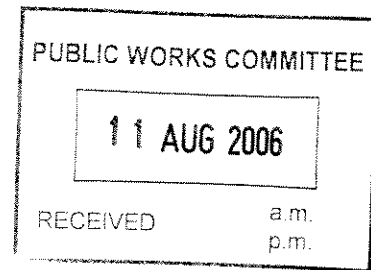




**Australian Government**  
**National Capital Authority**

Mr Jason Sherd  
 Inquiry Secretary  
 Parliamentary Standing Committee on Public Works  
 Parliament House  
 CANBERRA ACT 2600



Dear Mr Sherd

**DEVELOPMENT OF CANINE KENNELLING AND TRAINING FACILITIES FOR THE AUSTRALIAN FEDERAL POLICE AT MAJURA, ACT**

I refer to your letter of 11 July 2006 regarding the inquiry by the Parliamentary Standing Committee on Public Works into the above proposal at Block 622 Majura, ACT. The National Capital Authority (NCA) is pleased to provide a written submission advising the Committee of the NCA's interest in the matter.

The submission provides the legislative background and discusses the relevant provisions of the National Capital Plan (the Plan) as it applies to the subject site and the proposed development. It also sets out the NCA's current position regarding the assessment of the proposal.

The Australian Federal Police Training site at Majura is National Land located outside the Designated Areas of the Plan. The site is subject to the Special Requirements of the Plan requiring any works to be consistent with an approved Development Control Plan.

The AFP have briefed the NCA on the proposed expansion to the canine kennelling and training facilities at Block 622 Majura and from these initial discussions the NCA does not envisage any concerns with the proposal. Detailed final drawings of the proposal, once developed will need to be submitted to the NCA for assessment of the proposals consistency with the provisions of the National Capital Plan.

NCA representatives will be available to attend the public hearing in September 2006 to advise the Committee if required. Should you need any further advice on the matter, please do not hesitate to contact Natalie Broughton on 6271 2867.

Yours sincerely

Todd Rohl  
 Managing Director  
 Planning and Urban Design

August 2006

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

T 02 6271 2888 | F 02 6273 4427 | [www.nationalcapital.gov.au](http://www.nationalcapital.gov.au) | email [natcap@natcap.gov.au](mailto:natcap@natcap.gov.au)

Couriers & deliveries: Treasury Building, Newlands Street, Parkes ACT 2600 | Mailing: GPO Box 373 Canberra ACT 2601

ABN 75 149 374 427

**NATIONAL CAPITAL AUTHORITY  
SUBMISSION TO THE  
PARLIAMENTARY STANDING COMMITTEE ON PUBLIC WORKS**

**DEVELOPMENT OF CANINE KENNELLING AND TRAINING FACILITIES FOR  
THE AUSTRALIAN FEDERAL POLICE AT MAJURA, ACT**

**1. INTRODUCTION**

The National Capital Authority (NCA) has prepared this submission in response to the Parliamentary Standing Committee on Public Works (PWC) inquiry into the proposed development of canine kennelling and training facilities for the Australian Federal Police (AFP) at Majura ACT.

This submission provides the relevant background information on the NCA's role in planning and development in the ACT and the NCA's involvement in the site and its development. It sets out the provisions of the National Capital Plan (the Plan) applicable to the subject site and outlines the NCA's current position regarding the assessment of the proposal.

**2. LEGISLATIVE BACKGROUND**

The National Capital Planning Authority was established in 1989 as part of the introduction of self-government in the ACT, with a view to securing the Federal Government's continuing interest in the planning and development of Canberra as Australia's National Capital. The name was changed to National Capital Authority on 4 June 1996.

The functions of the Authority are set out in the *Australian Capital Territory (Planning and Land Management) Act 1988* (the Act). One of the functions of the NCA under the Act is to prepare and administer the Plan. Section 9 of the Act sets out the object of the Plan as follows:

***Object of the Plan***

9. *The object of the Plan is to ensure that Canberra and the Territory are planned and developed in accordance with their national significance.*

The Plan is required to set the general policies to be implemented throughout the Territory, and in particular, the policies of land use (including the range and nature of permitted land use) [Section 10(2)(b)].

