

Service Trades (CZ3) Technical Paper

September 2025

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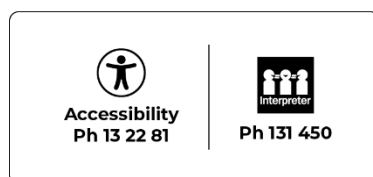
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Executive Summary

This report presents a comprehensive analysis of CZ3-zoned land in the ACT, with a particular focus on the Phillip Service Trades Area (STA). It responds to a request from the Minister for Planning and Sustainable Development, Chris Steel MLA, for further work on the future of Phillip STA and outlines six planning options for consideration. The report also provides strategic insights and recommendations for CZ3 precincts across the ACT.

Rezoning is out of the scope for this report.

Strategic Importance and Policy Context for CZ3 Zones

CZ3 zones are a cornerstone of Canberra's employment ecosystem. They provide affordable, service-oriented commercial spaces that support essential urban services, light industrial activities, and diverse employment types. These precincts accommodate businesses that are unlikely to be viable or are not allowed in higher-order (higher rent) commercial areas such as automotive repair, warehousing, and social infrastructure services like dance studios and low-cost gyms. They are key to ensuring a balanced and functional urban structure across Canberra's centres.

Analysis of CZ3 tenancies consistently show low vacancy rates, reflecting strong demand and their unique role in supporting Canberra's economy. For example, the Phillip Service Trades Area (STA) has the highest floorspace of any CZ3 precinct and is the second-largest by area, underscoring its productivity and strategic value.

Policy frameworks reinforce this importance. The [ACT Planning Strategy 2018](#) and [District Strategies 2023](#) provide clear direction to protect CZ3-zoned land as vital infrastructure supporting a diverse economy. Key strategic directions include:

- Direction 2.4: Recognise and protect industrial and service trades areas from competing land uses (e.g., residential, bulky goods retail).
- Direction 2.5: Ensure employment land is appropriately located and linked to infrastructure and investment.
- District Strategies: Emphasise economic access and opportunity, local job creation, and protection of service trades areas in town centres such as Woden, Belconnen, Tuggeranong, and Gungahlin.

Complementary frameworks, including the [Southern Gateway Planning and Design Framework](#) and past planning documents further reinforce the strategic importance of CZ3 precincts.

As the most inclusive commercial zone under [the Territory Plan](#), CZ3 permits 75 land uses, representing 90% of all commercial activities. This includes indispensable services such as data centres, vehicle sales, and freight transport facilities, which are not permitted in most other zones. CZ3 zones complement CZ1 and CZ2 by offering employment and service options that do not compete with core retail and office functions, ensuring Canberra's centres remain diverse and resilient.

Statutory Policy Context

Under [the Territory Plan 2023](#), CZ3 zones:

- Support lower-rent, service-oriented commercial activities.
- Are the most inclusive commercial zone, permitting 75 land uses (90% of all possible uses).
- Include unique uses like data centres, freight transport, funeral parlours, vehicle sales, and warehouses.
- Residential uses are permitted but not supported, and are prohibited in key districts (e.g. Woden, Belconnen, Molonglo).
- Development controls include GFA limits for offices and supermarkets, and restrictions on internal malls.

Previous Studies

Three major studies inform the bulk of this report into CZ3 policy:

1. Employment Lands Study (Urbis, 2025):
 - Identifies CZ3 as suitable for transport, logistics, manufacturing, circular economy, and education.
 - Recommends Employment Land Protection Precincts, minimum block sizes, and residential restrictions.
2. Commercial, Industrial and Mixed Use Development Analysis (SGS, 2021):
 - Advocates for minimum commercial floorspace, restricted residential uses, and updated design controls.
3. Industrial Land in the ACT 2020-2035 (Canberra Town Planning/Knight Frank):
 - Forecasts 8 ha/year demand for employment land.
 - Recommends greater protection for CZ3 areas under pressure.

These studies are supported by analysis of the ACT Floor Space Inventory (FSI), a dataset that tracks employment floorspace across all zones over time and provides more than 30 years of historical data.

Current Status of CZ3 Zones

CZ3 zones collectively cover 166 hectares across the ACT, with major precincts located in Belconnen (42 ha), Woden (29 ha), and Tuggeranong (28 ha). These areas accommodate 515,710 m² of floorspace across 1,266 premises, dominated by industrial uses (38%), followed by retail (30%) and office (10%), with a low vacancy rate of 5.74%.

The Phillip Service Trades Area alone accounts for 28% of all CZ3 floorspace, highlighting its strategic importance. While CZ3 zones deliver high floorspace intensity, economic diversity, and strong occupancy, they face challenges such as poor permeability, limited public facilities, and inadequate active travel infrastructure.

Benchmarking shows the ACT provides only 3.4 m² of industrial floorspace per resident, significantly below other capital cities, which range from 9.0 to 15.4 m². This gap highlights the need for improved infrastructure and additional employment land. As a highly permissive zone that accommodates light industrial uses, CZ3 can play a critical role in supporting industrial land and helping to close this shortfall.

Risks of enabling more sensitive uses and residential encroachment

Enabling residential uses into CZ3 zones can increase land values and rents, displacing low-turnover businesses and essential services. These businesses may be forced to relocate to industrial zones, which are already under pressure and intended for more intensive uses. This displacement risks sterilising industrial land and reducing its capacity to accommodate critical functions. As the most inclusive commercial zone under [the Territory Plan](#), any rezoning from CZ3 to other commercial or industrial zones risks introducing tighter restrictions and limiting permissible uses. This could place existing businesses in conflict with the objectives and land-use provisions of the new zone.

The Braddon precinct illustrates these risks. Following the enabling of significant mixed-use redevelopment industrial floorspace declined by 74% and light industrial businesses by 62%, with no re-establishment elsewhere in the Inner North. Braddon now experiences high retail vacancy, suggesting an oversupply and competition with nearby commercial spaces. Displacement of CZ3 businesses also reduces accessibility to essential services, increases travel times for residents, and places additional pressure on road networks.

Profiles of 5 Key CZ3 Precincts

1. Phillip Service Trades Area (STA) (Woden)

- Largest CZ3 floorspace: 141,830 m² across 371 premises.
- Mix of retail, office, industrial, recreation, and wellness.
- Strategic importance reinforced by District Strategy and Territory Plan (residential uses prohibited).
- Six future options explored:
 - Option 2 (Recommended): Strengthened employment focus, no sensitive uses.
 - Other options explore mixed-use potential in sub-precincts (Botany St, Townshend St, Athllon Dr, Melrose Dr).

2. Belconnen Service Trades Area (STA)

- Second-largest CZ3 precinct: 128,770 m² floorspace.
- Strong mix of industrial and retail uses.
- Residential uses prohibited.
- Supported by Belconnen District Strategy and 2016 Master Plan.

3. Braddon Commercial Area

- Transformed from industrial to vibrant mixed-use precinct.
- High concentration of retail, hospitality, and office.
- Residential uses permitted; 730 dwellings and 968 residents (2021).
- Industrial floorspace declined by 75% since 2009.

4. Gungahlin Service Trades Area (STA)

- Smallest town centre CZ3 precinct: 7.45 ha.
- Dominated by retail (73%), with some industrial and other uses.
- Residential uses permitted but not yet developed.
- Recommendation: Prohibit sensitive uses to preserve employment function.

5. Tuggeranong Service Trades Area (STA) (Greenway)

- Industrial-heavy precinct (68% of floorspace).
- Hosts major tenancies like Transport Canberra and Evo Energy.
- Residential uses permitted but not present.
- Recommendation: Prohibit sensitive uses to protect employment capacity.

