evaluates and reports on the corporation's performance.

### Washington

The Commission (Board) is involved in each of the agency's principal activities: plan review, comprehensive planning, special-project ("signature") planning, and the prioritization of capital expenditures.

1. The Commission reviews all federal development plans in the National Capital Region as well as District of Columbia public projects, proposed street and alley closings, DC Zoning Commission actions, and private development within the Pennsylvania Avenue Historic District. The Commission considers staff recommendations and public testimony before voting on projects requiring its approval or advice at its monthly meetings.
2. NCPC prepares the Federal Elements of the Comprehensive Plan, a blueprint for long-term development of the capital. NCPC also consults with the DC Office of Planning during its preparation of the District Elements. The Commission reviews and votes to adopt both components of the Comprehensive Plan.
3. NCPC prepares long-term plans to address a variety of planning issues, including perimeter security design, transportation, neighborhood revitalization, management of parks and open space, and the placement of memorials, museums, and other cultural attractions. Many of these projects are formally initiated and adopted by the Commission as policy at its monthly meetings.
4. On an annual basis, federal agencies must submit to NCPC proposals for public works investments over the next six years. NCPC reviews these projects and prioritizes them to assist the Office of Management and Budget in setting the federal government's long-term development goals. The Commission reviews and votes to adopt the recommendations.

### Brasilia

SEDUMA has the role to plan, develop and oversees the territory, with the objective to guarantee the effectiveness of its natural resources, and to guarantee the accomplishment of the social function of property.

SEDUMA is involved in master plan review, comprehensive planning, special urban design projects, public houses, and supports the transportation policy. Then, SEDUMA submits the final documents to the Governor, who forward it for the Legislative Assembly approval. In order to collect and guarantee the community contribution, each project is discussed in public meetings.





# Advisory Committees

## Canberra

On the recommendation of the Authority, the Minister may appoint committees to give advice to the Authority or to assist it in the performance of its functions (section 44 of the Act). No Minister over the 20 years has used this opportunity. However, the Authority may also appoint non-statutory committees to provide advice and has done so on many occasions, including the Parliamentary Zone Review Advisory Panel, Events and Marketing Advisory Panel, the Griffin Legacy Advisory Panel and the Lake Users Forum (members of these advisory panels are nominated by government). The Authority may also establish panels for public projects such as memorials (members are established by the proponent).

## Ottawa

The NCC recruits recognized experts from Canada's professional, academic and business communities to serve its advisory committees. These provide a wide range of professional guidance and ensure that national perspective is brought to issues affecting Canada's Capital. Board members act as observers on each of these committees to ensure continuity in the advice provided to the NCC Board. Advisory Committees currently exist in the areas of Planning, Design & Realty; Communications, Marketing & Programming; Official Residences.

## Washington

NCPC has one standing committee; the Executive Committee, which helps establish the agenda for the monthly Commission meetings. The Commission also may establish ad hoc advisory committees for specific projects. Examples include the Interagency Security Task Force and the Steering Committee for the National Capital Framework Plan. Commission representatives also sit on other agencies' advisory committees, such as the National Capital Memorial Advisory Commission (headed by the Department of the Interior).

## Brasilia

The Territorial and Urban System of the Federal District (SISPLAN) structure is composed of management structure and is responsible for the decision making in the monitoring and planning of the urban development policy and territorial strategies. Among others, SISPLAN has the responsibilities of the negotiation and partnership with the stakeholders, different levels of the Government and the society, related to the territorial policies, guaranteeing the support and integration of all the participants of the planning and city production process. In addition to that, there is the responsibility of the process for preparation, permanent monitoring and inspection of the activities related to the urban and territorial planning, as for example, the Territorial Ordering Master Plan.

SISPLAN is composed of:

Head department - Planning Territorial and Urban Committee of the Federal District - CONPLAN;

Branch department – State Secretariat of Urban and Environmental Development– SEDUMA;

Executive department - State Secretariat of Urban and Environmental Development – SEDUMA which has the executive function through its Planning Sub secretariat - SUPLAN;

Environmental Committee of Federal District (DF) - CONAM - it is the head department responsible for the planning activities, inspection and environment management. The executive department is Environmental Brasilia Institute - IBRAM joined to SEDUMA.





## Executive Management

### Canberra

The CEO is a member of the Authority. For the purposes of the Public Service Act 1999 the Chief Executive is the head of the statutory agency. Under the Financial Management and Accountability Act 1997 the Chief Executive must manage the affairs of the Agency in a way that promotes proper use of the Commonwealth resources. The Chief Executive represents the Authority at Parliamentary Committees and enquiries.

### Ottawa

The CEO is a member of the NCC and manages the NCC under the guidance of the Corporation. The CEO is also the Commission's principal spokesperson in articulating the details of the NCC's strategic vision and direction.

### Washington

The Executive Director (ED) is the head of the civil service staff and is not a member of the Commission. The ED is appointed by the Chairman of the Commission and manages NCP's staff under the direction of the Chairman.

### Brasilia

The state secretary is the head of the executive branch of the public policies of management of the territory. He is appointed by the Governor, and is also president of the advisory committees, named CONPLAN and CONAM.







# Activities Federal Planning

**Canberra** ▶ The National Capital Plan is the overarching outline plan for the ACT – a strategic plan that reflects the national significance of Canberra and the Territory. At a general level, the use of land in the ACT is established through the Plan, which sets out those areas planned for urban development. The detailed land use policies for these areas are prescribed by the Territory Government in the Territory Plan.

The Plan sets out general planning policies and principles for the overall development of the Territory, and designates areas (Designated Areas) requiring detailed planning policies and guidelines because of their particular importance to the special character of the National Capital. Outside the urban areas (i.e. in the National Capital Open Space System and for the Broadacre and Rural areas), the National Capital Plan sets land use categories and specifies the range and nature of permitted uses.

The objectives of the Plan are achieved through the general principles and policies including the General Policy Plan for Metropolitan Canberra and the General Policy Plan for the Australian Capital Territory.

**Ottawa** ▶ The NCC develops long-range visionary plans, master plans and site plans for specific projects and purposes. Examples include the Plan for Canada’s Capital, The Capital Pathways Strategic Plan, the Gatineau Park Master Plan, transportation plans and studies.

The NCC designates areas as National Capital Interest Land Mass (NILM), which comprises lands within the NCR that are essential to support the long-term character of Canada’s Capital. A NILM designation constitutes a formal expression of the federal government’s interest in the long-term use of lands, and they are intended to be held in perpetuity for all Canadians.

**Washington** ▶ Periodically, the NCPC prepares The Comprehensive Plan for the National Capital: Federal Elements. This document serves as the policy that guides long-term development in the areas of transportation, parks and open spaces, tourism, historic preservation, foreign missions and international organizations, the natural environment, and federal workplaces.

Special-Project (“Signature”) Planning: NCPC develops both long- and short-term plans for the capital city and the region. Some of the agency’s signature plans recently have focused upon cultural attractions and commemorative works; transportation; perimeter security; and improving the connections between the monumental core and the surrounding neighborhoods.

**Brasilia** ▶ Each ten years, SEDUMA prepares a revision of the Master Plan for the Federal District, including the Pilot Plan. This document serves as the policy that guides long-term development in the areas of transportation, housing, historic preservation, natural environment, urban spread, infrastructure, facilities, urban renewal, rural areas.

The review of the Master Plan purpose is the territorial and urban instruments, such as the Occupation and Use of the Soil Law, Development Local Plan by cluster of the Administrative Regions, and the Preservation Plan for the Brasilia Urban Complex.





## Involvement in Partner Government Planning

### Canberra

The Act sets out the formal arrangements and responsibilities for planning in the Australian Capital Territory. The legislation provides for the establishment of the National Capital Authority and a Territory planning authority. Each is charged with the responsibility of preparing a Plan –the National Capital Plan and the Territory Plan respectively. Subject to the roles of the Parliament and the Minister, the National Capital Authority is responsible for protecting the planning and development interest of the Commonwealth as identified in the National Capital Plan.

The Territory planning authority is responsible to the ACT Government for the Territory interests. The Act defines the object of each Plan, the relationship between the two Plans, the process of amending the Plans, and the mechanism for resolving at ministerial level any disagreement between the two authorities about proposed changes to the National Capital Plan.

The Act also provides for the ACT Government to enact separate legislation to establish a Territory planning authority to prepare a Territory Plan and to set out the planning processes that are used in the administration of that Plan.

### Ottawa

The NCC coordinates and facilitates planning on both sides of the Ottawa River, through participation on a variety of multi-partner committees: the Tripartite National Planning Committee (the mayors of Ottawa and Gatineau and the NCC Chair); the Forum of Federal Planning Liaison and Federal Task Force on Cooperative Programming and Marketing, and the Transportation and Interprovincial crossings committees.

The NCC provides significant input into the plans and bylaws of municipal government. The need to protect the views and experience of national treasures for current and future generations of Canadians has resonated with citizens, Canada's Capital View Protection provides insight into the urban design and computer simulation measures used to ensure the visual integrity and symbolic primacy of the Parliamentary buildings and other national symbols around Confederation Boulevard.

The NCC ensure continuous planning review and coordination role with all relevant planning initiatives of the City of Ottawa and the City of Gatineau for greater compliance with NCC plans and objectives. This review includes municipal policy documents such as Official Plan amendments, Master Plans and Community Design Plans; as well as development control activities such as Zoning by-laws, site plans, consents, minor variances, subdivisions, condominiums and street closures for which comments are formally sought with respect to implications on NCC lands.

### Washington

The District Elements of the Comprehensive Plan include several areas of interest that overlap with NCPC's purview, but also include policies related to planning for housing, land use, economic development, community services, education, arts and culture, and infrastructure. The District Elements are developed under the auspices of the Mayor of the District of Columbia and are subject to NCPC advice and review.

NCPC provides advisory input on District of Columbia public projects, proposed changes to streets and alleys, DC Zoning Commission actions, and private development projects in the Pennsylvania Avenue Historic District.





## Involvement with other Federal Agencies

### Canberra

The NCA works with other Commonwealth agencies in the delivery of its functions. The functions include buildings for Parliament, Commonwealth agencies, official residences and embassies, and for national institutions and major national associations. Non-building uses include land for ceremonial purposes such as Anzac Parade and open space management. The NCA may establish a Memorandum of Understanding (MOU) with other Commonwealth Agencies to facilitate this.

### Ottawa

In planning Canada's Capital, the NCC works as one player in a collective that includes several jurisdictions. It works with federal departments and agencies, such as Public Works and Government Services Canada (PWGCS) and museums corporations, and approves the more detailed plans they prepare for their specific sites.

One of the Capital's major natural Features, the Greenbelt, is under shared federal ownership. The NCC owns approximately 15,000 hectares of the Greenbelt, with the rest held by other federal organizations and accommodating facilities such as the airport and several government campuses notably those of the Department of National Defence, Industry Canada, Natural Resources Canada and Agriculture Canada

### Washington

The structure of the Commission reflects NCPC's ongoing relationships with other federal agencies: three members are ex officio representatives of the Department of Defense, the Department of the Interior, and the General Services Administration. NCPC consults with these and numerous other federal agencies in the development of the Comprehensive Plan: Federal Elements and other special-project ("signature") plans. It also reviews the site and building plans submitted by federal agencies for their projects in the National Capital Region. Each year, federal agencies submit to NCPC their proposals for public works improvements over the next six years. NCPC reviews these projects and prepares the Federal Capital Improvements Program, a report that helps shape the federal government's development priorities by advising the Office of Management and Budget on which projects should move forward.

### Brasilia

The development and approval of the Preservation Plan of the Brasilia Urban Complex should consider the partnership with the Institute of History and National Arts Heritage with a view to constitute effective as a Heritage by federal legislation. In the same way, the natural resources conservation is linked to the Renewed Natural Resources and Environment Institute - IBAMA.







## Promotion & Outreach

### Canberra

The NCA takes a strategic approach to fostering an awareness of the capital through research; by encouraging participation, appreciation and celebration in the national capital; by information and education about the capital; and by promoting attributes of Canberra that are of national significance. Key events include the Australia Day Live concert, televised nationally and Tropfest, Australia's largest short film festival, broadcast simultaneously around the nation. Seasonal activities Summer in the Capital and Winter in the Capital enliven public areas and create positive patterns of use. Venue management and marketing of national places encourage recognition of the capital as host to a broad range of cultural, recreational and ceremonial occasions. Outreach activities include travelling exhibitions, virtual tours of attractions in the Parliamentary Zone, online education kits and a range of volunteer guided and self guided driving and walking tours. The NCA also manages a number of cultural and educational facilities, such as the National Capital Exhibition, which through interactive displays, tells the story of Australia's national capital. The Exhibition also orientates visitors to the capital and to the other national institutions.

### Ottawa

The NCC presents a four-season cycle of free outdoor public events and provides support for other events such as Remembrance Day Ceremonies. Key events include Canada Day, the Parliament Sound and Light Show, Fall Rhapsody, Christmas Light's across Canada, the Tulip Legacy, Winterlude and the Rideau Canal Skateway. As event organizer, the NCC collaborates extensively with other levels of government, the private sector and the volunteer network comprising over 1,200 volunteers. As event supporter, the NCC loans equipment to 25 to 30 not-for-profit events and issues over 500 land access and special event permits a year

### Washington

NCPC conducts numerous outreach activities with the aim of educating the public about the agency and the importance of planning in Washington DC. For example, the agency organizes public meetings and speaker programs in conjunction with signature planning initiatives; hosts agency "open houses"; conducts urban design education programs for local children in cooperation with the National Building Museum; issues publications such as brochures, reports, quarterly newsletters; initiates and contributes to academic press publications such as the updated (2007) edition of Worthy of the Nation: Washington, DC from L'Enfant to the National Capital Planning Commission; and creates informative exhibits for public venues such as Union Station and the Smithsonian Institution.