In addition, the Act makes provision for the Plan to identify "Designated Areas" – "areas that have the special characteristics of the National Capital". [Section 10(1)]. Within

Designated Areas the NCA is the responsible planning authority and all “works” require the approval of the NCA in writing [Section 12(1)(b)].

The Act also enables the Plan to set out “Special Requirements” for the development of any area (not being a Designated Area), being requirements that are desirable in the interests of the National Capital [Section 10(2)(d)].

The Act at section 11(2) outlines the effect of the Plan on Commonwealth agencies as follows:

***Effect of Plan***

11. (2) *The Commonwealth, a Commonwealth authority, the Territory or a Territory authority shall not do any act that is inconsistent with the Plan.*

The Plan has been prepared in accordance with the Act and is being administered by the NCA. Provisions of the plan relevant to the proposed development of canine kennelling and training facilities for the AFP at Majura ACT are set out below.

**3. RELEVANT NATIONAL CAPITAL PLAN PROVISIONS**

**Introduction**

The AFP Training Facility at Majura, ACT is on National Land located outside the Designated Areas as set out in the Plan. The site is subject to the Special Requirements of the Plan.

**Land use**

The General Policy Plan of the National Capital Plan identifies the AFP Training Facility (Block 622 Majura) as part of the ‘Broadacre Areas’ land use. The range of uses permitted in the Broadacre Areas includes ‘Educational Establishment’. The use of the site as the AFP Training Facility is consistent with this land use.

**Special Requirements**

The Plan has Special Requirements for Broadacre Areas under Section 5.3.1 of the Plan, which require that development, including subdivision and leasing proposals, are to conform to a Development Control Plan (DCP) approved by the NCA.

On 14 July 2006 an amended DCP No. 171/06/0001 (copy attached) was approved by the NCA for the site. As a result of a revised Master Plan for the site, this DCP amended a previous DCP approved on 29 July 2004. The DCP for the site provides for an expansion to the dog training facility currently on the site.

## **Environment and Heritage**

The AFP made a referral in 2002 on the proposed AFP Training Facility development to the Department of the Environment and Heritage (DEH) under the *Environment Protection and Biodiversity Conservation Act 1999*. That referral was determined to be not a controlled action by DEH. Following a decision to alter the location of the buildings for the Training Facility in the site master plan, the AFP have subsequently received advice from DEH that the changes to the master plan location for the development will not have a significant impact and no further referral is required.

### **4. ASSESSMENT OF PROPOSAL**

The AFP have briefed the NCA on the proposed expansion to the canine kennelling and training facilities at Block 622 Majura. Detailed final drawings of the proposal, once developed will need to be submitted to the NCA for assessment of the proposals consistency with the provisions of the National Capital Plan. The current DCP for the site envisages expanded dog training facilities and based on the documentation seen to date, the NCA is confident that the final proposal when submitted to the NCA will be able to be supported.

**DEVELOPMENT CONTROL PLAN  
AUSTRALIAN FEDERAL POLICE TRAINING FACILITY  
BLOCK 622 MAJURA**

**DCP NO 171/06/0001**

**1.0 Area subject to this Development Control Plan**

The site which is subject to this Development Control Plan (DCP) is defined as Block 622 Majura, and has an area of approximately 199ha. It is located approximately 3km south of the Federal Highway and 6km north of Fairbairn Avenue. The site is accessed from Majura Road, as shown in the *Development Control Plan Drawing No. 171/06/0001*.