Phillip Service Trades Area – Key Findings

Phillip STA is a highly productive precinct supporting a diverse mix of employment uses and essential social infrastructure, including sport and recreation facilities. Its central location and affordable rents make it a key precinct for community-serving businesses. Recent strategic planning has reinforced the need to protect Phillip STA's employment function. The Woden District Strategy identifies it as an economic and employment focus area, and the Territory Plan 2023 prohibits residential and commercial accommodation uses in the precinct.

Future Planning Options for Phillip STA

The CZ3 Services Zone Analysis Report outlines six potential approaches for Phillip STA:

1. Public Realm Enhancements Only
 - a. Focus on upgrades without zoning changes.
2. Strengthened Employment Focus
 - a. Maintain current policy and consider amendments to better support employment uses.
3. North of Botany Street Mixed Use
 - a. Increase development potential near the town centre.
 - b. Risk undermining employment role and investment in the Woden town centre and the Southern Gateway Corridor.
4. Townshend Spine Mixed Use
 - a. Restore previous settings.
 - b. Risk displacement of existing businesses and additional pressure on industrial land.
5. Athllon Drive Mixed Use
 - a. Leverage future light rail.
 - b. Current infrastructure constraints limit feasibility.
6. Melrose Drive Mixed Use
 - a. Allow mixed-use along western edge.
 - b. Risks displacement of CZ3 uses.

Broader Considerations for Future Change

- **Timing:** Any changes should align with broader urban renewal and housing priorities, including the Southern Gateway Corridor.
- **Economic Impacts:** Residential uses may divert housing investment from strategic locations and increase commercial rents.
- **Employment Balance:** Changes may require adjustments elsewhere to maintain employment land supply.
- **Loss of Social Infrastructure:** Displacement of community services could reduce accessibility and force relocation to less suitable industrial zones.
- **Infrastructure Gaps:** No current modelling exists to support residential growth in terms of traffic, utilities, or social infrastructure.

Introduction

There are six commercial zones under the Territory Plan 2023, with each zone having their own zone objectives and permissible uses. These zones are applied throughout the ACT to support employment generation and a range of retail, services and business offerings. The *CZ3 – Services Zone* is applied in twenty locations across the ACT and has historically offered lower-rent opportunities for businesses compared with prime commercial lands, and enables light industrial uses to operate in convenient locations outside of industrial zones.

The CZ3 zone is strategically important for:

- Supporting a diverse economy: It accommodates businesses that provide essential services, often at lower rents, and supports emerging sectors like logistics, manufacturing, and the circular economy.
- Complementing town centres: CZ3 zones are designed to work alongside CZ1 and CZ2 zones (generally the core retail and office spaces respectively in the city, town and group centres), offering space for uses that require larger blocks, vehicle access, or separation from sensitive uses.
- Protecting employment land: The ACT Planning Strategy and District Strategies emphasise the need to protect CZ3 zones from residential encroachment.

There has been recent interest in the future of CZ3 zoned locations, particularly the Phillip Service Trades Area. This paper will address some of the questions raised.

Purpose

The purpose of the paper is to provide a comprehensive assessment of CZ3 zoned land in the ACT by reviewing its current planning framework, analysing performance and trends across precincts, identifying strategic and site-specific issues, and presenting updated policy guidance. It aims to inform future planning directions for CZ3 land holistically.

It does this by:

- Providing an overview of CZ3 zoned land in the ACT;
- Summarising strategic planning policy directions and current Territory Plan provisions for CZ3 zoned land;
- Synthesising studies, data and internal analysis to understand trends and performance of CZ3 zoned land, with a focus on the following five significant precincts;
- Identifying key issues affecting CZ3-zoned lands broadly, and specific to significant precincts, and;
- Providing updated policy guidance on the future of CZ3 lands.

This paper responds to Minister Steel's request for further work on Phillip Service Trades Area, including presenting options for change to a Roundtable in late 2025.

Strategic and Statutory Policy Context

ACT Planning Strategy 2018

- The ACT Planning Strategy 2018 (the Planning Strategy) emphasises the protection of existing industrial and service trades areas as vital to a diverse and resilient economy.
- Direction 2.4 calls for safeguarding these areas from competing land uses (e.g. bulky goods retail, residential) and maintaining access to essential urban services.
- Action 2.4.1 supports planning measures to:
 - Protect the role of Hume, Fyshwick, and Mitchell industrial precincts.
 - Manage competing demands near town centres.
- Direction 2.5 focuses on ensuring employment land is located appropriately, linked to infrastructure, transport, and investment.
- Action 2.5.1 commits to investigating changing employment patterns and their spatial implications to inform future planning and infrastructure decisions.

The Planning Strategy recognises the need to protect existing industrial and employment areas as important elements of the ACT's economy, and plan for sufficient employment land to support a variety of sectors. Employment lands need to be in the right locations linked to supportive infrastructure, transport options and investment opportunities.

Specifically, Direction 2.4 is to ***“Recognise and protect existing industrial areas and service trades areas as important elements of a diverse economy”***. Discussion of this direction includes:

“Industrial and service trades areas adjoining town centres are also under pressure due to interest in the conversion of land to other uses such as bulky goods retail and residential, and due to conflicts that can arise between service trades and nearby sensitive uses.

Service trade areas are important elements of a diverse economy; they often include land uses that support other commercial businesses and offer services at a range of scales to the community. Maintaining access to the services and facilities provided by these areas is important for the Canberra community.”

Direction 2.4 is supported by Action 2.4.1: *Investigate planning measures to:*

- *protect the role and function of the existing industrial areas at Hume, Fyshwick and Mitchell.*
- ***manage competing demands on industrial and service trades areas adjoining town centres, in order to recognise the valuable contribution that these areas make to the ACT economy.***
- *recognise our key freight routes and adjoining land uses.*

Further, Direction 2.5 considers the spatial distribution and appropriateness of sites for a range of commercial and industrial uses, particularly for uses with high demand and growth opportunities: ***“Plan for adequate employment land in the right location that supports a diverse range of uses including commercial and industrial land linked to supportive infrastructure, transport options and investment opportunities”***. The supporting action 2.5.1 is to ***“Investigate the changing nature of employment and its spatial distribution implications in the ACT in order to inform planning and infrastructure decisions”***.

District Strategies 2023

- District Strategies provide city-wide and district-level planning direction, with a focus on economic access and opportunity.
- CZ3 zones support diverse employment and urban services, especially near town centres.
- Strategic direction emphasises protecting service trades areas from encroachment by residential and retail uses.
- Employment land should be located near infrastructure, transport, and investment opportunities.
- Objectives include:
 - Providing jobs close to home in town and group centres.
 - Integrating future employment floorspace into planning controls.
 - Protecting and expanding industrial and service trades precincts.
- District-specific initiatives support CZ3 roles in Belconnen, Woden, Tuggeranong, and other centres.
- Key CZ3 sites identified for change include Phillip, Dairy Road, and multiple Tuggeranong centres.
- Planning for CZ3 should be holistic, considering the role and catchment of each centre.

The District Strategies provide policy direction at both a city-wide and district-level scale.

City-wide

One of the five ‘big drivers’ of district planning is ‘Economic access and opportunity across the city’, which is the most relevant to CZ3’s zone objectives. In Volume 1, this driver can be achieved through *“enhancing the ACT’s hierarchy of employment centres: Contemporary centres that attract people are typically **characterised by a mix of uses and a diversity of building forms, size, type and affordability. Protecting existing industrial and service trades areas and accommodating future industrial land in existing and new industrial precincts will add to economic diversity and growth**”*. (emphasis added)

Further commentary under this driver emphasises the importance of industrial areas, including service trades areas adjoining town centres as *“**critical locations for basic urban services (activities that are important to the functioning of cities) and future growth prospects... These areas should be protected from encroaching commercial, residential and retail uses that could be accommodated in centres. Demand for future industrial land uses needs to be accommodated in these existing areas and in new industrial precincts**”*. (emphasis added).