### Brasilia

The Culture and Tourism Secretariats are responsible for the organization of the main cultural events of the city, such as: Via Sacra in Planaltina, Brazilian States Fair, street carnivals, celebration of the birthday of the Federal District and Brasilia Cinema Festival.





## Canberra

# Management of Buildings and Assets

The Commonwealth has a direct interest in the development and maintenance of Canberra as an asset in which all Australians have a major investment because it is their National Capital. Leases on National Land are issued by the Commonwealth. Under Section 6 (g) of the Act, National Land declared by the responsible Commonwealth Minister to be land required for the special purposes of Canberra as the National Capital is managed by the National Capital Authority.

The NCA has managed this National Land since 1992 when the responsibility was transferred from the then Department of the Arts, Sport, the Environment and Territories. The NCA administers any leases granted in respect of such land. Most of the National Land managed by the NCA is in the public domain of the central areas of Canberra. The NCA's management role includes the national assets in that domain. The land use policies in the Plan for these areas are primarily 'National Capital Use', 'Open Space' or 'Diplomatic Missions'.

The NCA advocates new and replacement works to enhance the capital. On National Land managed by the Authority for the special purposes of the National Capital, such works include maintenance (to address safety and public amenity), works to enhance or maintain prior Commonwealth investment in national assets (refurbishment of monuments and fountains), core infrastructure and services (roads, parking, pathways and lighting) and development of the landscape setting for new building sites, public parks and places, commemoration and celebration.

Land managed by the NCA includes the Parliamentary Zone (excluding the Parliamentary Precincts), Anzac Parade, Commonwealth Park and Kings Park, Aspen Island, Acton Peninsula, Yarramundi Reach and the Diplomatic Estates (Yarralumla, Deakin and O'Malley). Associated assets include the Captain Cook Memorial Jet, the National Carillon, fountains, national monuments (including those on Anzac Parade), public artworks and large areas of landscape structure (paths, lighting, signage) and soft plantings.

Lake Burley Griffin is deemed to be National Land for the special purposes of Canberra as the National Capital. As the centrepiece of the Griffin plan for Canberra, it is a significant and highly valued national asset. The NCA manages Scrivener Dam and the lake, the quality of the lake water and the aquatic environment, events and activities (including commercial operations) on the lake, and water abstraction for irrigation purposes.

A number of sites managed by the NCA contain nationally threatened botanical species and ecological communities which require protective maintenance measures. Others require particular heritage consideration (the Parliamentary Zone and some sites within it such as the Old Parliament House Gardens).

Diplomatic leases are administered by the NCA under the Leases (Special Purposes) Ordinance 1925. Management of these estates includes the sale and issue of Crown leases, rent appraisal and collection, lease variations and compliance. Management by the NCA requires facilitation and coordination with foreign missions and the Department of Foreign Affairs and Trade. The NCA's land management, planning and works approval roles combine to achieve excellent building outcomes for foreign missions.







## Management of Buildings and Assets

*continued*

### Ottawa

The NCC owns more than 470 square kilometres of land, or 10 percent of the CCR, as well as hundreds of roads, pathways, buildings and bridges. It is also responsible for the maintenance, management and rehabilitation of the six official residences located in the CCR, as well as Gatineau Park, the Greenbelt, and other parks and green spaces. It manages and protects these physical assets through a life cycle management program to enhance the rich cultural heritage and natural environment of Canada's Capital, to optimize the contribution of these assets in support of corporate programs, and to ensure that NCC assets are appropriately accessible to the public. The NCC manages approximately 650 leases, and provides grounds maintenance for many federal organisations in the CCR. Activities also include the acquisition of properties of national interest, the disposal of surplus properties and the implementation of land development projects to enhance the Capital for future generations. Federal assets under the responsibility of the NCC are developed, maintained and managed in accordance with their national capital significance, in order to enrich visitors' and residents' experience of the Capital. The NCC has developed and Integrated Asset Management Information System to assist in managing its assets and buildings. The NCC Urban Lands Portfolio consists of over 2,160 hectares of NCC owned parks and green spaces. Major waterways integrate the Capital's urban green spaces and parks. The NCC owns the largest single asset in the NCR – the Gatineau Park, managed under the terms of the World Conservation Union (IUCN) Category II Protected Area standards. Since 1988, the NCC manages six official residences in the NCR – the residences of the Governor General, the Prime Minister, the Leader of the Opposition, the Speaker of the House of Commons and the government guest house.

### Washington

NCPC has no responsibility for the management of land or buildings.

### Brasilia

SEDUMA, through its executive branch Environmental Brasília Institute – IBRAM- manages seventy parks and a lot of public spaces that require overseeing and inspection. Otherwise, more than fifty per cent of Federal District's lands are public domain. SEDUMA provides properties for diplomatic missions, as well as for social and low income housing.





## Relationships with Partner Governments

### Canberra

The relationship between the Commonwealth and the Territory on planning and land administration is defined in the Act. The provisions of the Act were consequent upon the establishment of Self-Government for the Territory. The Act was intended to be read in conjunction with the Australian Capital Territory (Self-Government) Act 1988.

Subject to the roles of the Parliament and the Minister, the NCA is responsible for protecting the planning and development interest of the Commonwealth as identified in the National Capital Plan. The Territory planning authority is responsible to the ACT Government for the Territory interests.

The Act defines the object of each Plan, the relationship between the two Plans, the process of amending the Plans, and the mechanism for resolving at ministerial level any disagreement between the two authorities about proposed changes to the National Capital Plan.

In addition to the relationship established under the Act with the ACT Government regarding amendments to the National Capital Plan, the Authority has established a Memorandum of Understanding (MOU) with the ACT Government in the delivery of the Griffin Legacy project.

### Ottawa

Three Partners (NCC, Ontario Ministry of Transportation and Quebec Ministry of Transportation) funded an Environmental Assessment Study, a legal requirement under federal and provincial legislation for initiating bridge construction.

The Joint Technical Committee on Transportation Systems Planning (TRANS) is managed by the City of Ottawa and consists of the Ontario Ministry of Transportation, Ministère des transports du Québec, City of Ottawa, City of Gatineau, OC Transpo, Société de transport de l'Outaouais, and NCC.

The NCC has signed an agreement with the Province of Quebec to establish Gatineau Park as a Provincial Game Reserve.

The NCC, the City of Ottawa and the City of Gatineau have developed an integrated development plan for the Ottawa River.

To regulate the use of NCC lands and to protect natural resources, the NCC cooperates with the RCMP and the Department of Fisheries and Oceans and has obtained Peace Officer and Fishery Officer for its Conservation Officers.

### Washington

In addition to the relationships described in previous tables, NCPC has Memoranda of Agreement with non-federal agencies such as the Washington Metropolitan Area Transit Authority and the Metropolitan Washington Airports Authority for review of their projects. This expands the agency's purview.

### Brasilia

Regarding the development of the urban planning activities, SEDUMA establishes partnerships with State Secretariats that are related to the Direct Administration, as well as with the indirect GDF administration departments.

SEDUMA also has permanent contact with the Regulatory Agency for the Water and Sanitation of the Federal District – ADASA which has, as its basic purpose, the regulation, control, inspection of the quality and quantity of the water of the rivers and streams of the territory. ADASA also has the responsibility for the water maintenance of the public services and for the sanitation system of the Federal District.





### Canberra

▶ The NCA's main relationship is with the staff of the territory planning body, to a lesser extent with other agencies. Such officials have to refer issues to the locally elected members for decisions. There is no internal mechanism to coordinate the various interests of the local government agencies.

The NCA has developed a Partnership Policy, Strategy and Plan which guides its approach to working in collaboration with the Australian Government and the ACT Government and their agencies, the diplomatic and corporate sectors and the wider Australian community. Sponsorship and partnership arrangements support a number of NCA functions and activities.

### Ottawa

▶ Concerning matters of law enforcement and public safety as they relates to events, the NCC works a regional multi-partner Traffic and Transit Committee, with local police and by-law enforcement agencies, provincial police and RCMP.

The NCC integrates support for regional or municipal public health campaigns into its land management – for example, those relating to West Nile Virus and Raccoon Rabies.

### Washington

▶ In addition to the city planning office, NCPC consults routinely with other local agencies, such as the District Department of Transportation (DDOT), the Department of Parks and Recreation, the Washington Metropolitan Area Transit Authority, the District Department of the Environment, the DC Water and Sewer Authority, and the corresponding authorities within the Maryland and Virginia jurisdictions of the National Capital Region.

### Brasilia

▶ Due to the complexity and dynamism of the territorial planning process, SEDUMA has to maintain permanent contact with the government sector departments of the Direct and Indirect Administration, such as Environment, Sanitation, Electric Power and Telephonic Companies, as well as cities hall that are part of the Integrated Development Region of Suburbs of the Federal District.

## Informal Relationships with Partner Governments







## Public Consultation

**Canberra** ▶ The NCA consults on variations to its plans and proposed developments, and takes these views into account in making decisions. The NCA has released a Consultation Protocol. The protocol aims to formalise, clarify and provide greater guidance for the community and stakeholders in the application of consultation requirements under the Australian Capital Territory (Planning and Land Management) Act and the National Capital Plan.

The protocol sets out timeframes for amendments to the National Capital Plan, what is involved in drawing up a new development control plan, or changing a development control plan and how development applications which need to be notified are assessed and approved. An annual public forum to inform the community about past and future plans of the NCA will also be held.

**Ottawa** ▶ Efforts are made to inform a greater number of people about upcoming consultations and, where appropriate, consultations are adapted to reach national and / or regional audiences. The NCC holds press conferences for mainstream media and uses direct-mail and e-mail distributions to inform a broad range of special interest groups and individual of upcoming consultations.

Some enhancements to public consultation in recent years includes: two annual meetings between the NCC Board of Directors and the public, one public annual meeting and one meeting with interest groups; a community relation program with community associations; creation of a corporate website where the public can access information and provide input during public consultations.

More recently the NCC in a way of acting as an open, responsive and strategic organization that operates in harmony with its regional stakeholders, while delivering on its national mandate to create a Capital for all Canadians took several measures to ensure openness and transparency. Board of Directors meetings are public and Public Standing Committees have been established in order to reconnect with the communities while keeping the focus on building a Capital for all Canadians.

**Washington** ▶ NCPC encourages—and in some cases is required by law to solicit—public input on its activities. Through public comment periods as well as monthly meetings and specially scheduled events, citizens may review and provide written and oral comments on the agency's signature planning initiatives; the Comprehensive Plan: Federal Elements; Environmental Assessments and Impact Studies; historic preservation matters; and the Federal Capital Improvements Program.

**Brasilia** ▶ The process of the urban planning managed by SEDUMA foresees the accomplishment of the Federal Law requirements to undertake Public Meetings in all of the activities that involve the approval of the Master Plans and urban projects. Consequently, there is a permanent interaction with the community and with several Civil Society Associations that permits the participative planning process, assured by law.



## About Capitals Alliance

A nation's capital plays a vital role in establishing a country's identity. Capital cities function as a major urban hub while also serving as a nation's seat of government and its ceremonial center. Capitals Alliance, an organization of capital cities worldwide, serves as an international forum for exchange on the unique symbolic and functional role of national capitals.

In 2001, the capital cities of Brasilia, Canberra, Ottawa, and Washington formed Capitals Alliance to provide a global forum for senior planners and urban designers in capital cities around the world. Through Capitals Alliance, planners and public policy officials exchange ideas and solutions with international colleagues on the unique challenges facing national capitals.

[www.capitalsalliance.org](http://www.capitalsalliance.org)

April 2008





## Key Achievements 1989–2008

### 1. National Capital Planning

- National Capital Plan gazetted 1990.
- Study of major approach routes commissioned in 1992.
- Future Public Transport Options Study undertaken in 1992 in conjunction with the ACT Government.
- Central National Area Review commenced in 1992 and was completed in 1995.
- The Parliamentary Zone Review published in 2000 and subsequent statutory amendment to the National Capital Plan (Amendment 33).
- Urban Design Guidelines for Perimeter Security in the National Capital published in 2003.
- The Griffin Legacy, published in 2004 and subsequent statutory amendments to the National Capital Plan (Amendments 56, 59, 60 and 61).
- Discussion Paper - Review of the Format and Language of the National Capital Plan released in 2006 in preparation for significant changes to the document.
- A Consultation Protocol published in 2007 to provide guidance and ensure consistency in consultation related to planning and development proposals under the National Capital Plan.
- The Heritage Strategy and Heritage Register (under the *Environment Protection and Biodiversity Conservation Act 1999*) completed in 2007 and associated Heritage Management Plans for significant areas prepared.
- Various master planning, urban design guidelines and feasibility assessments for key development areas and for future metropolitan growth.
- A Monitoring and Review Framework for the National Capital Plan and an Urban Design Review Framework, incorporating the Design Quality in the Capital publication.
- A Parking Strategy for the Parliamentary Zone including an infrastructure and financial proposal to introduce pay parking, visitor amenities and a shuttle bus service is currently being undertaken.
- Internal review of the National Capital Plan for the first time since its gazettal in 1990 addressing issues of land status, designation, planning principles, policies and format.
- Fifty Amendments to the National Capital Plan have been approved since the Plan was gazetted in 1990, making significant changes to the Plan to progress city development in accordance with its national significance. A list of the approved Amendments to the Plan is attached.

### 2. National Capital Works

- Preparation of Guidelines and Procedures for the Selection of Design Consultants and Contractors for Authority construction projects.
- Comprehensive three year Capital Works Programs.