**2.0 National Capital Plan Provisions**

The site is National Land located outside the Designated Areas of the National Capital Plan (the Plan). Therefore, Special Requirements for Broadacre Areas under Section 5.3.1 of the Plan apply, which requires that development, including subdivision and leasing proposals, is to conform to a DCP agreed by the National Capital Authority (NCA). DCP's are to reflect the relevant provisions of the Plan and the Territory Plan, including the Specific Requirements set out at Section 5.3.1, as follows:

*Development, including subdivision and leasing proposals, of all National Land not included in a Designated Area of this Plan, is to conform to Development Control Plans agreed by the Authority. Development Control Plans are to reflect the relevant provisions of the Territory Plan, and meet the following requirements:*

- *Adverse environmental impacts from on-site developments, on adjacent land and development, shall be identified and redressed to the extent practicable.*
- *Adequate provision should be made where appropriate for visitors to sites.*
- *Functional relationships between uses within and external to the site shall be provided for.*
- *Consistency in the external design and site layout of buildings and landscaping shall be sought.*
- *Satisfactory arrangements shall be made for parking accommodation and vehicular access and egress. Traffic impacts of development shall be taken into account.*

This DCP has been prepared to satisfy the Special Requirements of the Plan and will form the basis for the assessment of any development proposed on the site.

Reference shall also be made to Section 5.1 of the Plan in regards to aircraft noise and protection of airspace. Information about forecast noise exposure and protected airspace in relation to Canberra International Airport shall be obtained from *Airservices Australia*, and *Department of Transport and Regional Services*, and it will be the proponent's responsibility to consult these agencies about any proposed works.

### **3.0 Territory Plan Provisions**

Any proposals for development, subdivision or leasing will be assessed by the NCA against the relevant provisions of the Territory Plan.

### **4.0 Land Use**

#### **4.1 Land Use Policy**

The site is located within the “Broadacre Areas” and “Broadacre” land use policy in the Plan and the Territory Plan respectively. Under both the Plan and the Territory Plan, Educational Establishment is a permitted use. The site is to be used for the purpose of Australian Federal Police Training Facilities consistent with the Broadacre Area (Educational Establishment) land use policy of the Plan. The existing uses (Driver Training Track, Dog Training Centre and Administration Building) are to remain and are consistent with the land use policies of both the Plan and the Territory Plan.

The Australian Federal Police intention to redevelop the existing driver training area and other training facilities, as ‘state of the art’ training and special purpose operational facilities, including anti terrorism and law enforcement training facilities is also consistent with the definition of an “Educational Establishment”. The overall proposal to include a number of one, two and three storey buildings, new driving circuit, small arms indoor firing ranges, and specialised training areas, interspersed with conservation zones, landscaped areas and other open spaces, is to be consistent with this Development Control Plan and the relevant land use policy of both Plans.

#### **4.2 Land Use Intentions**

The functional use of the site is to be based on a multi-nodal zoning that reflects AFP’s accommodation needs and provides flexibility for staged growth as well as possible future changes in facility needs.

Development and land use is to be based on nine main zones or precincts, as identified on *Development Control Plan Drawing No. 171/06/0001*, as follows:

- 1 Driver Training Track
- 2a For selected higher security training, operational training and support uses including the Firing Ranges
- 2b Reception Centre for external programs, operational training and support uses.
- 2c Lower security support facilities:
  
- 3 The Village Training Area
- 4 East zone – Landscape buffer zone with scattered training tracks and outdoor recreation and specialist training facilities.
- 5 AFP Campus. Staged development of general administration and support uses including IT and Forensics.
- 6 Dog Training, Mounted Police, Waste Water Management and specialist use area
- 7 Central Zone.

The elevated "Hill" Precincts 4 and 7 are landscape buffer zones with scattered training tracks and outdoor recreation and specialist training facilities. Limited infrastructure facilities may occur in these zones.

The Conservation Zones relating to the Cultural Heritage and Environment Protection requirements of the site are subject to Conservation Management Plans to determine the long term management and impacts of adjacent developments.

Roads, necessary to provide essential access to other parts of the site, may be permitted through precincts 4 and 7, and the Conservation Zones, provided such roads are designed and located to minimise impacts and disturbance.

Site 3 is used for special training purposes, in the form of a village, which replicates a typical small settlement from the Pacific or South-East Asian regions. The training village comprises simulated town hall, shops, hotel, school, police stations and various shacks and sheds etc as well as operational buildings.