In addition, the flow-on and compounding effects in access and opportunity are noted when there is a disconnect between where people live and their relative access to a pool of employment options. To address this spatial disconnect between jobs and residential locations, the District Strategies plan for and support more jobs being available locally, including in the town centres. As CZ3 zone objectives promote diverse employment opportunities, their applicability should be enhanced through continuing this approach.

The objectives for district planning for the ‘Economic access and opportunity’ across the city big drivers are presented on page 48 of Volume 1, three of which are of relevance to this paper:

- **Provide jobs close to home in town and group centres:** Reinforce and concentrate services, retail and office development in town and group centres, reinforcing the idea of what is sometimes referred to as the ‘30-minute city’ (see ACT Transport Strategy) with a particular economic and employment focus on:

- *regional/district office development, civic and cultural investment in Gungahlin, Belconnen, Woden, Molonglo Valley and Tuggeranong*
- *district and local retailing, service and enterprises in group centres in areas with poor job access.*
- ***Integrate future employment floorspace to meet job aspirations:*** *Build sufficient capacity for employment floorspace into planning controls in town and group centres, including light industrial. This can be aligned with projections and aspirations for employment growth.*
- ***Protect and expand vital industrial and service trades precincts:*** *Protect existing industrial and service trades precincts from encroachment of uses that are allowed for elsewhere (in other zones), and support opportunities for employment growth, including allocating industrial land in new/greenfield areas.*

District-specific initiatives

Initiatives in each district related to CZ3 areas include those for the commercial roles of town and group centres generally, or in some cases, where there is specific commentary on the roles of service trades areas:

- **Belconnen 2.1:** Identify opportunities to strengthen Belconnen town centre's economic and employment role in the district informed by future detailed planning and including:
 - prospects for reinforcing and attracting additional commercial and professional services activities including ensuring sufficient floorspace for such activities in future;
 - building it as a stronger economic hub linked to surrounding suburbs such as Jamison at Macquarie, Weetangera and Hawker, and;
 - **retaining zoning and employment capacity of the light industrial/service trades area adjacent to the town centre.**
- **Gungahlin 2.1:** Analysis of capacity and need for employment floorspace in Gungahlin town centre to inform changes to the Territory Plan to preserve employment lands.
- **Inner North 2.1:** Analysis of capacity & demand for employment floorspace - inform planning for City Centre, Dickson, **Braddon**, Northbourne.
- **Tuggeranong 2.1:** Place-planning for the Tuggeranong town centre including development of a commercial office strategy.
- **Weston Creek 2.1:** Undertake detailed analysis at metro level to inform planning for Weston Creek group centre in providing more services and employment.
- **Woden 2.2:** Review and update planning controls where required to:
 - preserve sufficient capacity and sites for future commercial floorspace to meet strategic employment targets, and;
 - protect the employment capacity of the **Phillip light industrial/service trades area.**

Complementary to these initiatives around centres were those for industrial areas, with those initiatives aiming to strengthen the industrial uses and capacity of Fyshwick, Mitchell and Hume. If the role of town and group centre commercial lands is not enhanced in line with District Strategy recommendations, then the ability for industrial lands to achieve their aims is likely to be more difficult.

Key sites and change areas

The following locations including CZ3 zoning were identified as a key site or change area in District Strategies:

Location	District	Zoning	Categorisation
Dairy Road precinct	Inner South	CZ3 only	Category 1 Change Area
Tuggeranong Town Centre	Tuggeranong	Includes all zones within centre and surrounds	Key Site Category 2 Change Area
Wanniassa Group Centre	Tuggeranong	Includes all zones within centre and surrounds	Key Site Category 2 Change Area
Calwell Group Centre	Tuggeranong	Includes all zones within centre and surrounds	Category 2 Change Area
Kambah Group Centre	Tuggeranong	Includes all zones within centre and surrounds	Category 2 Change Area
Erindale Group Centre	Tuggeranong	Includes all zones within centre and surrounds	Category 2 Change Area
Phillip and Athllon Drive	Woden	Predominantly CZ3	Key Site Category 2 Change Area (north-east corner only)
Mawson and Torrens	Woden	Includes some CZ3 in Mawson Group Centre	Key Site Category 2 Change Area

As the majority of CZ3 lands included relate to a centre as a whole, planning for CZ3 in these sites should be considered holistically with the role, function and catchment of each centre.

Other strategic planning and place planning

Prior to the District Strategies, centre-level master plans provided guidance on how some service trades areas could change over time. As a result of analysis and consultation feedback, some service trades areas were subject to changes to the Territory Plan to prohibit or support uses not previously included. While these master plans are no longer active policy documents, they shaped thinking on

how centres could evolve, which resulted in statutory planning changes, better travel connections and public realm upgrades.

In addition, place-based agencies have prepared their own vision documents, including the CRA City Precinct Renewal Program covering the Braddon commercial area.

Work is underway on the Southern Gateway Planning and Design Framework. This document will shape the development potential to complement Canberra Light Rail Stage 2B, from Commonwealth Park to Woden and beyond. The study area includes Phillip Service Trades Area, and the analysis in this paper will support the Framework.

The Suburban Land Agency (SLA) undertakes place-specific planning relating to urban renewal sites, which includes the future Molonglo Town Centre and opportunities in existing urban areas.

Territory Plan

- CZ3 zone supports a wide range of lower-rent, service-oriented commercial activities.
- Encourages mixed-use development that complements, but does not compete with, CZ1 and CZ2 zones.
- Promotes active and diverse character, high-quality public spaces, and urban design aligned with zone function.
- Residential uses are permitted but not explicitly supported; some districts prohibit residential in CZ3 areas.
- CZ3 allows 75 land use types:
 - most inclusive of all commercial zones, and;
 - 90% of all possible uses.
- Unique CZ3-permitted uses include data centres, freight transport, funeral parlours, vehicle sales, and warehouses.
- Additional district-specific controls apply (e.g. residential use prohibited in Woden, Belconnen, Molonglo).
- Development controls include GFA limits for offices and food retail, and restrictions on internal malls.
- CZ3 areas are essential for supporting diverse economic activity and urban services across Canberra.

CZ3 Policy Outcomes

The *E02 – Commercial Zones Policy* in the Territory Plan 2023 outlines the following policy outcomes in CZ3 – Services Zone. New development proposals will be assessed based on achieving the zone’s policy outcomes:

1. *Provide for a range of conveniently located services and lower rent commercial activities.*
2. *Encourage commercial development that supports but does not undermine the function of the CZ1 and CZ2 zones.*
3. *Encourage a mix of land uses which contribute to an active and diverse character.*
4. *Maintain and enhance environmental amenity and encourage a standard of urban design consistent with the function of the zone.*
5. *Provide a high-quality public space by facilitating active uses on ground floor level that connect with the wider open space, pedestrian and cycle networks to promote active travel and active living.*

These policy outcomes for CZ3 are in addition to the policy outcomes applicable to all commercial zones:

1. *Commercial zones are primarily for commercial developments providing a strong economic focus for the zone and land for the supply of commercial services. In areas not zoned mixed use, other complementary uses are permitted however these should not detract from the primary commercial nature of the zone.*
2. *Development should be of a scale and nature that recognises and responds to the zone hierarchy.*

Note that there is no clear support for residential development specifically under the Territory Plan 2023 within the CZ3 zone, as the primary focus of the zone is to support economic opportunities which complement other commercial zones within a centre. This has remained consistent with the Territory Plan 2008's zone objectives, which were the basis of the 2023 equivalent policy outcomes.