#### Enhancements to the Parliamentary Zone

- Major new developments in the public realm, including:
  - Lakeshore promenade
  - Commonwealth Place
  - International Flags Display
  - Reconciliation Place

- Reconciliation Place Artworks
- Australians of the Year Walk
- Lobby Restaurant refurbishment
- Directional signage
- Parliamentary Zone Kiosks
- Development and reconstruction of cultural and natural assets, including:
  - Parliament House Gardens Reconstruction
  - Parliamentary Zone fountains
  - Magna Carta Place
  - Constitution Place
  - Centenary of Women's Suffrage Fountain
- Major asset replacement, including irrigation systems.
- Infrastructure improvements to address safety and OH&S issues, including:
  - major lighting upgrade
  - King Edward Terrace roundabout

#### ***Enhancements to Anzac Parade***

- New commemorative works, including:
  - Vietnam Veterans Memorial
  - New Zealand Memorial
  - Korean Memorial
  - Services Nurses Memorial
  - RAAF Memorial
  - Ataturk Memorial additions
  - Hellenic Memorial flagpoles and lighting
  - Medium gravel and planter box refurbishment
  - Rond Terrace wall replacement
  - Design competitions for the World War I and II Memorials and the Peace Keeping Memorial
- Public infrastructure improvements, including pathways and seating.

#### ***Enhancements to Commonwealth and Kings Parks, including:***

- Merchant Navy Memorial
- Extension to the National Capital Exhibition facility in Commonwealth Park in partnership with the ACT Government
- Enhancement of the National Carillon adjacent to Kings Park
- Construction of the R.G. Menzies Walk
- Refurbishment of Stage 88
- New access roads to Kings Park
- National Emergency Services Memorial
- Identification of commemorative sites within Kings Park

- National Police Memorial
- Canberra Central Parklands Design Competition

### ***Other Major Projects***

- Completion of the National Triangle with the construction of the third apex at Russell
- Upgrades to General Bridges Drive and the summit of Mount Ainslie
- Restoration of Scrivener's Hut, including interpretive signage
- Scrivener Dam infrastructure improvements
- Replacement of critical engineering components of the Captain Cook Water Jet
- Replacement of Commonwealth and Kings Avenue bridges finger joints.
- Proposals for the York Park Oak Plantation

### **3. National Capital Asset Management**

- Lake Burley Griffin flood study and management review undertaken in 1992.
- Parliamentary Zone Landscape Management study undertaken in 1992.
- Environment Policy completed in 2002 and Environmental Management System completed in 2003 which incorporates an Energy Management Plan to reduce energy use and increase efficiency.
- Review of National Land damaged in the bushfires of December 2001 and the implications of the 2003 fires (including historical plantings of Lindsay Pryor's Arboretum at Yarramundi Reach and replanting the heritage listed Roman Cypress Hill).
- Lake Burley Griffin Microbiology Research Project undertaken between 2003-06.
- Comprehensive management of Lake Burley Griffin, incorporating development and implementation of the:
  - Water Resource Management Policy and Strategy (2005)
  - Lake Burley Griffin Water Abstraction Plan (2005),
  - Lake Burley Griffin Recreation Policy (2005) and
  - Lake Burley Griffin Water Quality Management Plan (2004).
- A Lake Users Group was established in 2004 to discuss issues pertinent to the management and use of the Lake.
- Drought Management Strategy for National Land completed in 2007. This built on the Water Restriction Policy in 2002 which responded to continuing drought conditions and has achieved a reduction in Authority water usage of at least 50% since 2001-02.
- An Asset Management Strategy prepared with linkages to the Geographic Information System (GIS).
- Diplomatic Estate planning with identification of new land areas for expansion.
- Memorandums of Understanding agreed for various campus precincts within the Parliamentary Zone and for implementation of the Griffin Legacy.

#### 4. National Capital Promotion

- Discover Your National Capital promotion established in 1992 and continued until 2002.
- National Capital Education and Tourism Project established in 1999 and continued until 2007.
- Capitals Alliance commenced 2001.
- The Right to Protest – a Guide brochure published in 2000.
- Establishment of the Authority Volunteer Program in 2000.
- Establishment and sponsorship of several awards commenced in 2000.
- Guidelines for Commemorative Works in the National Capital published in 2002.
- Guidelines for Events in the National Capital published in 2003.
- Symbolic Role of the National Capital published in 2003.
- Virtual Canberra website launched in 2003.
- Upgrades to exhibits at the National Capital Exhibition, including:
  - The Story of Canberra
  - The Canberra Model and Light Show update
  - The Griffin Legacy interactive 3D model and film were added in 2006.
- Partnership Policy introduced in 2005.
- Interactive on-line outreach education resources including:
  - a primary school education kit *The Story of our Nation's Capital* completed in 2004; and
  - a secondary kit *The Reflections of a Nation* completed in 2005.
- The Blundells Cottage Education Resource Kit completed in 2007.
- An on-line virtual tour of the National Carillon completed in 2007.
- A Travelling Exhibition commenced in 2007 takes The Story of Canberra to regional areas.

#### 5. Other Activities

- Australia Day Live in the Capital, incorporating the Australian of the Year Awards.
- Summer in the Capital, incorporating Tropfest.
- Winter in the Capital, incorporating a winter night market.
- Engagement with the Diplomatic Community expanded to include introduction to Canberra.
- Various Venue development, management and marketing strategies prepared.
- Self Guided Walking Tours and Self-Guided Driving Tours.
- Introduction of temporary traders on National Land.

## Awards 1989–2008

Awards to the Authority, or to our consultants, contractors, or partners for projects managed by the Authority, recognise leadership, innovation, effectiveness and/or design excellence.

### Governance

#### *Risk Management*

- 2005 Comcover Awards for Excellence Highly Commended (Small Agency Category).
- 2004 Comcover Award for Excellence Winner (Small Agency Category).
- 2003 Comcover Awards for Excellence Highly Commended (Small Agency Category).

### Planning

#### *The Griffin Legacy Publication*

- 2006 National Award for Planning Excellence, Urban Design, Built Ideas and Achievements of the Planning Institute of Australia.
- 2006 Award for Excellence for Planning and Landscape Architecture of the Australian Institute of Landscape Architects (ACT Chapter).
- 2006 National Award for Excellence for Research and Communication in Landscape Architecture of the Australian Institute of Landscape Architects.
- 2005 Award for Planning Excellence of the Planning Institute of Australia (ACT Division).

#### *The Griffin Legacy Amendments to the National Capital Plan*

- 2007 Award for Planning Excellence in Urban Design, Plans and Ideas of the Planning Institute of Australia (ACT Division).

#### *National Capital Authority Consultation Protocol*

- Commendation for Social and Community Based Planning of the Planning Institute of Australia (ACT Division).

### Capital Works and Asset Management

#### *Commonwealth Place*

- 2007 Dulux Colour Award for Commercial Exterior Prize for Commonwealth Place Kiosks.
- 2004 NSW State Award of the Australian Institute of Landscape Architects.
- 2004 Excellence in Design Award for Landscape Architecture of the Australian Institute of Landscape Architects (NSW Chapter).
- 2003 Honourable Mention at the Australian Awards for Urban Design Excellence.
- 2003 Commendation for Urban Design of the Royal Australian Institute of Architects.
- 2003 Excellence in Building Award, Project Exhibiting Technical Difficulties or Innovation of the Master Builders Association (ACT).
- 2003 Urban Design Award of the Royal Australian Institute of Architects (ACT Chapter).
- 2002 Commendation Lighting Design Awards of the IES (Illumination Engineering Society).

#### *National Police Memorial*

- 2007 Award for Art and Architecture of the Royal Australian Institute of Architects (ACT Chapter).
- 2007 Urban Design Award of the Royal Australian Institute of Architects (ACT Chapter).



***Commonwealth Place Forecourt (stage 2) (and jetties)***

- 2006 Commendation for Urban Design of the Royal Australian Institute of Architects (ACT Chapter).

***Old Parliament House Gardens Reconstruction***

- 2006 Heritage Award of the Royal Australian Institute of Architects (ACT Chapter).
- 2006 Merit Award of the Australian Institute of Landscape Architects (ACT Chapter).

***National Carillon Refurbishment***

- 2006 Commendation for Heritage of the Royal Australia Institute of Architects (ACT Chapter).
- 2004 Commendation of the Royal Australian Institute of Architects (ACT Chapter).
- 2004 Excellence in Building Award, Commercial Division, Project Exhibiting Technical Difficulties or Innovation of the Master Builders Association (ACT).

***National Emergency Services Memorial***

- 2005 Awards for Public Artwork and Best Overall Project at the Cement Concrete and Aggregates Australia biennial Public Domain Awards.
- 2004 Merit Award of the Australian Institute of Landscape Architects (Victorian Chapter).

***Anzac Parade street lighting***

- 2001 Engineering Excellence Award of the Institution of Engineers (Canberra Division).
- 2001 ACT Government New Technology and Innovation Award of the Institution of Engineers Excellence Awards.
- 2001 Citation for the Most Innovative Energy Efficient Solution of the Australian Greenhouse Office Commonwealth Energy and Environmental Awards.

***Completion of the National Triangle – extension of Constitution Avenue at Russell***

- 2000 Royal Australian Planning Institute (ACT Division) Award in the category 'Planning, Development and Housing'.

**Promotions*****National Capital Exhibition***

- 2007 ACT Tourism Award for Heritage and Cultural Tourism
- 2006 ACT Tourism Award for Heritage and Cultural Tourism
- 2006 ACT Tourism Award for Excellence in Customer Service
- 2001 Citation as the Most Innovative Environmentally Friendly Solution, Australian Greenhouse Office Commonwealth Energy and Environmental Awards

***Website***

- 2003 Virtual Canberra website received a 'Favourite Website' Award

***National Capital Education Tourism Project***

- 2001 Authority Centenary of Federation Tourism Award in the ACT Tourism Awards
- 2001 Commendation in the Tourism Marketing and Promotional Campaign category in the ACT Tourism Awards

***Graphics***

- 2001 Bronze Medal for the poster of the 1913 Walter Burley Griffin design for Canberra at the 18<sup>th</sup> National Print Awards for Excellence in Print.

## 2007 Authority Consultation Protocol



**Australian Government**  
**National Capital Authority**

National Capital Authority

# Consultation Protocol

**July 2007**



# Contents

<b>Part 1 Introduction</b> .....	<b>5</b>
1.1 Commitment .....	5
1.2 The National Capital Authority .....	5
1.3 Consultation.....	5
1.4 Purpose of the Consultation Protocol .....	5
1.5 The Consultation Protocol.....	6
<b>Part 2 Amending the National Capital Plan</b> .....	<b>7</b>
2.1 Full Comprehensive Review.....	7
2.2 General Amendments .....	7
2.3 Site-specific Amendments .....	9
2.4 Minor Amendments .....	11
<b>Part 3 Making or Amending a Development Control Plan</b> .....	<b>13</b>
3.1 Development Control Plans .....	13
<b>Part 4 Assessing Development Applications</b> .....	<b>15</b>
4.1 Consultation on Development Applications.....	15
4.2 Development Applications for Development over \$6 Million in the Parliamentary Zone .....	18
<b>Part 5 Informing Community and Stakeholders</b> .....	<b>19</b>
5.1 Annual Public Forum .....	19
<b>Part 6 Consultation Exceptions</b> .....	<b>20</b>
6.1 Draft Amendment Process .....	20
6.2 Development Control Plans .....	20
6.3 Development Applications.....	20
<b>Part 7 Review and Monitoring</b> .....	<b>20</b>
7.1 Review And Monitoring.....	20
<b>Part 8 Definitions</b> .....	<b>21</b>
<b>Appendix - Templates</b> .....	<b>23</b>





# PART 1 Introduction

## 1.1 Commitment

The National Capital Authority (NCA) will carry out consultation in accordance with this Consultation Protocol (protocol).

## 1.2 The National Capital Authority

The NCA is established under the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act).

The NCA secures the Australian Government's interest in the planning and development of the national capital to ensure that it continues to serve its national purposes.

The national capital belongs to all Australians. The NCA vision is for a national capital which symbolises Australia's heritage, values and aspirations, is internationally recognised and worthy of pride by all Australians. NCA's mission is to build the national capital in the hearts of all Australians.

## 1.3 Consultation

Through consultation the NCA provides community and stakeholders with the opportunity to have their say in decision-making.

Consultation is a commitment by the NCA to:

- (a) inform the community and stakeholders;
- (b) listen to the community and stakeholders;
- (c) acknowledge submissions;
- (d) consider submissions; and
- (e) provide feedback on how submissions were addressed.

## 1.4 Purpose of the Consultation Protocol

The purpose of the protocol is to formalise, clarify and provide guidance for the community and stakeholders and to ensure consistency in the application of consultation within the legislative requirements, as required by the Act and the National Capital Plan (the Plan).



## 1.5 The Consultation Protocol

The protocol sets out the minimum requirements which must be carried out:

- (a) when the Plan is being made or amended;
- (b) when a Development Control Plan (DCP) is being made or amended;
- (c) on a development application; and
- (d) when the NCA informs community and stakeholders on an annual basis.

Additional consultation may also be undertaken by the NCA or an applicant above what is required to be undertaken in accordance with this protocol.

## PART 2 Amending The National Capital Plan

### 2.1 Full comprehensive review

If a full comprehensive review of the National Capital Plan (the Plan) is required, the National Capital Authority (NCA) will prepare a consultation strategy, which:

- (a) informs community and stakeholders early in the process;
- (b) informs community and stakeholders about the consultation process including the times, places and dates a public meeting will occur, where the information on consultation may be inspected, the period to make comments, how to have a say, how comments will be addressed;
- (c) ensures the information on consultation is accessible and easily understood by community and stakeholders;
- (d) promotes access to the information on consultation and encouraging community and stakeholders to have their say;
- (e) invites submissions on the proposal and acknowledging community and stakeholder views;
- (f) consults with key stakeholders;
- (g) considers all submissions before making recommendations or a final decision;
- (h) provides feedback on the consultation process and on how each submission was considered; and
- (i) makes the decision and reasons for that decision available to community and stakeholders.