## **5.0 Urban Design**

### **5.1 *Urban Design Objectives***

The site is to be developed with buildings and landscaping of a good quality, which establish an appropriate relationship with its rural setting and its location close to future major transport corridors (the Majura Parkway and possible High Speed Railway). Screening of particular on-site activities from Majura Road and adjacent rural leases is important, as well as from elevated terrain and direct low level observation from the main airport flight path. These characteristics require a sensitive approach to site planning, building and landscape design, including advance structural planting.

Location of development on the site is to be in a manner, which does not adversely impact on the ecology or undermine the landscape character of the site or wider locality. Consistency between overall site development, built form and landscape design is required.

An extensive forward planting program of windbreaks and screen planting is required, as identified on *Development Control Plan Drawing No 171/06/0001*, to facilitate proposed new development initiatives. The site development strategy is to be focused on the well-screened western bank of Woolshed Creek, however extensive planting will also be required to reduce the visual exposure of new facilities, but will not relieve the impact of early (5-10 years) phase development, which will require supplementary screening to be carried out.

### **5.2 *Site Planning***

Buildings and other structures are generally to be developed in the locations identified on *Development Control Plan Drawing No. 171/06/0001*.

Appropriate functional relationships between uses within and external to the site shall be provided for.

Consistency in the external design and site layout of buildings and landscaping shall be sought, as identified in the sections on Building Design and Landscape Design below.

### **5.3 Quality Design**

#### **(a) *Building Design and Materials***

Buildings, including any support structures, shall be designed to ensure an overall consistency in their form, massing and external design detailing. Variations in design and construction detailing may be considered especially where the design expresses the functions of the building, but such variations should be within the limits of an overall theme.

Colour and materials of external facades and roofs of all buildings should be sympathetic to their rural setting. Highly reflective external materials, which may create glare, and impair site surveillance and flight path operations, are to be avoided. Similarly, the use of external glazing, glazed awnings, solar panels and the like needs to consider the possible effect of glare on adjacent uses and aircraft safety.

New buildings in the Village Training Area (Precinct 3) may be constructed with a percentage recycled materials to optimise the visual and functional authenticity of an overseas village. The buildings may comprise a mix of styles, materials and colours, including rendered facades, painted fibre cement sheeting, and coloured profiled metal cladding. Second hand galvanised sheeting and similar type materials may be used but they are not to be highly reflective (through ageing or the use of acceptable treatments).

#### **(b) *Building height and scale***

Buildings and other structures on the site will be limited to a maximum of three storeys or equivalent in height, with building height of individual elements being dependent on the site location and extent of associated landscaping. The scale of the built form is to be consistent with, and sympathetic to the landscape setting of the National Capital.

Where possible, the scale and massing of individual buildings be limited to nominal floor plates. For any larger facilities, the footprint should be arranged in wings, linked groups, staggered plan forms or otherwise treated to achieve a similar scale.

#### **(c) *Building services, storage, service areas and plant and equipment***

All building services (Sewer, water, stormwater, electricity, telephone, gas) shall be provided in accordance with the requirements of the Territory and other relevant agencies.



Careful consideration should be given to the siting of any ActewAGL substation, and storage and service areas, so that their visual impact is minimised and they do not detract from the general amenity of the locality. Such areas should be carefully designed and screened from public views.

Sewerage should be treated within the site, and reticulated water supply should be supplemented from storage tanks collecting rainwater from building roofs and paved areas.

A Grade 1 fire water supply will be required for any further development of AFP Majura. Sprinkler systems should be provided to all buildings based on estimated Fire Brigade response times and the perceived risk of operational stand-downs. All buildings should be designed and constructed in accordance with relevant Australian Standards including AS2118 (Automatic fire sprinkler systems), and AS2419 (Fire hydrant installations), and AS3959 (Construction of buildings in bushfire-prone areas).

A water sensitive urban design strategy is to be prepared which provides for the adequate collection and management of run off and stormwater, particularly to protect water quality in Woolshed Creek and to reduce demands on potable water supplies.