Permissible and prohibited uses

The following land uses and development types listed as permissible in the CZ3 zone in *E02 – Commercial Zones Policy* in the Territory Plan 2023. Note that these uses require development approval unless they meet the definition of exempt development under the *Planning Act 2023*. Uses not listed in the table are prohibited.

Table 1 Land use and development types permissible in CZ3 areas

Land Uses / Development Types Permissible in CZ3		
Ancillary use	Freight transport facility	Recyclable materials collection
Animal care facility	Funeral parlour	Religious associated use
Bulky goods retailing	Guest house	Residential care accommodation
Business agency	Health facility	Restaurant
Café	Home business	Retail plant nursery
Car park	Hotel / motel	Retirement village
Civic administration	Hospital	Secondary residence
Club	Indoor entertainment facility	Service station
Co-housing	Indoor recreation facility	Shop
Commercial accommodation use	Industrial trades	Sign

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Communications facility	Light industry	Single dwelling housing
Community activity centre	Light rail	Storage facility
Community housing	Minor road	Subdivision
Community theatre	Minor use	Supermarket
Complementary use	Municipal depot	Supportive housing
Cultural facility	Multi-unit housing	Take-away food shop
Consolidation	Office	Temporary use
Craft workshop	Outdoor recreation facility	Tourist facility
Data centre	Parkland	Tourist resort
Demolition	Pedestrian plaza	Transport facility
Drink establishment	Personal service	Varying a lease
Early childhood education and care	Place of assembly	Vehicle sales
Educational establishment	Place of worship	Veterinary clinic
Emergency services facility	Produce market	Veterinary hospital
Financial establishment	Public agency	Warehouse

Some development types are permissible only in CZ3 among the commercial zones. These land uses may be possible elsewhere (e.g. industrial zones), and are a useful indicator of how CZ3 supports uses not compatible with zone objectives or common land uses of other commercial areas:

- Data centre
- Freight transport facility
- Funeral parlour
- Storage facility
- Vehicle sales
- Warehouse

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The CZ3 zoning supports 75 land use types, or 90% of all possible uses in any commercial zone. This is by far the most inclusive of all commercial zones, with the other zones supporting within the range of 51-64 uses each, or 61%-75%.

The full land use table for commercial zones is included at Appendix 1 – Land Use Table for all Commercial Zones for ease of comparison between commercial zones.

District policies outline what additional types of development are permissible or prohibited in each area, based on the local context. Table 2 summarises these uses by district.

Table 2 Additional permissible and prohibited uses in CZ3 by district

District Policy	Additional permissible uses in specific CZ3 locations	Prohibited uses in specific CZ3 locations
Belconnen	Belconnen Town Centre: - Corrections facility	Belconnen Town Centre: - Residential use
Gungahlin	N/A	N/A
Inner North & City	N/A	Braddon: - Place of assembly - Place of worship - Religious associated use - Tourist facility - Tourist resort
Inner South	Dairy Road Precinct - In most areas: agriculture (where it is for horticulture and apiaries), defence installation, scientific research establishment. - Educational establishment is only permitted where it is for technical and vocational training.	N/A
Molonglo Valley	N/A	Molonglo Town Centre: - Residential use
Tuggeranong	Tuggeranong Town Centre: - Corrections facility	N/A
Woden	N/A	Woden Town Centre: - Residential use - Commercial Accommodation use, hotel, motel, guest house, tourist facility

Weston Creek	N/A	N/A
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As shown in Table 1 and Table 2 above, residential uses such as co-housing, community housing, multi-unit housing, residential care accommodation, retirement village, secondary residence, single dwelling housing and supportive housing are permitted (subject to development approval) within CZ3. However, based on the District Policies, residential use is prohibited within the service zone areas of the Belconnen, Molonglo Valley, and Woden districts.

Additional controls for CZ3

Some assessment requirements apply to developments in CZ3 areas, including:

- Internal shopping arcades or malls are not permitted
- Maximum GFA for CZ3 in all Group Centres
 - For office on any lease: 2,000 sqm
 - Shop selling food: 300 sqm
- Maximum GFA for CZ3 in all Town Centres
 - Supermarket or retail use selling food: 200 sqm

The technical specifications support the Territory Plan in providing greater detail for certain types of development. The only requirement applying uniformly to CZ3 only is for residential parking rates.

Some district-specific additional controls for CZ3 include outcomes which apply to a centre, and which are noted where relevant in this document (e.g. height limits).

Current status – Distribution of zoning and land uses within in CZ3

Physical characteristics of CZ3 lands

- | |
|---|
| <ul style="list-style-type: none"> • Physical characteristics: low-rise, varied block sizes, car-dominated layout, limited public transport and green space. |
|---|

Most service trades areas tend to have similar characteristics, despite being established at different periods. These areas typically feature:

- Low-rise buildings with a variety of site coverage of the built form – many developments have low site coverage to allow for onsite vehicle movements or storage.
- A range of block sizes to cater to larger uses (bus and urban services depots, caryards, major hardware retailers) and smaller uses (retail and hospitality).
- A grid-like block layout with low cross-block permeability.
- A car-dominated environment, with plentiful on-street parking (often with high parking occupancy).
- A combination of major throughfares and lower-order streets.

- Fewer public transport and active travel options compared with other parts of town or group centres.
- Limited blue-green network, with few street trees or other green spaces. Some service trades areas have small courtyard parks (Belconnen and Phillip), although these are of low amenity.
- Limited public facilities, such as benches, rubbish bins, public toilets etc.

Braddon is the exception due to changes which prompted urban renewal from the late 2000s onwards, and has seen it transform to a mixed-use area with high activity during the day and night. In responding to this shift from private development and investment, government has contributed to placemaking, access and movement that has enhanced the attractiveness, safety and amenity of this precinct.

CZ3 locations and land area

There is a total of 166 ha of land zoned CZ3 in the ACT. The majority of this land is within town centres (105 ha¹), with the largest precinct being 42 ha in Belconnen Town Centre. Fifteen group centres include CZ3 lands, with the average size being 1.6 ha per centre. In addition, Braddon provides 8.36 ha and the Dairy Road precinct accounts for nearly 30 ha of CZ3 land.

The 2024 Commercial and Industrial Areas Floor Space Inventory (the 2024 FSI) surveyed all floorspace within employment lands in the ACT and provides a snapshot of the total floorspace, number of premises, type of land use and location of development. This is the most recent iteration of the FSI, which has been conducted at regular intervals since 1988.

The floorspace inventory data accounts for net lettable area (NLA) (or where the data is not available, gross floor area [GFA]) and not total productive land – some businesses may have a small building on a large site which is otherwise fully utilised e.g. caryard, plant hire or petrol station.

Summaries of land usage and occupancy in CZ3 areas are provided in the following tables. East Canberra has been excluded from these tables as there is no land of this zoning in the area.

The table includes an indicative allocation of 7.94 ha of CZ3 land in Molonglo Town Centre. This area includes future roadways, easements and other land that will not be developable, which will result in the smallest service trades area of all town centres.

Table 3 Land area and floor space in CZ3 lands, 2025

District	Precinct	Total occupied floorspace (sqm)	Total vacant floorspace (sqm)	Total zoned land (ha)	Total undeveloped land ² (ha)
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¹ Including the future Molonglo Town Centre.