### 2.2 General amendments

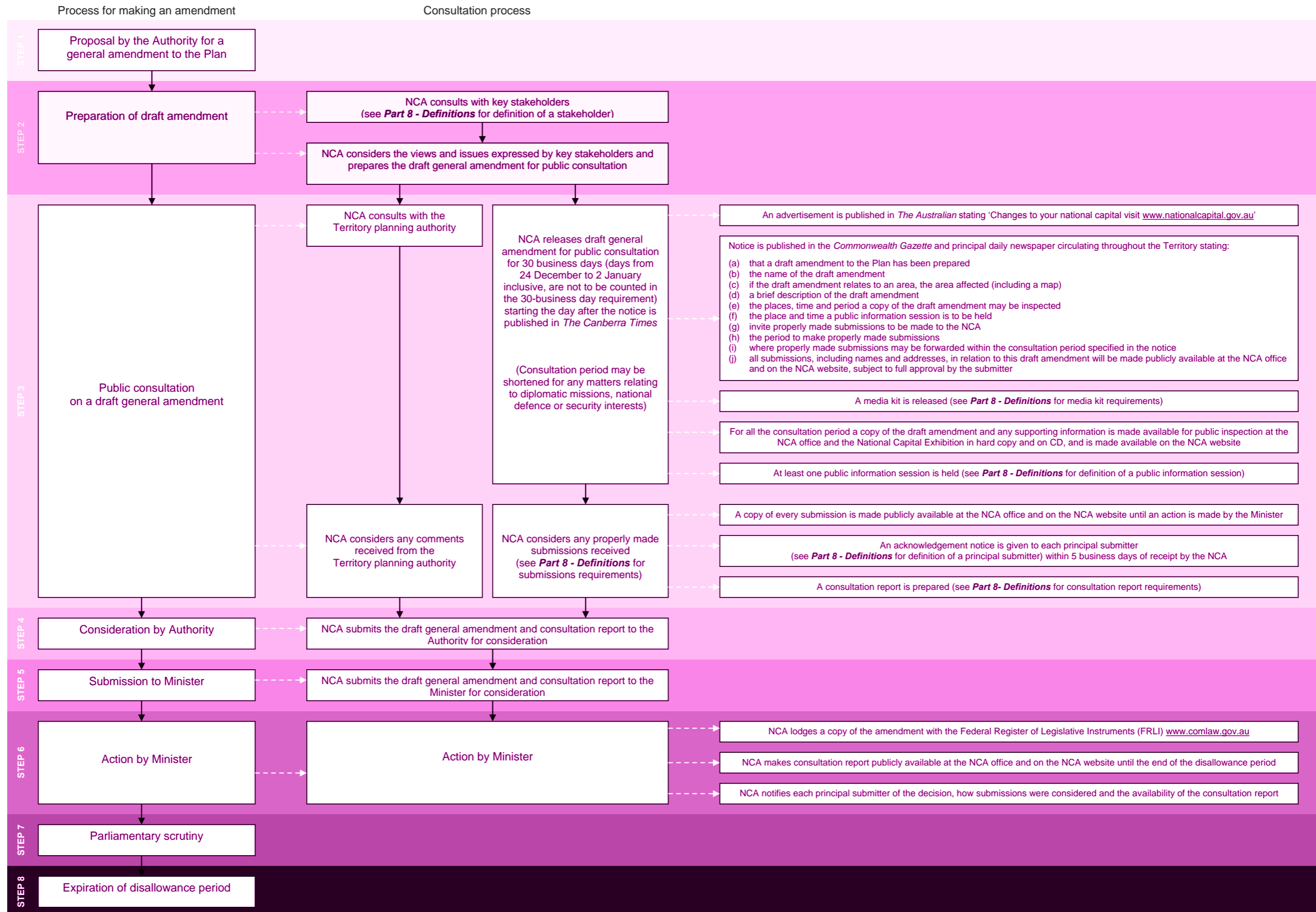
A general amendment to the Plan is a change to:

- (a) include new policy;
- (b) update existing policy; or
- (c) the range of land uses within an area.

Examples include Amendment 39 - Deakin/Forrest Residential Area, Amendment 42 - York Park, Amendment 44 - Employment Locations and Amendment 48 - Signs Policy.

The protocol for making a general amendment is set out in **Figure 2.2**.

**Figure 2.2 Protocol for making a general amendment**



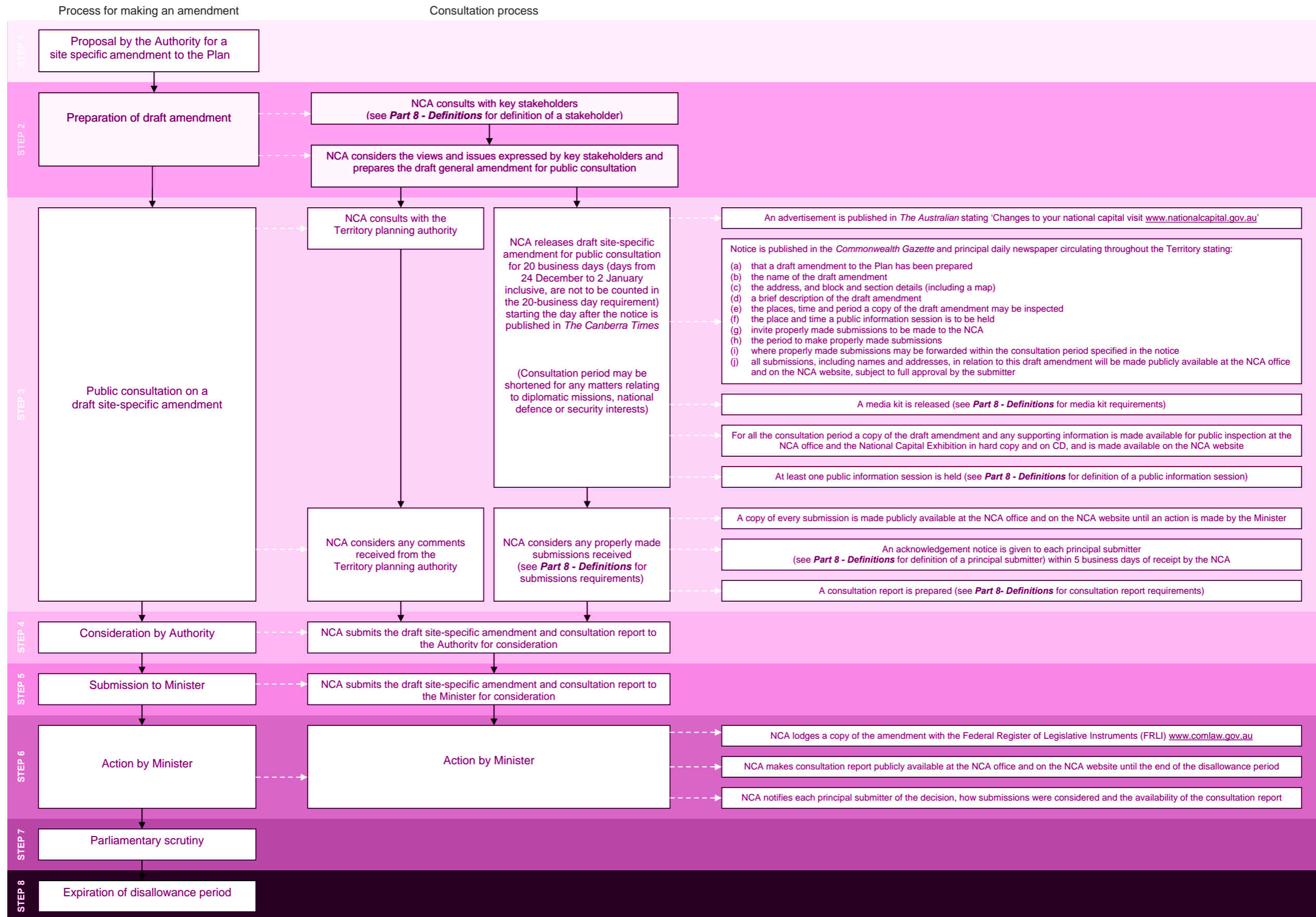
## 2.3 Site-specific amendments

A site-specific amendment to the Plan is a change which relates only to a specific Section and Block or part of a specific Section and Block. Examples include Amendment 45 – Quamby and Draft Amendment 52 – Zoo.

The protocol for making a site-specific amendment is set out in **Figure 2.3**.



**Figure 2.3 Protocol for making a site-specific amendment**

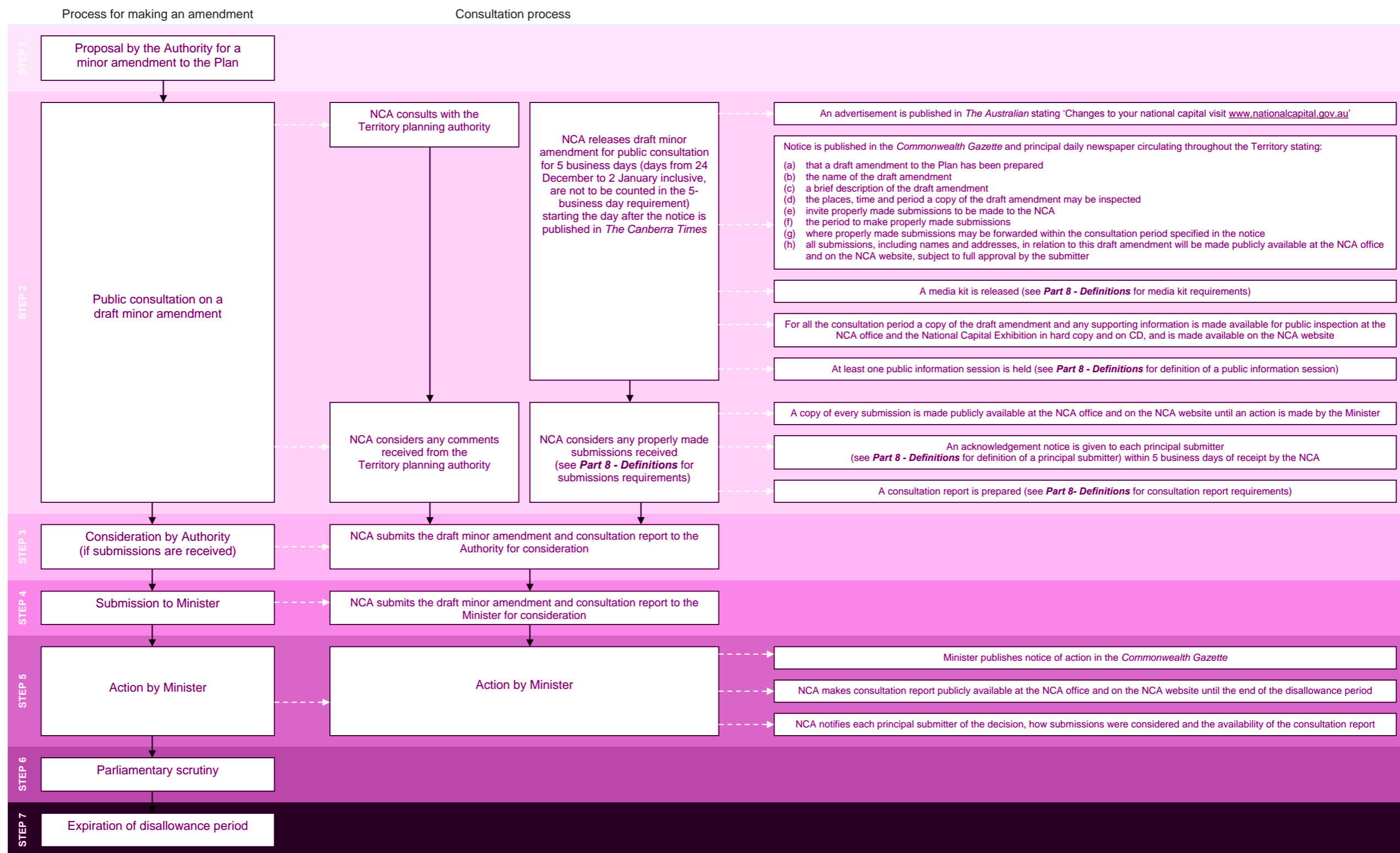


## 2.4 Minor amendments

Minor amendments are changes to the Plan that would not affect the rights of any person, and include correcting or changing an explanatory matter, or grammatical or mapping errors. An example is correcting spelling mistakes.

The protocol for making a minor amendment is set out in **Figure 2.4**.