The design of service and storage areas (including substations, necessary plant etc) is to be integrated within the building design. All such areas are to be adequately screened from public views.

ACT NOWaste, Department of Urban Services should be contacted to determine the necessary requirement for waste storage and collection.

#### ***5.4 Environmental Design***

Development and management of the site is to be consistent with the principles of ESD.

In particular the development shall incorporate Water Sensitive Urban Design principles, including consideration of measures such as the retention and re-use of stormwater on-site for irrigation of landscaped areas. The development shall also be designed to ensure that no contaminated stormwater, including that containing sediments, is likely to leave the site either during construction or in the permanent operation of the facility.

#### ***5.5 Landscape Design***

The landscape should provide a context for buildings, parking and paved areas, and should moderate the visual impact of the development when viewed from public areas and adjacent leases.

Development proposals on-site are to be accompanied by associated landscaping in accordance with a Landscape Master Plan prepared for the site. Such proposal should attempt to retain significant trees on the western zone, and on some higher ground to the extent practicable, and integrate them in the landscape design. Since the majority of the site is treeless, extensive planting to reduce visual exposure of new facilities in such areas will be required. Care should be taken to protect the trees to be retained during construction.

Specific landscape requirements are as follows:

a) *Landscape Management*

The area of the site and the diversity of on-site activities require a comprehensive approach to landscape management, based on a Landscape Master Plan for the whole of the site. This needs to reflect the key landscape elements of the development site, including:

- Drainage Lines, Creeks and Floodways
- Hills, Ridges, and Boundary Areas
- Conservation Areas
- Open Grassed Areas
- Driver Training Track
- Village Site
- Planting Areas
- Development Sites
- Roads and Carparks
- Services and Storage Areas

b) *Windbreak and Screen Planting*

The amenity and visual security of the site is to be improved by a planned windbreak and screen planting programme, based on the main ridge lines, spurs and boundaries. On the main ridges and more elevated terrain, native planting should be used exclusively, however other species, including conifers, may be considered in the flatter western areas, including the main north and south boundaries, service and storage areas. Windbreaks and screen planting also need to reflect visual surveillance requirements throughout the site, as well as for specific facilities.

c) *Bank Stabilisation*

Woolshed Creek is prone to bank erosion during periods of high flow, particularly on the eastern arm through the Majura site. Re-vegetation of the banks with native species, together with localised protection and retention measures, will assist in developing a sustainable basis for environmental improvement throughout the site. Drainage ponds and swale locations are to be provided in association with development areas, and will play an important role in water quality management as well as bank protection.

d) *Amenity Planting*

New amenity, shade and screen planting will be required in association with most new developments. Where possible, this should be based on native species suited to the site, in order to maximise building integration with the native landscape. To meet surveillance needs in various areas, landscape may be limited to low shrubs and “Category 1” trees (clean trunks and higher canopy).

**5.6 Traffic, Parking and Access**

(a) *Visitor Parking*

Whilst it is understood that the AFP Training Facility will be subject to access controls, and not accessible to the general public, the development must incorporate adequate parking and access for official and authorised visitors.

The site entry point may include a security access checkpoint with sufficient vehicle queuing lengths within the site. Visitor parking may be situated outside the checkpoint to minimise internal traffic movements.

(b) *Vehicular Access and Parking*

Vehicular access to the site should be via the existing connection to Majura Road as shown in the *Development Control Plan Drawing No. 171/06/0001*. Additional access may be provided off Majura Road at the northern end of this site at some future date, but is not mandatory.

Vehicular circulation within the site should ensure efficient ingress for staff and visitors to the principal address of various buildings, car parking and service areas. Access and parking requirements for people with disabilities should meet the relevant Territory standards.

Internal roadway alignments and internal traffic management are to provide appropriate access routes to locations throughout the site.

Traffic management arrangements are to provide a safe integration of vehicular traffic with pedestrian and bicycle traffic as well as access measures for larger service vehicles and emergency service vehicles.