² Undeveloped land includes surface carparks (government and privately-held) and nominated future development sites.

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Belconnen	Belconnen STA	125,730	3,040	42.8	1.52
	Remainder	8,480	80	4.72	0.9
	District total	134,210	3,120	47.52	2.42
Gungahlin	Gungahlin STA	46,530	1,620	7.45	0
	Remainder	400	-	0.28	0
	District total	46,930	1,620	7.73	0
Inner North & City	Braddon	41,390	9,050	8.36	0
	Remainder	22,900	3,220	4.33	0.53
	District total	64,290	12,270	12.69	0.53
Inner South	Dairy Road	19,870	-	28.98	2.18
Tuggeranong	Tuggeranong STA	57,400	690	18.97	0
	Remainder	19,980	390	9.65	0.32
	District total	77,380	1,080	28.62	0.32
Weston Creek	District total	13,490	200	2.88	0
Woden	Phillip STA	130,770	11,360	27.36	1.99
	Remainder	300	-	2.05	1.29
	District total	131,070	11,360	29.41	3.28
TOTAL		487,240	29,650	157.83	8.73

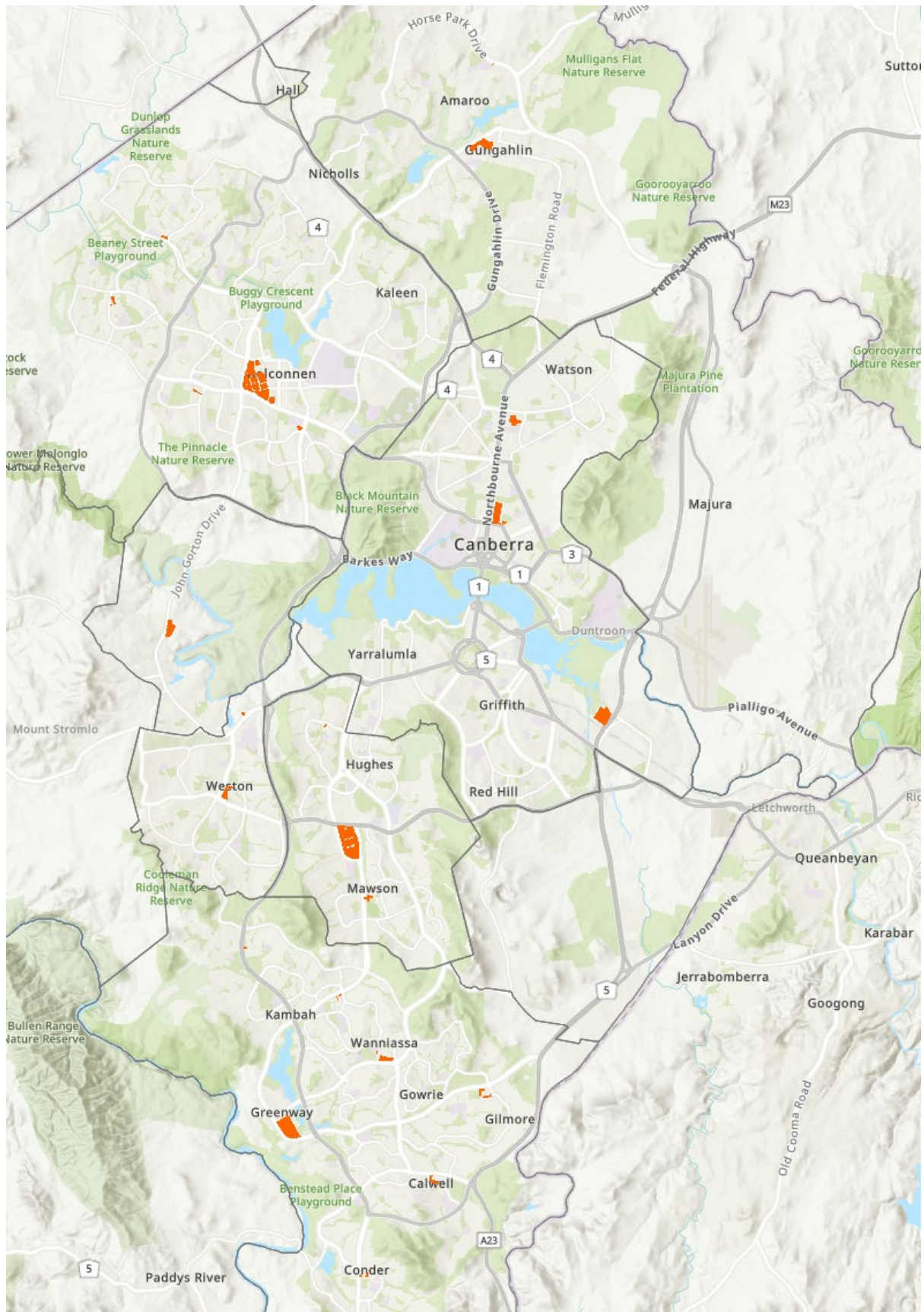


Figure 1 Map of all CZ3 locations in the ACT

CZ3 floorspace uses

The following tables provide a summary of how CZ3 lands are utilised for employment uses as of 2024. Molonglo Valley District has been excluded from the following tables as its CZ3 lands have not yet been developed.

It should be noted that these figures account for *employment floorspace* only; some businesses may only require a small building footprint with the majority of their site utilised in other ways, for example, caryards or plant hire. Residential uses are only notable in Braddon and some smaller developments in selected group centres, and were not within the scope of the FSI. References to vacant floorspace include sites undergoing renovations and development sites.

Time series analysis, showing floorspace and land use changes between 2009 and 2024, are included in the profiles for five major precincts in their relevant sections.

Table 4 presents a summary of the floorspace by location and primary category as determined by the 2024 floor space inventory. The percentages for each precinct against the five primary use categories show the split of land uses for each location, as well as their share of total floorspace in the ACT total. The table shows that the Woden district has the largest proportion of floorspace in CZ3 zones, followed by Belconnen district, despite Belconnen having more CZ3-zoned land. Consequently, the Phillip STA has the highest amount of floorspace for any precinct, accounting for 28% of all ACT CZ3 floorspace, which is more than any other entire district's total.

Industrial uses account for 38% of all CZ3 floorspace usage, followed by retail (30%), other (16%) and office (10%). This split broadly reflects the expected uses in this zone, aligning with the CZ3 policy outcomes in the Territory Plan to support minor industrial precincts, lower-rent and speciality retail, office and services. However, each precinct skews this balance differently: Tuggeranong STA's floorspace is heavily weighted towards industrial uses due to two major tenancies (Transport Canberra's bus depot and Evo Energy depot), whilst Gungahlin STA is 73% retail uses, due to two big box shopping centres.

Only 6% of CZ3 floorspace is vacant across the ACT, which fares better than most other employment zones. This average is skewed by high vacancy rates in Braddon (18%) and Dickson (12%), with all other precincts experiencing over 90% floorspace occupancy. This demonstrates that there is a high demand for CZ3 floorspace generally. Of 148 vacant CZ3 premises in the ACT, only 2 sites had floorspace larger than 700 sqm (a former car sales in Gungahlin at 1,620 sqm, and a vacant office on Mort St, Braddon at 2,660 sqm). One-third of vacant premises had floorspace of under 100 sqm, indicating that larger sites may be more attractive to businesses, and that there may be more attractive options for smaller tenancies in other locations. Two-thirds of all vacant premises in CZ3 were for shopfronts, a quarter for dedicated office spaces, with the remainder split between development sites and only three industrial premises. Dedicated office or retail space above ground floor were also a significant contributor to vacant floorspace, with 44 tenancies at higher building levels vacant, representing 9,050 sqm (31%) of unused CZ3 floorspace. Further, the majority (70%) of CZ3 vacant dedicated office premises were solely above ground floor, indicating a low demand for this land use type.