**Figure 2.4 Protocol for making a minor amendment**



## PART 3 Making or Amending a Development Control Plan

### 3.1 Development Control Plans

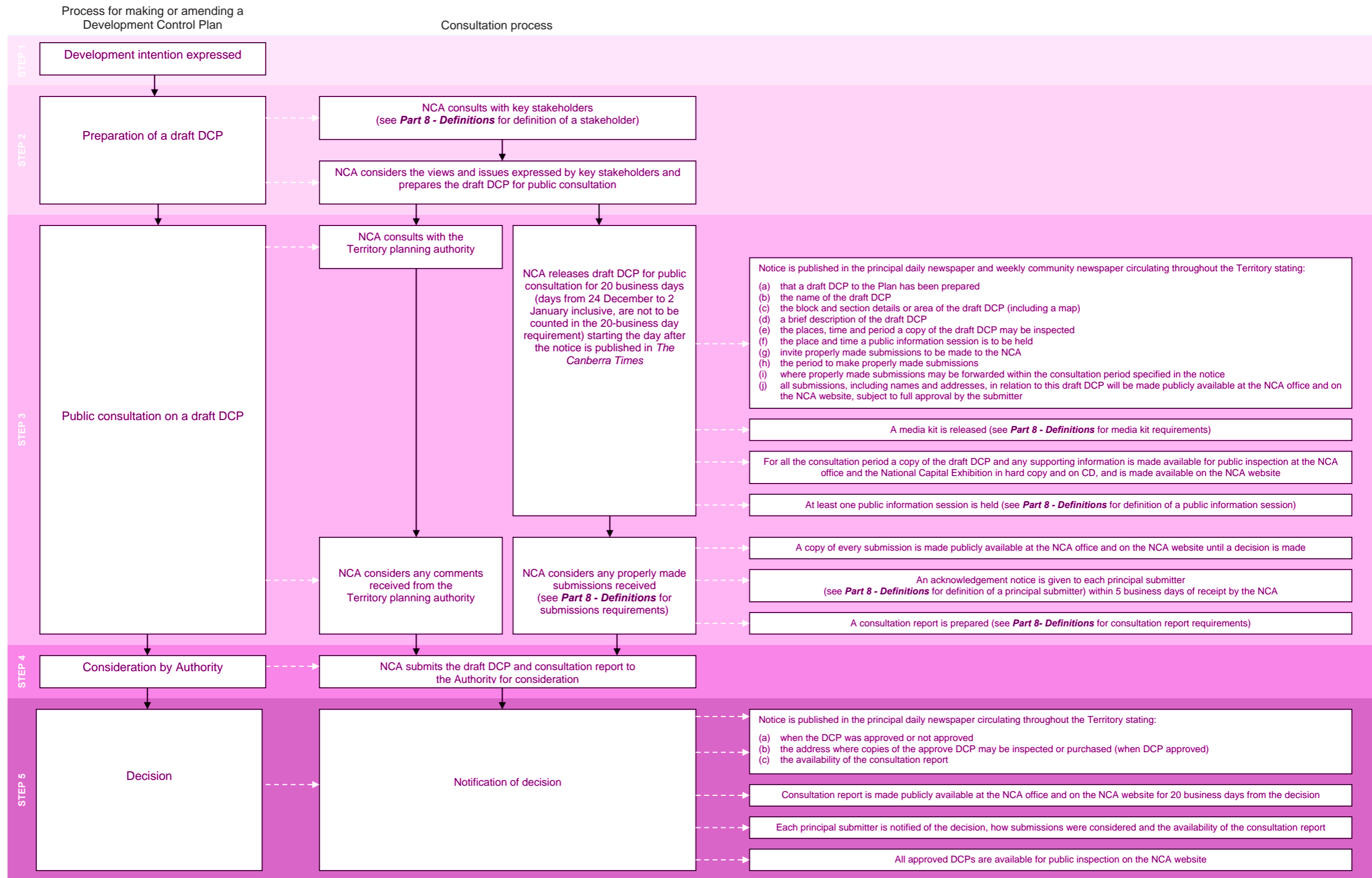
In some instances special requirements of the Plan require the preparation of Development Control Plans (DCPs) which are approved by the National Capital Authority (NCA). Amendments may also need to be made to an approved DCP. In accordance with the Plan, a DCP:

*may be maps, drawings, photographs, specifications and written statements. They should include sufficient detail for the guidance and management of development in the area, and may include design, siting, scale, purpose, timing and phasing, construction, landscaping and other relevant matters. (p 12)*

Examples include Blocks 5-8 Section 27 (Canberra Avenue, Forrest) and Block 9 Section 12 Deakin, Block 13 Section 49 Deakin and Blocks 12 to 16 and 18 Section 32 Yarralumla (Adelaide Avenue).

The protocol for making or amending a DCP is set out in **Figure 3.1**.

**Figure 3.1 Protocol for making or amending a Development Control Plan (DCP)**





## PART 4 Assessing Development Applications

### 4.1 Consultation on development applications

Consultation for development applications is only necessary when required by the Plan.

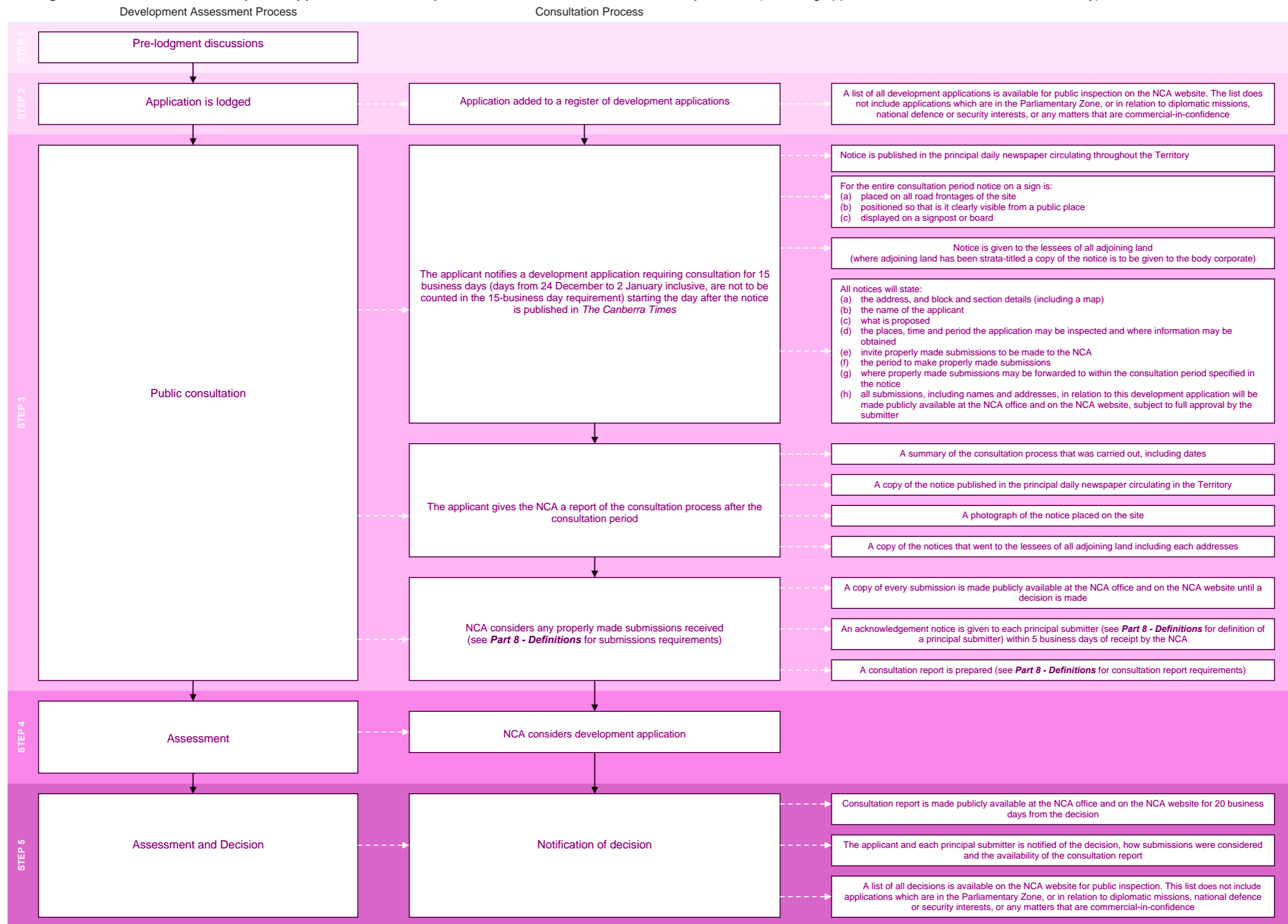
For a telecommunications facility, consultation is required for all new towers, masts or monopoles.

When a development application is lodged and consultation is required, the applicant is required to consult with the community and stakeholders about the proposal.

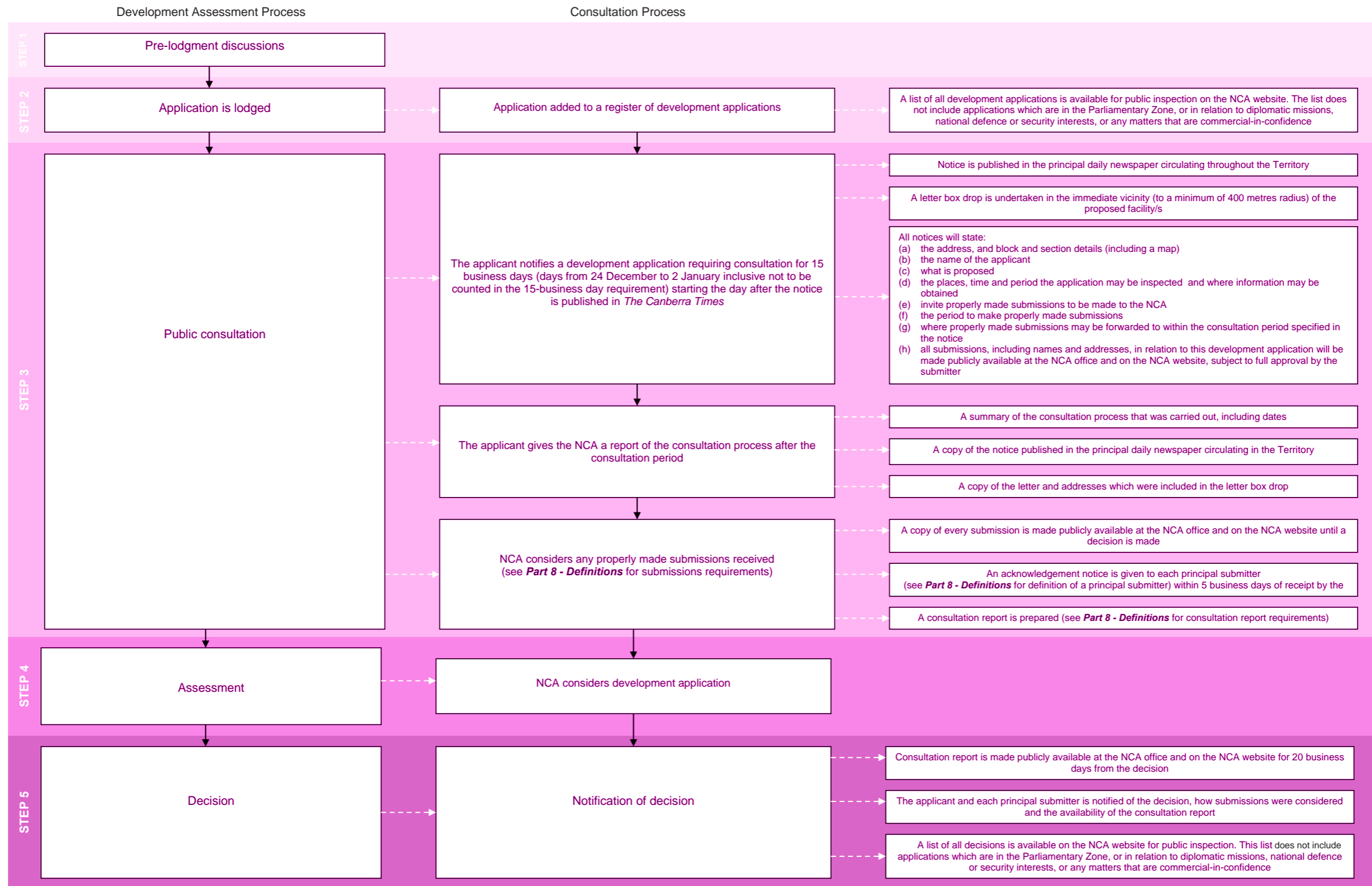
The protocol for development applications (excluding an application for a telecommunications facility) which require consultation under the Plan is set out in **Figure 4.1.1**.

The protocol for development applications for telecommunications facilities which require consultation under the Plan is set out in **Figure 4.1.2**.

**Figure 4.1.1 Protocol for development applications which require consultation under the National Capital Plan (excluding applications for a telecommunications facility)**



**Figure 4.1.2 Protocol for development applications for telecommunications facilities**

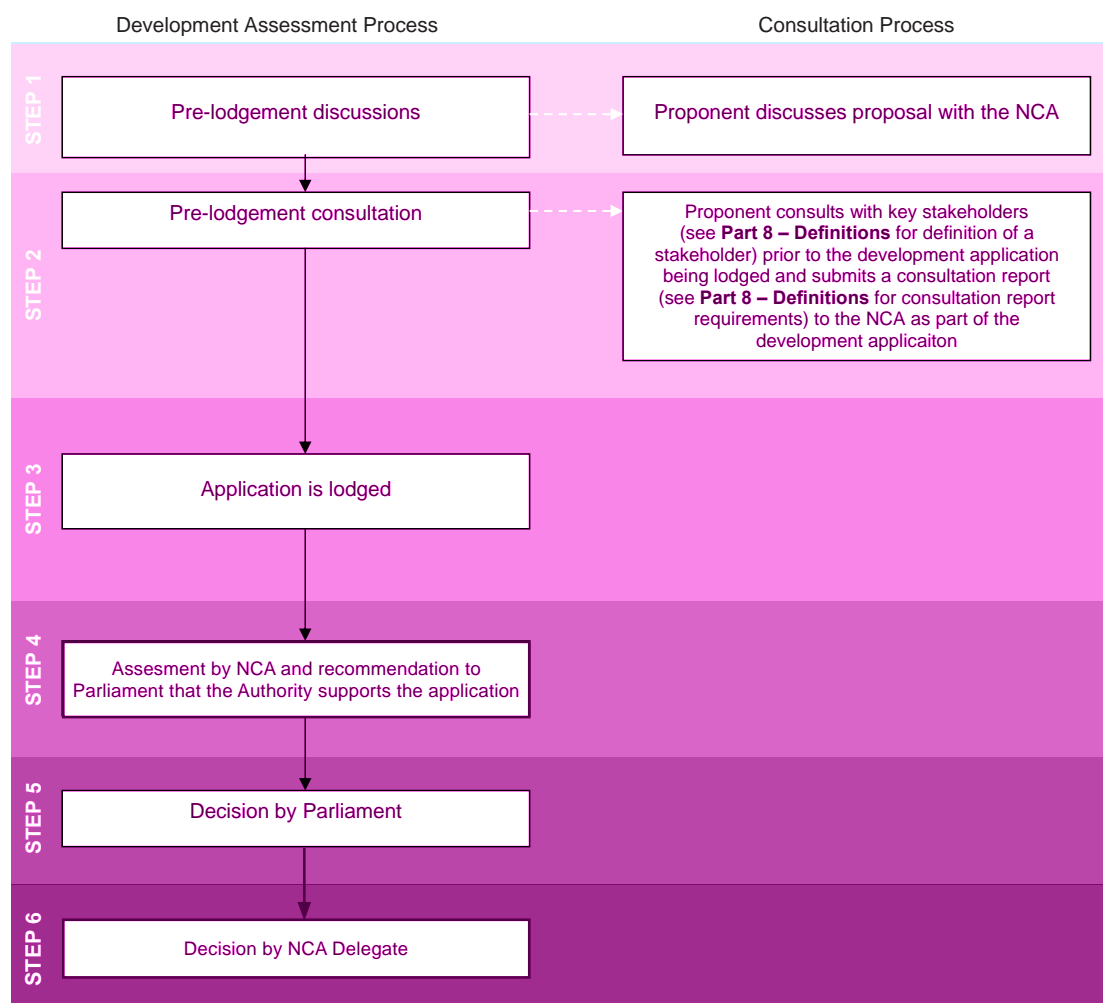


## 4.2 Development applications for development over \$6 million in the Parliamentary Zone

For development over \$6 million and located wholly or partly within the Parliamentary Zone (PZ), the proponent will undertake consultation with key stakeholders and submit a consultation report to the National Capital Authority (NCA), prior to the development application being lodged with the NCA.