All car parking generated by the development is to be fully accommodated on-site. Car parking areas should be broken up into smaller lots and their visual impact should be minimised through adequate facilities for all day and short stay demands, as well as for service vehicles and coaches.

(c) *Traffic Impact Assessment*

Documentation on the traffic impacts of development shall be provided to the NCA and taken into account in the assessment of proposals.

**5.7 Signs**

All signs should be of a high standard and must not detract from the overall character of the built environment and its landscape setting. They should be consistent in design and appearance and meet the requirements set out in Appendix H (Part 3 – Signs) of the Plan, and Appendix IV “Signs Policies” of the Territory Plan.

**5.8 Telecommunications**

Telecommunication equipment and facilities are to be incorporated into the site planning and building design so that the overall quality of the development, and its broadacre context are not compromised.

**5.9 External Lighting**

Given the relationship of the site to the main airport flight path, all external lighting shall be adequately baffled to ensure aircraft safety is not compromised.

**6.0 Environment and Heritage consideration**

Adverse environmental impacts from on-site developments, on adjacent land and development, should be identified and redressed to the extent practicable. Appropriate protection measures should be adopted, to the satisfaction of the NCA.

Environmental management measure will need to focus on the hydrology and wetland ecology of the creek zones, as well as the wider hydraulic catchment. Landscape conservation of the hill zones is to be incorporated in the landscape management programmes for the site.

Proponents of works shall be responsible for ensuring that all obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) are met.

Heritage protection issues for the site are to be addressed by:

- The reservation of specific Heritage Conservation Zones (Conservation Zones 1 to 3)
- Protective measures and sign posting for specific features
- The adoption of appropriate site maintenance programs and practices in the areas concerned.

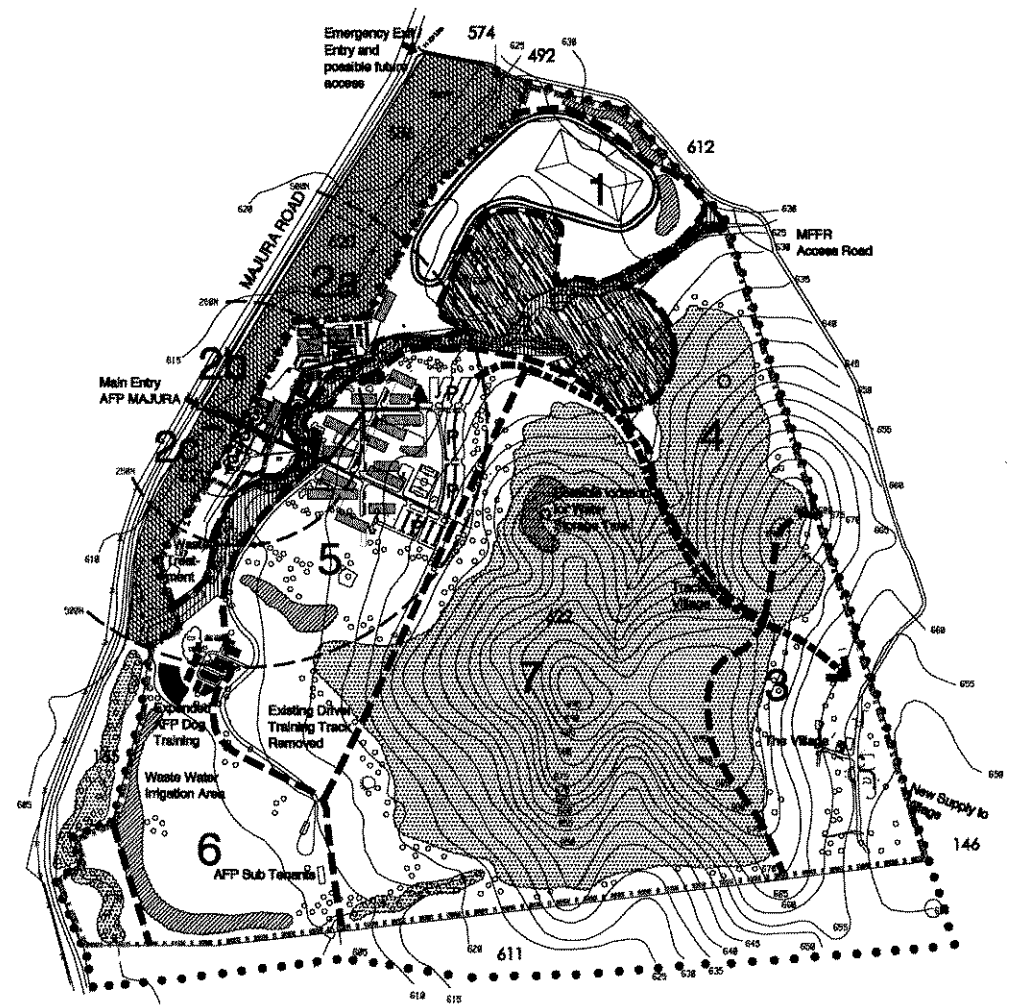
Protection measures need to reflect the anticipated level of disturbance by on-site activities, from operation, site development and maintenance activities, to grazing by introduced and native animals. As the Heritage Conservation Zones are predominantly open grassland, protective measures need to reflect fire maintenance needs as well as current grazing activities. Localised fencing and signage is required as a minimum level of protection.