Table 5 displays the number of premises counted by the 2024 FSI in CZ3 lands. This shows that while retail has a lower floorspace usage compared with industrial uses, it has more than double the number business premises (481 compared with 233). This is likely to be linked with smaller floorspace requirements for many retail businesses compared with industrial.

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Table 4 Floorspace (sqm) by location and primary category, 2024

District	Precinct	Retail	Retail %	Office	Office %	Industrial	Industrial %	Other	Other %	Vacant	Vacant %	Total	% of ACT total
Belconnen	Belconnen STA	39,950	31%	9,260	7%	57,900	45%	18,620	14%	3,040	2%	128,770	25%
	Remainder	3,350	39%	1,140	13%	850	10%	3,140	37%	80	1%	8,560	2%
	District total	43,300	32%	10,400	8%	48,390	35%	32,120	23%	3,120	2%	137,330	27%
Gungahlin	Gungahlin STA	35,210	73%	-	0%	4,710	10%	6,610	14%	1,620	3%	48,150	9%
	Remainder	-	0%	-	0%	400	100%	-	0%	-	0%	400	<1%
	District total	35,210	73%	-	0%	5,110	11%	6,610	14%	1,620	3%	48,550	9%
Inner North & City	Braddon	17,180	34%	16,720	33%	2,250	4%	5,240	10%	9,050	18%	50,440	10%
	Remainder	6,500	25%	3,880	15%	1,060	4%	11,460	44%	3,220	12%	26,120	5%
	District total	23,680	31%	20,600	27%	3,310	4%	16,700	22%	12,270	16%	76,560	15%

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Inner South	District total	1,340	7%	5,590	28%	8,130	41%	4,810	24%	-	0%	19,870	4%
Tuggeranong	Tuggeranong STA	12,210	21%	4,300	7%	39,250	68%	1,640	3%	690	1%	58,090	11%
	Remainder	11,440	58%	720	4%	2,290	12%	4,740	24%	390	2%	19,580	4%
	District total	23,650	30%	30,480	39%	16,080	21%	6,380	8%	1,080	1%	77,670	15%
Weston Creek	District total	4,770	35%	2,680	20%	660	5%	5,290	39%	200	1%	13,600	3%
Woden	Phillip STA	21,520	15%	9,700	7%	79,240	56%	20,010	14%	11,360	8%	141,830	28%
	Remainder	-	0%	-	0%	300	100%	-	0%	-	0%	300	<1%
	District total	21,520	15%	9,700	7%	79,540	56%	20,010	14%	11,360	8%	142,130	28%
TOTAL		153,470	30%	53,990	10%	197,040	38%	81,560	16%	29,650	6%	515,710	100%

*Percentages (excluding the final column) relate to percentage of precinct total. Vacant sites also include development sites.

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Table 5 Number of premises by location and primary category, 2024

District	Precinct	Retail	Retail %	Office	Office %	Industrial	Industrial %	Other	Other %	Vacant	Vacant %	Total	% of ACT total
Belconnen	Belconnen STA	92	36%	33	13%	65	25%	33	13%	33	13%	256	20%
	Remainder	23	49%	4	9%	3	6%	16	34%	1	2%	47	4%
	District total	115	38%	37	12%	68	22%	49	16%	34	11%	303	24%
Gungahlin	Gungahlin STA	18	49%	-	0%	10	27%	8	22%	1	3%	37	3%
	Remainder	-	0%	-	0%	2	100%	0	0%	0	0%	2	<1%
	District total	18	46%	-	0%	12	31%	8	21%	1	3%	39	3%
Inner North & City	Braddon	105	50%	40	19%	11	5%	19	9%	35	17%	210	17%
	Remainder	50	49%	20	19%	6	6%	11	11%	16	16%	103	8%
	District total	155	50%	60	19%	17	5%	30	10%	51	16%	313	25%

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Inner South	District total	8	19%	15	36%	9	21%	10	24%	0	0%	42	3%
Tuggeranong	Tuggeranong STA	15	30%	8	16%	15	30%	8	16%	4	8%	50	4%
	Remainder	50	60%	4	5%	11	13%	14	17%	5	6%	84	7%
	District total	65	49%	12	9%	26	19%	22	16%	9	7%	134	11%
Weston Creek	District total	29	47%	15	24%	3	5%	14	23%	1	2%	62	5%
Woden	Phillip STA	91	25%	64	17%	93	25%	71	19%	52	14%	371	29%
	Remainder	-	0%	-	0%	2	100%	0	0%	0	0%	2	<1%
	District total	91	24%	64	17%	95	25%	71	19%	52	14%	373	29%
TOTAL		481	38%	201	16%	233	18%	203	16%	148	12%	1,266	100%

Percentages (excluding the final column) relate to percentage of precinct total. Vacant sites also include development sites.

Floorspace analysis – comparison with other zones

Compared with other employment zones, CZ3 lands are highly effective in supporting a range of land uses, particularly industrial and retail, despite having a relatively small share of land.

The table below shows the floorspace ratio of employment floorspace in employment zones. Of all zones, CZ3 provides the third highest intensity of floorspace usage, likely due to the mix of businesses present, and the inclusion of multi-storey buildings in major service trades areas.

After the two industrial zones, CZ3 provides the next greatest industrial floorspace by a large margin. It also provides the third largest share of retail floorspace.

CZ3 accounts for the second-lowest allocation of land zoning after CZ4 – local centre. Given the floorspace ratio (floorspace to land value) and ability to support diverse needs, CZ3 should be retained to continue its function.

Note that Table 6 below includes a margin of error in its calculating of land under each zone, hence why its total hectares differs to other figures in this document.

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Table 6 ACT Employment floorspace (sqm) by land zone (Ha)

Zone	Employment Floorspace (sq.m)					Zoned Land (Ha)	Zoned Land Floor Space Ratio (FSR) (%)
	Retail	Office	Industrial	Other	Total		
CZ1	545,750	569,670	4,190	149,900	1,269,510	250	51%
CZ2	72,390	518,390	26,850	278,300	895,930	285	32%
CZ3	170,280	91,130	161,640	90,440	513,490	182	28%
CZ4	77,430	10,700	4,580	37,620	130,330	82	16%
CZ5	28,390	113,110	50	86,770	228,320	296	8%
CZ6	24,570	7,270	800	104,350	136,990	265	5%
CF	1,340	3,230	0	42,880	47,450	1,379	0%
DES^	14,620	574,000	1,260	266,810	856,690	1,509	6%
IZ1	22,120	63,320	697,140	25,480	808,060	480	17%
IZ2	346,130	185,630	624,100	87,840	1,243,700	377	3%
NUZ1	63,170	312,790	82,250	35,570	493,780	10,837	0%
Total*	1,371,910	2,450,170	1,602,860	1,218,290	6,643,230	15,942	4%

Note: Employment floorspace figures align with the ACT FSI 2024 and therefore feature the same exclusions (primary schools, high schools, university campuses, high-security areas, etc.).

*The total employment floorspace includes a small balance of 18,980 sq.m featured in non-employment zones

^Molonglo Valley Designated Land does not include the 115 hectares which are dedicated to the National Arboretum

Source: ACT FSI 2024; ACT Government Data; Urbis

CZ3 areas are seen by businesses as attractive precincts as demonstrated by the low vacancy rates, for both floorspace and number of premises, compared with other employment zones and the ACT average.