The protocol for development applications for development over \$6m in the Parliamentary Zone is set out in **Figure 4.2**.

**Figure 4.2 Protocol for development applications over \$6m in the Parliamentary Zone**



# PART 5 Informing Community and Stakeholders

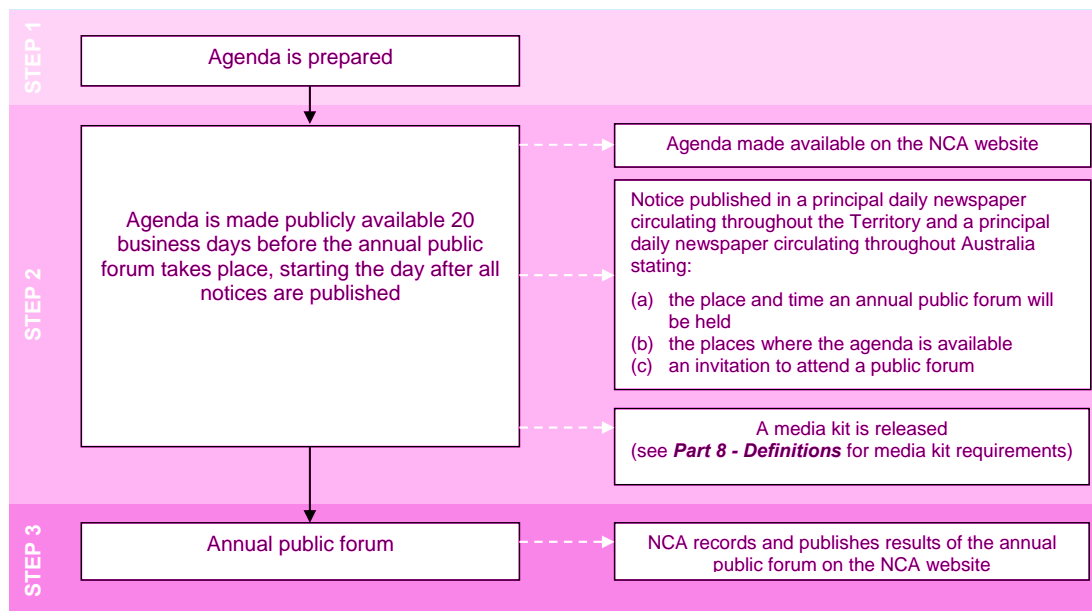
## 5.1 Annual public forum

The NCA will hold an annual public forum to inform and engage community and stakeholders. The purpose of the forum is to provide the framework to initiate discussion between the NCA and the community and stakeholders on:

- (a) the previous year’s work of the NCA and the challenges and opportunities encountered; and
- (b) the future directions and the anticipated challenges and opportunities.

The protocol for an annual public forum is set out in **Figure 5.1**.

**Figure 5.1 Protocol for an annual public forum**





## PART 6 Consultation Exceptions

### 6.1 Draft amendment process

Notwithstanding the requirements of this protocol, the consultation period for a draft amendment (general and site specific) to the National Capital Plan (the Plan) may be shortened for any matters relating to diplomatic missions, national defence or security interests.

### 6.2 Development Control Plans

Notwithstanding the requirements of this protocol, any matters relating to diplomatic missions, national defence or security interests, will be exempt from consultation.

### 6.3 Development Applications

Consultation for development applications is only necessary when required by the Plan. A list of all development applications is available for public inspection on the NCA website. The list does not include applications which are in the Parliamentary Zone, or in relation to diplomatic missions, national defence or security interests, or any matters that are commercial-in-confidence.

## PART 7 Review and Monitoring

### 7.1 Review and monitoring

The NCA will review the Consultation Protocol (protocol) every two years. This review will be framed around testing draft amendments, development control plans, development applications, Parliamentary Zone approvals and the annual public forum against the following ten key questions:

1. What is consulted on?
2. When is consultation carried out?
3. Who is responsible for carrying out consultation?
4. How is consultation carried out?
5. How is the information on consultation made available for inspection?
6. How long is consultation carried out?
7. How can interested persons have their say?
8. How are the submissions received during consultation addressed?
9. How can interested persons access responses to the submissions and the decision?
10. What is exempt from consultation?

## PART 8 Definitions

**Action by the Minister** is the decision by the Minister to approve the draft plan without alteration; or refer the draft plan to the Authority for further consultation or suggested alterations, in accordance with section 19 of the *Australian Capital Authority (Planning and Land Management) Act 1988*.

**Consultation** is the means by which the NCA provides community and stakeholders with an opportunity to have their say in decision-making.

**Consultation** is a commitment by the NCA to:

- (a) inform community and stakeholders;
- (b) listen to community and stakeholders;
- (c) acknowledge submissions;
- (d) consider submissions; and
- (e) provide feedback on how submissions were addressed (how issues raised in the submissions were considered).

**Consultation report** is a report prepared in response to the consultation process that was carried out and the submissions, if any, which were received. The report is to contain:

- (a) a summary of the consultation process that was carried out;
- (b) the name and address of each principal submitter;
- (c) the date that each submission was received;
- (d) the subject matter that the submission was about;
- (e) an assessment of the matters that were raised for each submission; and
- (f) a recommendation about each submission.

**Development application** refers to an application for works approval under the *Australian Capital Territory (Planning and Land Management) Act 1988*. It does not include an application for building approval.

**Development Control Plan (DCP)** may be maps, drawings, photographs, specifications and written statements. It should include sufficient detail for the guidance and management of development in the area, and may include design, siting, scale, purpose, timing and phasing, construction, landscaping and other relevant matters.

**General amendment** is a change to the Plan to:

- (a) include new policy;
- (b) update existing policy; or
- (c) change the range of land uses within an areas.

**Media kit** is an information kit which is provided to the media and/or community and stakeholders and includes a:

- (a) planning fact sheet (including details on the consultation process);
- (b) media release;
- (c) copy of the draft amendment; and
- (d) CD Rom of images as required.

**Minor amendment** is a change to the Plan that would not affect the rights of any person and includes correcting or changing an explanatory matter, or correcting a grammatical or mapping error.

**National Capital Authority** (NCA) is established by section 5 of the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act).

**National Capital Plan** (the Plan) reflects the Australian Government's continuing interest in the planning and development of the national capital to ensure that it continues to serve its national purposes. The Plan guides and regulates how Canberra and the Territory is planning and developed in accordance with its national significance.

**Principal submitter** for a submission is:

- (a) if the submission is made by one person – the person;
- (b) if the submission is made by two or more persons – the person who has been identified as the principal submitter or the name which is first on the list.

**Public forum** is a meeting which provides the arena for the NCA to report to and engage in open discussion with the audience.

**Public information session** provides interested people the opportunity to:

- (a) view plans;
- (b) discuss issues; and
- (c) provide comment or written feedback about the proposal.

**Site-specific amendment** is a change to the Plan which relates only to a specific Section and Block or part of a specific Section and Block.

**Stakeholders** include but are not limited to:

- (a) Commonwealth, State and/or Territory government departments and agencies (eg. Department of Transport and Regional Services, Department of Environment and Heritage, Department of Foreign Affairs and Trade, Department of Finance, ACT Planning and Land Authority, ACT Department of Territory and Municipal Services);
- (b) institutions or professional bodies (eg. Planning Institute of Australia, Property Council, Royal Australian Institute of Architects, Australian Institute of Landscape Architects, Masters Builders Association);
- (c) community and/or resident groups (Yarralumla Residents Association, Lake Users Group);
- (d) indigenous communities (eg. Ngun(n)awal people); and
- (e) lessees,

who are directly affected, and are determined by the NCA, or in the case of the Parliamentary Zone the proponent, depending on the nature and scope of the proposal.

**Submission** is a representation which supports or opposes an amendment, development control plan or development application that:

- (a) is made by any person;
- (b) is in writing and may be received by email, fax or letter;
- (c) states the name and address of each person making the submission;
- (d) is made to the Authority;
- (e) states the grounds of the submission; and
- (f) is received during the consultation period.



## Appendix - Templates

The following templates have been developed and accepted as guides to be used when preparing the following items for public consultation:

- (a) Q & A form;
- (b) submission form;
- (c) acknowledgement notice;
- (d) consultation report;
- (e) decision notice to principal submitters;
- (f) notice in the Canberra Times or Chronicle;
- (g) notice in the Commonwealth Gazette;
- (h) advertisement in The Australian
- (i) sign;
- (j) notice to adjoining land owners; and
- (k) letter for a letter box drop.

## Example of a Q & A form

SEEING CANBERRA TOMORROW, TODAY  
The Griffin Legacy: The blueprint for the future development of the central national areas

The Griffin Legacy Principles and Policies Amendment 56 to the National Capital Plan

### FACT SHEET

**Q: What is *The Griffin Legacy*?**  
**A:** *The Griffin Legacy* is a blueprint for Canberra and the Territory. *The Griffin Legacy* directs future public and private investment in core areas of the capital where opportunities are created for vibrant, mixed used precincts alongside cultural institutions, government buildings and major national attractions. It restores the intended urbanity and vitality of Canberra as a cosmopolitan lakeside city.

**Q: What is Amendment 56 and what will it do?**  
**A:** Amendment 56 was approved by the Minister for Local Government, Territories and Roads on 30 November 2006.

The amendment was tabled in the Australian Parliament on 6 December 2006 and is subject to a disallowance period of 15 sitting days in both the House of Representatives and the Senate. This period will expire on 29 March 2007.

The purpose of Amendment 56 is to set out The Griffin Legacy – Principles and Policies to form a basis for making planning and urban design decisions for the Central National Area, its landscape setting and approaches.

**Q: What is the National Capital Plan?**  
**A:** The National Capital Plan is the strategic document to ensure that Canberra and the Territory are planned and developed in accordance with their national significance.

Preparing, amending and administering the plan is one of the key functions of the NCA. *The Griffin Legacy* has been incorporated in the plan and all future development will be guided by its policies and principles.

**Q: How can we be sure the existing Garden City character of Canberra will be protected and that it won't be overdeveloped?**  
**A:** One of *The Griffin Legacy* objectives included in the National Capital Plan is to "maintain the Garden City and City Beautiful values which underpin Canberra's quality of life".

**Q: What is the timeframe for *The Griffin Legacy*?**  
**A:** *The Griffin Legacy* is expected to be implemented over the next 20 to 30 years.

**Q: How will the growth be funded?**  
 There will be a variety of funding arrangements depending on the development in question, private, public or joint public and private investment.

Canberra is in an unusual position in that the majority of the land in question is already owned by either the Australian or Territory Government.

**Q: Is it likely there will be a lot of change?**  
**A:** Yes, over time. Canberra is a work in progress and should develop as a world class city as was always intended.

together  
their planning  
Canberra  
ing the  
A.  
over time like  
equate?  
nt. This  
y to cater for  
the NCA and  
hanged or

SEEING CANBERRA TOMORROW, TODAY  
The Griffin Legacy: The blueprint for the future development of the central national areas

Australian Government  
National Capital Authority



## Example of a submission form

### Draft Amendment 53 —

# Albert Hall Precinct

The National Capital Authority invites interested people and organisations to provide written comments on Draft Amendment 53 – Albert Hall Precinct by **5pm on Friday 13 April 2007** to the National Capital Authority.

The NCA will publish a Consultation Report and a Public Submissions Table on our website which provides a summary of the consultation process for the Draft Amendment.

The Consultation Report and Public Submissions Table may include comments you have included on this form or comments from other submissions received by the National Capital Authority in response to the Draft Amendment including the name of the person or principal submitter.

It is our intention that the Public Submissions Table would include the name and address of each person or principal submitter who provided written comments to the NCA on the Draft Amendment.

If you do not want your name and address to be included in the Public Submissions Table please indicate this by ticking the box below.

I do not want my name and/or address published in the Consultation Report or the Public Submissions Table.

Copies of the Draft Amendment 53 are available on our website [www.nationalcapital.gov.au](http://www.nationalcapital.gov.au).

Please tick:

I support this proposed Draft Amendment

I support some of this proposed Draft Amendment

I do not support this proposed Draft Amendment

Comments:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_ (please continue your comments over the page)

---

Signed \_\_\_\_\_ Name \_\_\_\_\_ Date \_\_\_\_\_

Address \_\_\_\_\_ Email \_\_\_\_\_

I heard about this Draft Amendment by:

NCA website  public notice in the Canberra Times  family/ friend  newspaper story  other

**Be the first to hear what's on in our national capital.**

Yes, I would like to subscribe to Capital 21, a free monthly snapshot of the National Capital Authority's projects and programmes.