### **7.0 Legislative Requirements**

It is the responsibility of the proponent to ensure that all other approvals required under separate legislation are obtained. The NCA may require a confirmation from the proponent that obligations under other legislation have been met.

### **8.0 DCP Drawing**

This DCP should be read in conjunction with *Development Control Plan Drawing No. 171/06/0001*, which shows the location of the Site Precincts, Landscape and Conservation Areas, Building Zones and indicative building locations.



- LEGEND:**
- SITE BOUNDARIES
  - BLOCK BOUNDARY
  - 11 KV POWER TRANSMISSION LINE
  - WATER SUPPLY LINE
  - AREA OF DCP
  - 622 - BLOCK NUMBER
  - CREEK LINE CONSERVATION ZONE, 1:100 YR FLOOD ZONE
  - DENSE PINE PLANTATION
  - CONSERVATION ZONE 1
  - EUCALYPT WOODLAND REGENERATION ZONE FOR WINDBREAK AND VISUAL SCREENING
  - STORMWATER PONDS AND SWALES
  - ENTRY POINT ISOCHRONES (200 m INCREMENTS)
  - CREEK LANDSCAPE REINSTATEMENT ZONE
  - P - PARKING ZONE
  - NATURAL REVEGETATION TO THE RIDGE

- SITE PRECINCTS:**
- 1 - DRIVER TRAINING TRACK
  - 2a - HIGH SECURITY TRAINING FACILITIES INCLUDING THE FIRING RANGE
  - 2b - RECEPTION CENTRE
  - 2c - ANCILLARY FACILITIES INCLUDING EARLY LEARNING CENTRE + CHAPEL
  - 3 - THE VILLAGE TRAINING AREA
  - 4 - EAST ZONE
  - 5 - AFP CAMPUS BUILDING LAYOUTS ARE INDICATIVE OF THE MASTER PLAN OBJECTIVES FOR THE SITE.
  - 6 - DOG TRAINING
  - 7 - CENTRAL ZONE

**NOTE:**  
BUILDING LOCATIONS AND LAYOUT ARE INDICATIVE ONLY

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**JACKSON**  
Deryl Jackson Associate Design Pty Ltd  
49 Jardine Street Kingston  
Canberra ACT Australia  
Telephone +612 6298 2000  
Facsimile +612 6298 2964

**AFP**  
Warrigall Ngurumbel Centre  
Block 622 Majura Road

**DEVELOPMENT CONTROL PLAN DRAWING No 171/6/0001**  
Project Number: 04 267  
Scale: 1:5 000 @ A1, 1:10 000 @ A2



Drawing Number: NCA\_AFPMP\_A-001  
Revision: 01/20 SEPT 2006