Table 7 Vacant premises and floorspace by Territory Plan zoning, 2024

Zone	Vacant premises	Total premises	Vacant premises as % of total premises	Vacant floorspace (sqm)	Total floorspace (sqm)	Vacant floorspace as % of total floorspace
CZ1	253	2,634	9.61%	79,350	1,286,119	6.17%
CZ2	186	1,231	15.11%	51,030	908,900	5.61%

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CZ3	149	1,270	11.73%	29,650	516,590	5.74%
CZ4	84	791	10.62%	12,010	130,680	9.19%
CZ5	82	504	16.27%	20,330	228,690	8.89%
CZ6	23	162	14.20%	2,500	136,990	1.82%
DES	31	265	11.70%	8,490	856,690	0.99%
IZ1	117	652	17.94%	79,720	808,060	9.87%
IZ2	262	2,215	11.83%	87,710	1,243,700	7.05%
NUZ1	50	256	19.53%	14,240	493,780	2.88%
Total	1,237	9,980	12.39%	385,030	6,610,199	5.82%
Average	124	998	13.85%	38,503	661,020	5.82%

Analysis of Employment Lands

Past studies

Several studies commissioned by EPSDD in the past five years have highlighted the importance of supporting and protecting CZ3 zones for their intended objectives. In concert with internal analysis, public engagement and Ministerial/Cabinet directions, these outputs shaped District Strategies initiatives and inclusions in the Territory Plan 2023. A summary of key points relevant to CZ3 lands follows. It should be noted that numerous outputs from these studies would have implications for CZ3 due to flow-on effect from other actions – for example, interventions for industrial-zoned land may impact CZ3 land uses, or considering a centre holistically would impact all zones.

Industrial (Employment) Land in the ACT 2020-2035 (Canberra Town Planning/Knight Frank, 2020)

- This report was commissioned to support EPSDD with independent market insight, research and analysis on the existing and future supply of industrial land in the ACT (including CZ3). The study reviewed demand trends for industrial and service trades land in Australia, forecast demand in the ACT to 2035, and suggest appropriate locations for the accommodation of such demands.
- Relevant recommendations include (direct quotes in italics):
 - *A reasonable assumption is that planning should cater for the long term average of approximately 8 hectares of industrial and employment land demand per year.*
 - No further land is identified for possible rezoning to CZ3 beyond what is currently slated, which is limited to greenfield areas of Molonglo GC (now TC), Ginninderry and Pialligo.
 - Observations were made that Territory Plan height allowances for many CZ3 areas could make them attractive to higher-order uses and may not assist in supporting service trades uses.
 - *While planning changes have been made protect the CZ3 zones in Phillip and Belconnen from higher value uses that displace the services and employment opportunities, more protection is needed in the other town and group centres to ensure equitable provision of services across the urban areas and to avoid the need for people to travel further for work. Priority CZ3 areas for greater protection are considered to be within Greenway, Dickson and Gungahlin.*

Commercial, Industrial and Mixed Use Development Analysis (SGS, 2021)

- This study was undertaken as part of the Planning Systems Review and Reform Project.
- SGS was engaged to provide an evidence base for contemporary best practice planning and design measures. This has considered how other national and international planning systems achieve compatibility of uses (particularly in mixed-use development), consideration of a potential cost benefit analysis of commercial and industrial zones, and provided recommendations on a framework, measures and mechanisms for guiding improvements to commercial and industrial land use zoning in the ACT. The project has also considered the

number of commercial and industrial zones in the ACT, and the suitability of current controls to achieve policy objectives.

- Relevant recommendations include (direct quotes in italics):
 - Clarify the role of major centres in supporting employment through consideration of employment trends and demand. This includes determining jobs targets and identifying the desired mix and location of land uses and supporting infrastructure provision.
 - *Review and update permitted uses in existing commercial zones to ensure uses reflect and achieve each zone's objectives and strategic intent for centres – particularly CZ1 (e.g. removing residential), CZ2 and **CZ3**.*
 - *Based on structure planning, identify areas intended to be predominantly commercial and apply through Precinct/District Codes, particularly CZ1 and **CZ3**:*
 - *Height, bulk, set-back controls for amenity and sunlight etc*
 - *Minimum non-residential floorspace controls*
 - *Blocks/sections where residential is not permitted.*
 - *Identify the desired mixed use role and the important lifestyle, economic, **services or trades roles** that these precincts will be expected to perform, so this can be reflected in future detailed structure planning to identify desired mix of uses/floorspace required (based on employment forecasts) and appropriate locations for residential.*
 - *Add provisions to the Commercial Zones Development Code to mandate appropriate soundproofing and/or requirement for a minimum of one non-residential floor as a buffer between ground floor and residential uses (e.g. having gyms/restaurants at the ground level, offices on first floor, then residential above) as a condition of development approval for all buildings in commercial zones with a residential component.*
 - *Review and update permitted uses in the CZ3 zone to facilitate low impact uses that may have previously located in industrial areas (e.g. gyms, lower value retail and offices) – ideally informed by strategic planning for employment lands to understand spatial demand for CZ3 uses.*
 - *Review design controls in CZ3 zone to facilitate low impact uses that may have previously located in industrial areas (e.g. gyms, lower value retail and offices).*
 - **Recommendations for CZ3 zoning:** *uses in CZ3 could be focused on urban services and lower value uses that might previously have chosen to locate in industrial precincts, as well as retail and convenience uses as currently permitted. This may take time/requiring a phasing out approach, as there may not be sufficiently large enough sites to accommodate some of these uses in CZ3 zones in the short term. Some types of office, such as those that are ancillary to other permitted uses, would also be suitable, but not larger commercial offices. CZ3 could also continue to accommodate entertainment uses, provided these are separated from/appropriate noise attenuation is in place for sensitive uses (e.g. residential), which should also be the case for other noise-emitting uses in these areas.*

Employment Lands Study (Urbis, 2025)

- This study was undertaken as part of a suite of evidence-based studies to take forward District Strategies initiatives. This study sought to:
 - understand current employment land supply, demand and market trends;
 - anticipate how much land needs to be zoned for employment across the ACT;

- respond to infrastructure investment;
- respond to employment land trends regionally, nationally and internationally in order to retain and attract key employment sectors to the ACT;
- understand how centres interrelate and the impact of one centre's growth on the viability of other centres; and
- provide strategic direction for employment land, including setting the basis for an Employment Lands Strategy.
- The study identified key growth sectors for the ACT which would benefit from targeted support. The majority of these sectors are well suited to CZ3 zoning as it provides central locations for these jobs. The sectors are
 - Transport and logistics
 - Manufacturing
 - Circular economy
 - Cyber, space and advanced technology
 - Education, knowledge and innovation
- Relevant matters for further consideration arising from this work include (direct quotes in italics):
 - *Retain, protect and expand the existing CZ3 zoned land*
 - *Define a clear policy position within the Employment Land Strategy to retain and protect the existing CZ3 zoned land.*
 - *Maintain larger block sizes through the introduction of minimum block size controls that limit the subdivision of CZ3 zoned land.*
 - *Identify and zone new CZ3 land, in addition to the planned Molonglo Town Centre CZ3 land, which is well connected to existing and future residents.*
 - *Introduce planning controls which restricts the amount of residential development in the CZ3 zone or restricts residential development in certain areas of the CZ3 zone.*
 - *Designate specific areas as Employment Land Protection Precincts in order to promote economic development and to protect employment uses from residential encroachment.*
 - *Introduce planning controls to designate specific areas as Employment Land Protection Precincts to provide objectives for maintaining land for employment purposes*
 - *Prohibit residential in existing and future areas of CZ3 zoned land, particularly around Belconnen, Woden and Molonglo Town Centres*
 - *Ensure that industrial areas maintain appropriate buffers from sensitive receivers like residential.*
 - *Bring in more nuanced controls and criteria in commercial zones where residential is permitted to ensure commercial outcomes are still being achieved.*
 - *Tighten land zoning permissibility to manage residential uses in the CZ1, CZ2 and CZ3 commercial zones that are currently under pressure.*
 - *Introduce minimum commercial floorspace provisions in high demand areas to ensure the provision of employment floorspace.*
 - *Consider regulations beyond the Territory Plan, including environment protection matters such as noise emissions. This could include the consideration of additional entertainment precincts across the ACT.*