My email address is: \_\_\_\_\_

Privacy Policy: We respect your privacy and will not release your details to any third parties or use them for any purpose other than which you have indicated above.

## HAVE YOUR SAY

Example of an acknowledgement notice



**Australian Government**  
**National Capital Authority**

File no: 06/709

Name  
Address

Dear

**DRAFT DEVELOPMENT CONTROL PLAN NO: 171/06/0003 -- ADELAIDE AVENUE**

Thank you for your submission dated 18 August 2006 on Draft Development Control Plan No 171/06/0003 -- Adelaide Avenue.

The submission will be taken into account together with all other submissions received on Draft Development Control Plan No 171/06/0003 before the matter is finalised.

We will also advise you of how your submission was considered.

Should you have any further queries please do not hesitate to contact myself on telephone 02 6272 2066 or by email [ian.wood-headley@nca.gov.au](mailto:ian.wood-headley@nca.gov.au).

Yours sincerely

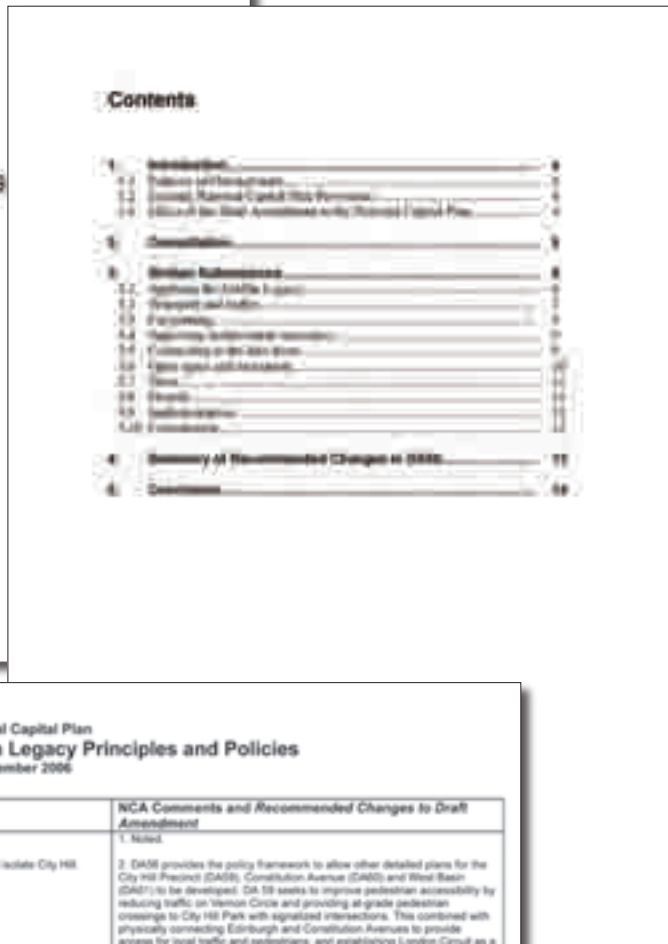
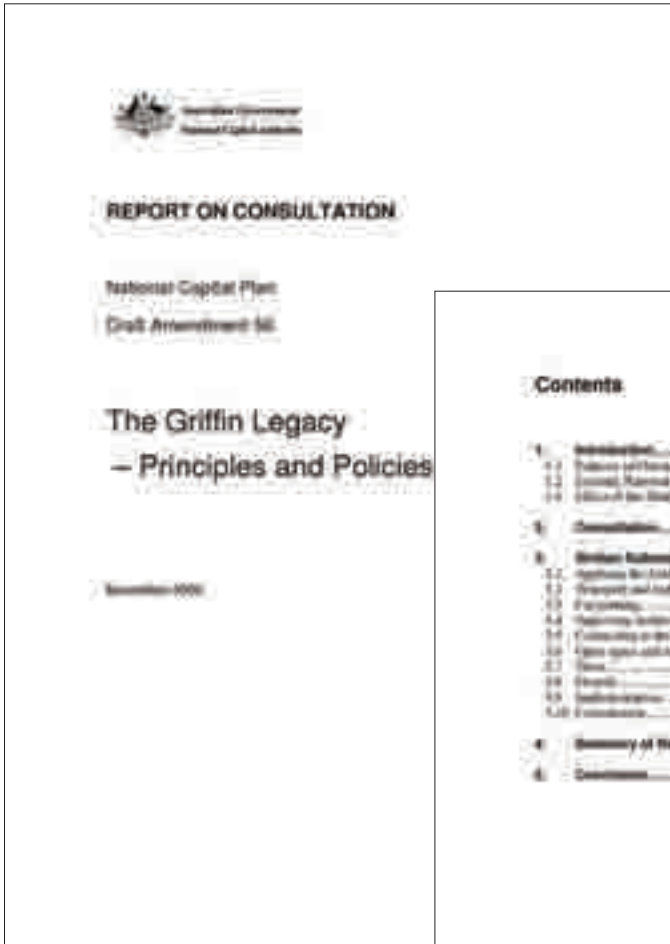
**Ian Wood-Headley**  
Planning and Urban Design  
23 August 2006

*Building the National Capital in the Name of all Australians*

F 02 6272 3000 | F 02 6272 4421 | [www.nationalcapital.gov.au](http://www.nationalcapital.gov.au) | email [info@nca.gov.au](mailto:info@nca.gov.au)

Capital & Architecture Forensic Building, King Edward Terrace, Parkes, ACT 2600 | Mailing 070 Box 173 Canberra ACT 2600  
02 6272 3000

Example of a consultation report

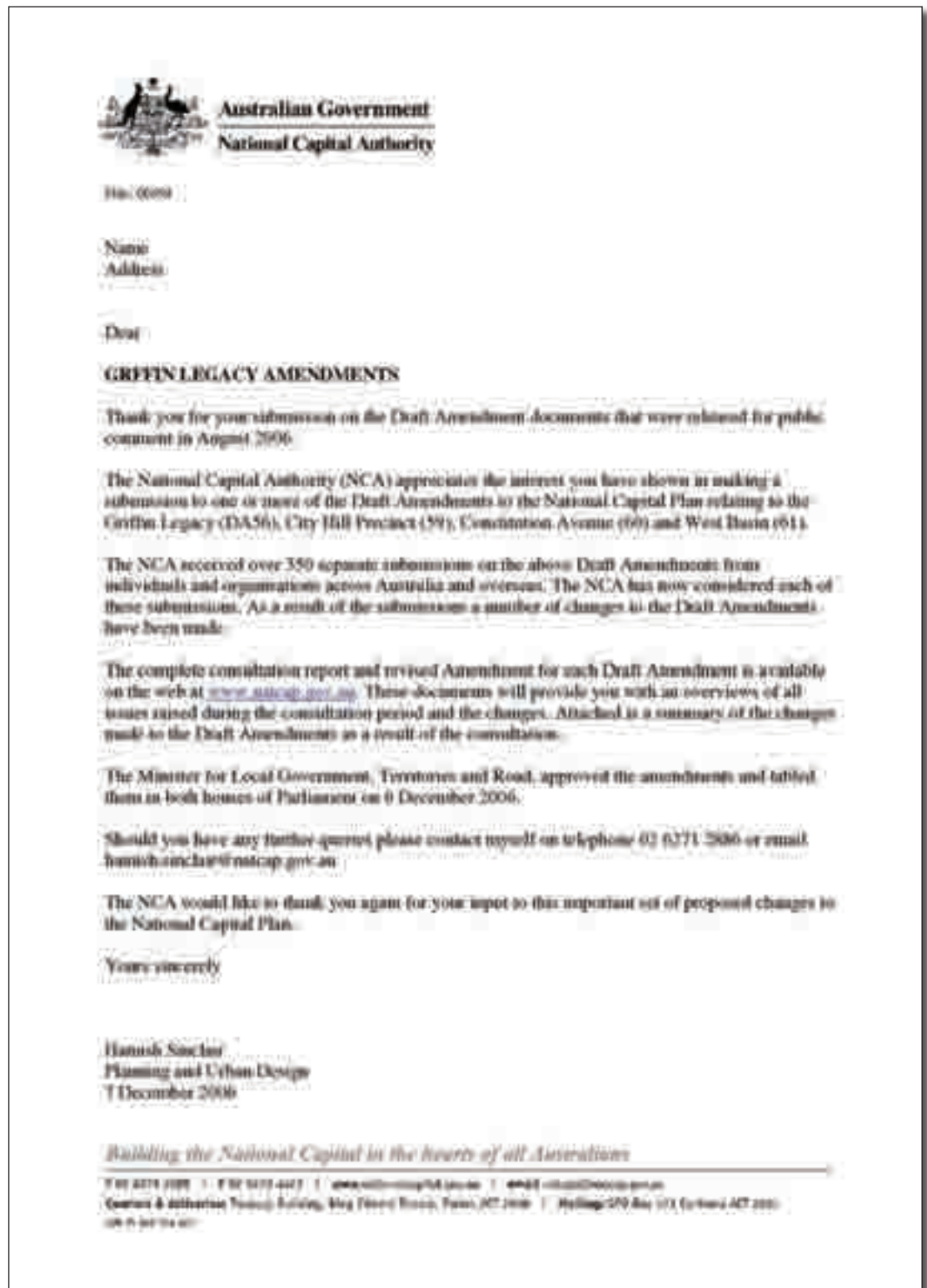


National Capital Plan  
Draft Amendment 56 Griffin Legacy Principles and Policies  
November 2006


No.	Name and Address of Submitter	Issues	NCA Comments and Recommended Changes to Draft Amendment
1		1. Support DA but have concerns. 2. Diverting traffic around London circuit will isolate City Hill. 3. Traffic diversion will cause unwanted congestion to London Circuit. 4. Long term option is to tunnel under city Hill connecting Commonwealth Ave with Northbourne Ave.	1. Noted. 2. DAB provides the policy framework to allow other detailed plans for the City Hill Precinct (DAB), Constitution Avenue (DAB) and West Basin (DAB) to be developed. DA 56 seeks to improve pedestrian accessibility by reducing traffic on Vernon Circle and providing at-grade pedestrian crossings to City Hill Park with signalized intersections. This combined with physically connecting Edinburgh and Constitution Avenues to provide access for local traffic and pedestrians, and establishing London Circuit as a major public transport hub will enhance accessibility to City Hill Park. 3. DAB sets policy framework seeks to resolve an existing problem as part of an integrated solution addressing future development outlined in DAB. DAB has considered modifications to existing traffic depend upon continuing implementation of peripheral parkways and city bypass routes. There is capacity on London Circuit, to divert a significant share of vehicular traffic around the City Hill Precinct. Independent traffic studies confirm the feasibility of the traffic proposals contained within the DA. 4. DAB does not preclude a tunnel under City Hill in the long term.
2		1. Support DA. 2. Analysis shows need for continuity of legacy.	1. Noted. 2. Noted.
3		1. Support DA. 2. This is long overdue. 3. I realise it's a long way off, I hope to be around to enjoy it someday and hurry up and do it.	1. Noted. 2. Noted. 3. The Griffin Legacy is a blueprint for future development of Canberra's central national areas. It is a long term plan (25 to 50 years) and does not preclude development occurring over a shorter time period.
4		1. Support DA.	1. Noted.

Page 1 of 26

Example of a decision notice to principal submitters



## Example of a notice in The Canberra Times or Chronicle



**Australian Government**  
**National Capital Authority**

---

### *Our Nation Your Capital*

---

## Consultation Protocol

The National Capital Authority (NCA) has undertaken a review of its consultation processes for amendments to the National Capital Plan and development applications. A discussion paper has been prepared to consider what sort of consultation should be undertaken. The findings of the discussion paper have guided the development of a draft protocol. The protocol seeks to formalise, clarify, provide guidance and ensure consistency in the application of consultation requirements under the *Australian Capital Territory (Planning and Land Management) Act* and the Plan.

The draft Consultation Protocol and the discussion paper, *A Consultation Protocol* is now available for public inspection and comment.

A public information session will be held:

on **Thursday 24 August 2006**  
between **5:30pm – 7:30pm**  
with a **presentation at 6pm**  
at the **National Capital Authority**  
Treasury Building  
Ground Floor King Edward Terrace  
PARKES ACT 2600

**Further information** is available from Kim Kirstein  
on (02) 6272 2965, Fax (02) 6273 4427 or email  
[kim.kirstein@natcap.gov.au](mailto:kim.kirstein@natcap.gov.au)

### Amendment of the National Capital Plan

---

## Draft Amendment 56

---

### Griffin Legacy – Principles and Policies

On 8 December 2004 *The Griffin Legacy: Canberra and the Nation's Capital in the 21<sup>st</sup> Century* was launched. The Legacy is a 21<sup>st</sup> Century plan for the heart of the nation's capital – the Central National Area and its approaches.

The National Capital Authority (NCA) proposes Draft Amendment 56 to the Plan to include 'The Griffin Legacy – Principles and Policies' to form the basis for making planning and urban design decisions for the central national area, its landscape setting and approaches.

Draft Amendment 56 has been prepared in accordance with sections 15(1) and 23 of the *Australian Capital Territory (Planning and Land Management) Act 1988* and is now available for public inspection and comment.

From **Friday 18-20 August** officers of the NCA will be available to discuss the Draft Amendment:

between **9am – 5pm**  
at the **National Capital Exhibition**  
Commonwealth Park  
Ph 02 6271 2888  
[griffinlegacy@natcap.gov.au](mailto:griffinlegacy@natcap.gov.au)

**Further information** is available from Ian Wood-Bradley  
on (02) 6272 2966, Fax (02) 6273 4427 or email  
[ian.wood-bradley@natcap.gov.au](mailto:ian.wood-bradley@natcap.gov.au)

The NCA invites interested people and organisations to provide written comments on the draft Consultation Protocol or Draft Amendment 56 by close of business on Friday 15 September 2006 to:

**Todd Rohl, Managing Director Planning and Urban Design,**  
**National Capital Authority, GPO Box 373, CANBERRA ACT 2601**  
**email: [todd.rohl@natcap.gov.au](mailto:todd.rohl@natcap.gov.au)**

Copies of the draft Consultation Protocol and discussion paper, and Draft Amendment 56 are available from:

■ <b>Information Centre</b> National Capital Authority Treasury Building Ground Floor King Edward Terrace PARKES ACT 2600 between 8.30am and 5pm Monday to Friday	■ <b>National Capital Exhibition</b> Regatta Point Commonwealth Park between 9am and 5pm daily
	■ <b><a href="http://www.nationalcapital.gov.au">www.nationalcapital.gov.au</a></b>

---

**WWW.NATIONALCAPITAL.GOV.AU**

PN050806



## Example of a notice in the Commonwealth Gazette

**Amendment of the National Capital Plan**  
**Draft Amendment 53**  
**Albert Hall Precinct**

The National Capital Authority proposes Draft Amendment 53 - Albert Hall Precinct to the National Capital Plan to set out a framework of land uses and planning and urban design policies to guide future development of the Albert Hall Precinct as a mixed use and open space precinct with increased transit activity and links to surrounding national attractions. It will be reviewed and respond to the heritage values associated with buildings and the landscape.

Draft Amendment 53 has been prepared in accordance with sections 16(1) and 22 of the Australian Capital Territory (Planning and Land Management) Act 1988 and is now available for public inspection and comment.

Copies of Draft Amendment 53 are available from:

- **National Capital Authority**  
Treasury Building  
Ground Floor King Edward Terrace  
PARRES ACT 2000  
between 9am and 5pm Monday to Friday
- **National Capital Exhibition**  
Regatta Point  
Commonwealth Place  
between 9am and 5pm daily
- [www.nationalcapital.gov.au](http://www.nationalcapital.gov.au)

A public information session on Draft Amendment 53 will be held on:

- **Monday 5 March 2007** from 4pm to 7pm at the Albert Hall, Commonwealth Avenue, Yarrrawarra.

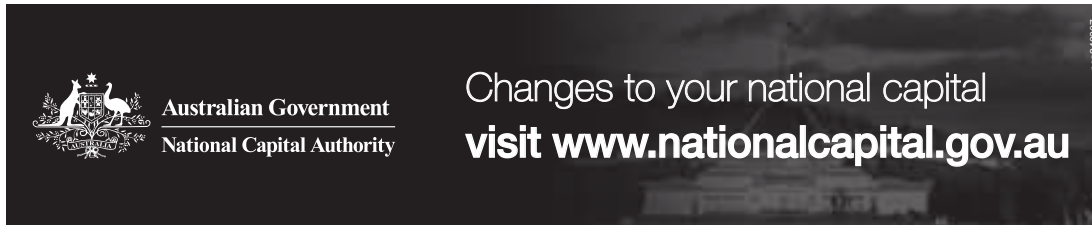
The NCA invites interested people and organisations to provide written comments on Draft Amendment 53 by close of business on Friday 6 April 2007 to:

- **Mr Todd Rohl**  
Managing Director  
Planning and Urban Design  
National Capital Authority  
GPO Box 379  
CANBERRA ACT 2601  
email: [todd.rohl@nca.gov.au](mailto:todd.rohl@nca.gov.au)
- **Or delivered by hand to the NCA office at:**  
Ground Floor Treasury Building  
King Edward Terrace  
PARRES ACT 2000

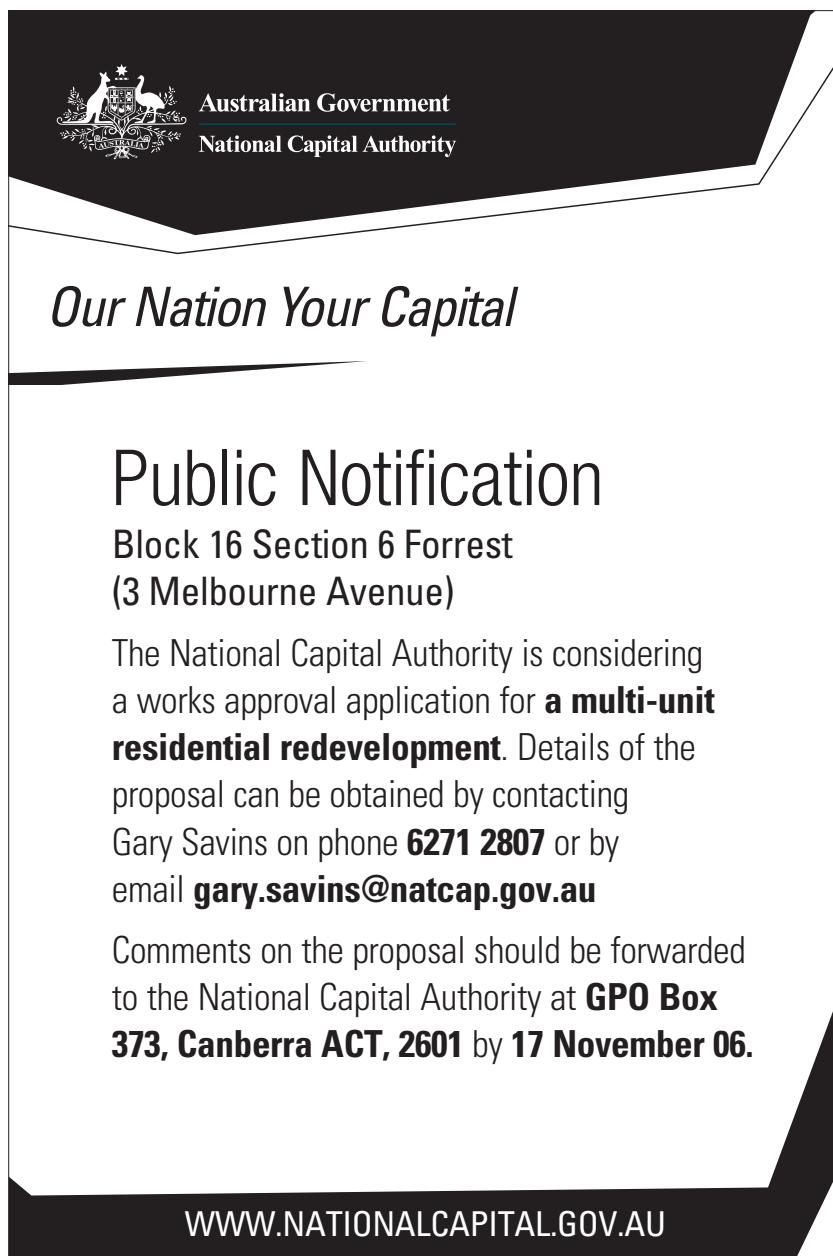
All submissions, including names and addresses, in relation to this draft amendment will be made publicly available at the NCA office and on the NCA website.

Further information is available from Hannah Tomlin on (02) 6271 2888. Fax (02) 6273 4427 or email [hannah.tomlin@nca.gov.au](mailto:hannah.tomlin@nca.gov.au)

Example of an advertisement in The Australian



Example of a sign



Example of a notice to adjoining land owners

 **Australian Government**  
**National Capital Authority**

Job No:  
File No:  
Date:

Name:  
Address:

Date:

**BLOCK SECTION (ADDRESS)**  
**DESCRIPTION OF PROPOSED DEVELOPMENT**

The National Capital Authority (NCA) has received a works approval application for (insert description of application).

The plans are available for your viewing and comment. Should you wish to view the plans please contact Sarah Tynell on 6271 2811 or email [sarah.tynell@nca.gov.au](mailto:sarah.tynell@nca.gov.au) to arrange a suitable time.

Any comments you may have on the proposed changes will need to be submitted in writing to the NCA by (insert date).

Yours sincerely,

Suzanne Brughton  
Principal Planner  
Planning and Urban Design

Date:

*Building the National Capital in the interests of all Australians*

---

T 02 8212 2800 F 02 8212 2822 | [www.nationalcapital.gov.au](http://www.nationalcapital.gov.au) | 8000 0042999999999999  
Government Services Building, National Circuit, Canberra ACT 2600 | Building 4/200 The 200 Canberra ACT 2600  
2000-00-000000

## Example of a letter for a letter box drop

WA No.:

Dear Sir/Madam *(or surname of lessee is known)*

**BLOCK SECTION SUBURB (Insert address)**  
**PROPOSED TELECOMMUNICATIONS FACILITY**

An application for Works Approval for a proposed telecommunications facility has been submitted by (insert name of applicant) to the National Capital Authority (NCA).

The proposed works will take place at (insert location/address including UBD map reference) and will consist of:

- Insert details of proposed facility (type of facility, height, colour etc)

(Insert applicant's name) is undertaking this consultation to complement that of the NCA. Should you wish to view the plans please contact (insert name of case officer) on (insert telephone no.) or via email at (insert email address) to arrange a suitable time.

Submissions can be provided via post or email to:

Postal Address: (Insert postal address of applicant)	Email Address: (Insert email address of applicant)
---	---

Any comments you may have on the proposal will need to be submitted in writing by (insert date). (Insert organisation name/company) will have all due regard for any submission received and will forward copies of all submissions to the NCA for their consideration before the Works Approval application is determined.

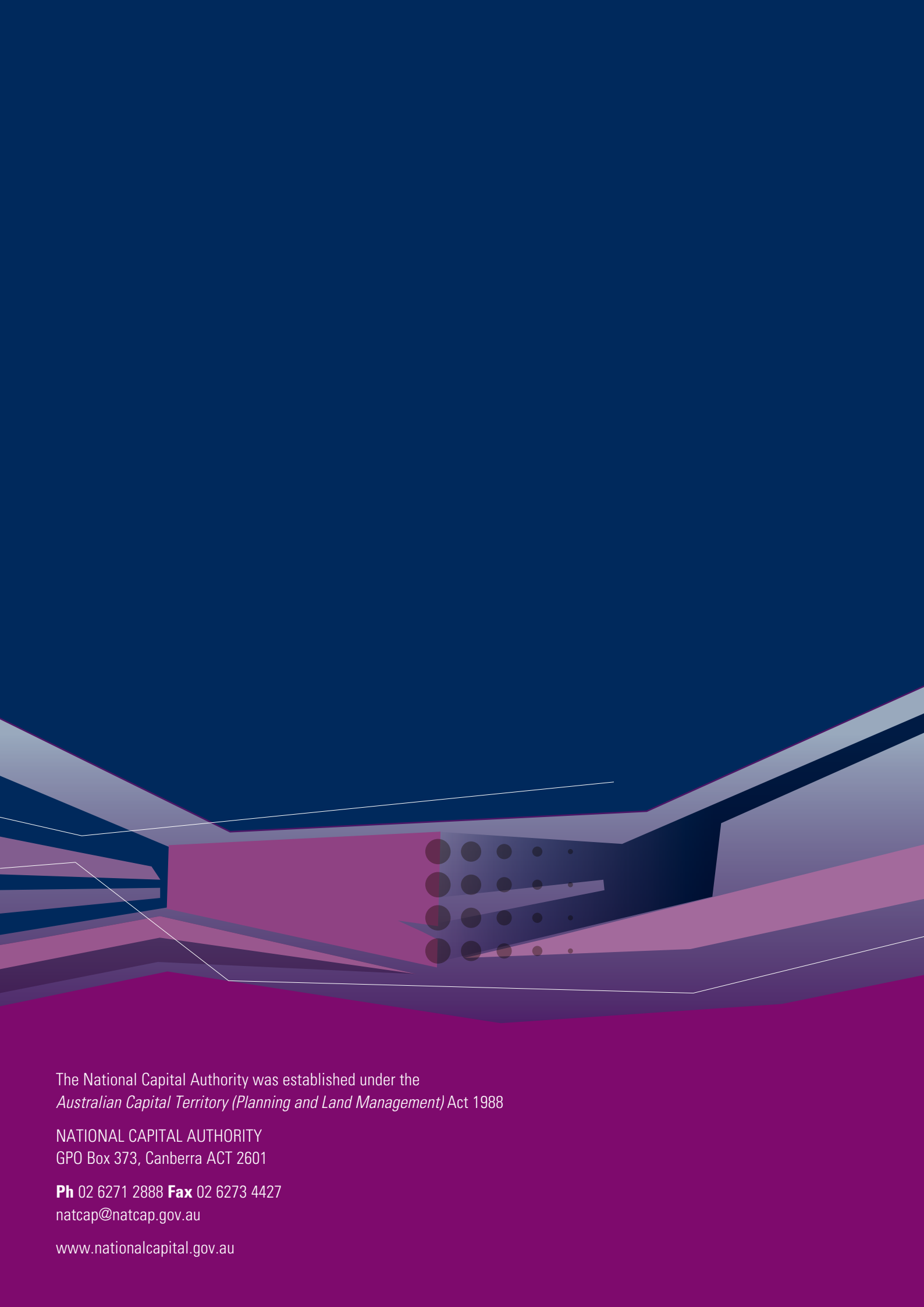
An acknowledgement of your submission will be sent to you by return post.

Yours sincerely,

**Name**  
**Position**  
**Applicant's Organisation/Company**

Date

(reverse of letter to include a location map of proposed telecommunications facility)



The National Capital Authority was established under the  
*Australian Capital Territory (Planning and Land Management) Act 1988*

NATIONAL CAPITAL AUTHORITY  
GPO Box 373, Canberra ACT 2601

**Ph** 02 6271 2888 **Fax** 02 6273 4427  
[natcap@natcap.gov.au](mailto:natcap@natcap.gov.au)

[www.nationalcapital.gov.au](http://www.nationalcapital.gov.au)