Benchmarking with other jurisdictions

Urbis and other consultancies considered the provision of employment lands in other jurisdictions when calculating future demand for floorspace. Whilst the ACT has a much higher proportion of office space compared with other jurisdictions due to its function as the nation's capital, it has a much lower per capita provision of industrial space, both compared with surrounding NSW Local Government Areas (LGAs) and other state capitals. Anecdotally, some nearby LGAs are supporting the ACT through the provision of industrial lands, but their lands are also experiencing shortages due to higher demand than can be accommodated. Whilst CZ3 was not included as an industrial zone in the total zoned industrial land table below, given that CZ3 can accommodate industrial uses, it could support minor industrial uses compatible with other commercial activity.

Comparison capital city markets (Sydney, Melbourne and Perth) benefitted from a Covid-19 logistics boom where the increased demand for online retail led to a surge in demand for industrial floorspace, more specifically warehouse floorspace. This trend is evident in the CBRE Industrial and Logistics Vacancy Report (referenced by Urbis, 2025) where the national vacancy rate for industrial dropped from a pre-Covid-19 rate of 6.3% in December 2019 to a historic low of 0.6% in June 2023. However, recent reports have suggested that the market is loosening with the national vacancy increasing to 1.9% by June 2024. It should be noted that ACT did not perform as well as the comparable capital cities during this boom, as logistics businesses preferred to be located in the larger Sydney and Melbourne markets (where they could still service demand from the ACT).

In terms of the floorspace provision per resident, the ACT also has a lower provision per resident at 3.4 sqm per resident compared to 9.0-15.4 sqm per resident in the other capital city markets. However, when the cross-jurisdictional nature of this use with the surrounding NSW jurisdictions is accounted for, the 4.6 sqm per resident for the Capital Region may provide a better indication of the supply servicing the ACT.

This low industrial floorspace supply provision of the ACT and the Capital Region compared to the capital cities is reflective of the stronger competitive positioning of the capital cities which benefit from strong freight, port and air infrastructure compared to the ACT. These cities also likely service their respective state-wide regional areas, with Sydney and Melbourne also likely servicing some demand in the ACT. The ACT may also likely have a smaller industrial workforce where a combined 3.5% of the workforce are in the manufacturing and the transport, postal and warehousing industries compared to around 12% for the capital cities due to the employment profile being skewed to public sector workers in the ACT (as shown in Table B.2 in the appendix).

If ACT were to improve their provision to better align with the other capital city markets, it is essential industrial floorspace enabling infrastructure is improved (particularly being able to better leverage the Canberra Airport) and that suitably zoned and serviced industrial land and tenancies are provided for the industries that the ACT wish to attract.

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Table 8 ACT and surrounding NSW Jurisdictions' employment floorspace (sqm) per resident, (Urbis, 2025)

	ACT	Queanbeyan-Palerang	Goulburn Mulwaree	Yass Valley	Snowy Monaro
Retail	2.9	1.3	2.3	1.8	3.2
Office	5.2	0.6	1.1	0.5	0.9
Industrial	3.4	7.3	16.0	4.8	5.9
Other	2.6	0.7	1.3	1.3	2.6
Total	14.0	9.9	20.8	8.3	12.7

Source: ACT FSI 2024; Bing Data; PricewaterhouseCoopers; RP Data; Cordell; Urbis

Table 9 ACT and surrounding jurisdictions total industrial zoned land (Urbis, 2025)

	ACT	Queanbeyan-Palerang	Goulburn Mulwaree	Yass Valley	Snowy Monaro
Total Zoned Industrial Land (Ha)	862	220	4,384	210	248

Source: EPSDD, NSW DPHI, Urbis

Table 10 Industrial floorspace per resident by capital city (Urbis, 2025)

Metric	ACT (2024)	Capital Region (2024)	Sydney (2024)	Melbourne (2024)	Perth (2017)
Floorspace Per Resident (sq.m)	3.4	4.6	10.9	15.4	9.0

Source: ACT FSI 2024; Arealytics; PLUES, Bing Data; PricewaterhouseCoopers; RP Data; Cordell; CBRE; Urbis

Key Findings for CZ3

Previous sections provided an overview of the status of CZ3 lands, with the central issues summarised as follows:

Planning intent: The ACT Planning Strategy 2018 and District Strategies provide clear direction for CZ3 lands – that they are to support service trades and non-core commercial uses. Actions are provided for government to implement this policy, with particular focus for some key areas.

Land uses: The CZ3 zone offers opportunities for a wide range of land use types, more so than any other Territory Plan zone. However, its zone policy outcomes provide certainty of the intent of the objectives to be achieved with the mix of development types. The mix of businesses in each CZ3 precinct is unique and is likely a product of period of development, block and built form sizes, land value and size of commercial centre it is associated with. CZ3 tenancies experience low vacancy rates compared with other zones, and the overall ACT CZ3 vacancy rate of 6% is skewed by higher rates in the gentrified CZ3 precincts in Braddon and Dickson.

Holistic functioning of centres: CZ3 zoning is an important component of major centres, supporting CZ1 – core and CZ2 – business zones located on prime commercial lands. Its complementary nature is embodied in the zone policy outcomes and it should continue to operate to this extent, rather than becoming homogenous with other lands in centres.

Holistic functioning of employment lands: The usage of CZ3 lands has flow-on effects to other employment lands. If there are insufficient prime commercial lands or floorspace (i.e. CZ1 and CZ2 within centre core areas), then CZ3 may become more attractive to businesses due to land affordability, size and spatial requirements, on-site requirements (e.g. parking) or co-location advantages (e.g. car servicing being located near car dealerships). However, if CZ3 lands are increasingly used for purposes which could locate in other zones, such as general retail and hospitality, then it may displace existing or prospective businesses to industrial zones. This in turn can sterilise industrial land as higher-order uses locate to suburbs like Fyshwick and Mitchell.

Land availability: Almost all CZ3-zoned land has been developed. There are small remaining parcels which are used as public carparks, which generally experience high occupancy. It is likely that regeneration within CZ3 areas would need to be led through redevelopment of existing sites.

Built form and amenity: CZ3 areas have largely retained the original character from their initial development period. They are often areas of lower urban amenity as they have not been intended to function as prime commercial spaces.

Housing pressures: Whilst residential uses are permitted in most CZ3 areas, this can be seen to change the character of the area, particularly when coupled with higher-density developments. While this can be seen as the evolution of a suburb, this form of gentrification can have positive and negative impacts. If not carefully managed at a metropolitan scale, residential encroachment has the potential to sterilise CZ3 lands and remove some uses entirely from districts, leaving only small, isolated pockets for lower-margin and essential urban services to locate. Other zones are likely to be more appropriate initial choices for housing developments.

Phillip Service Trades Area Profile

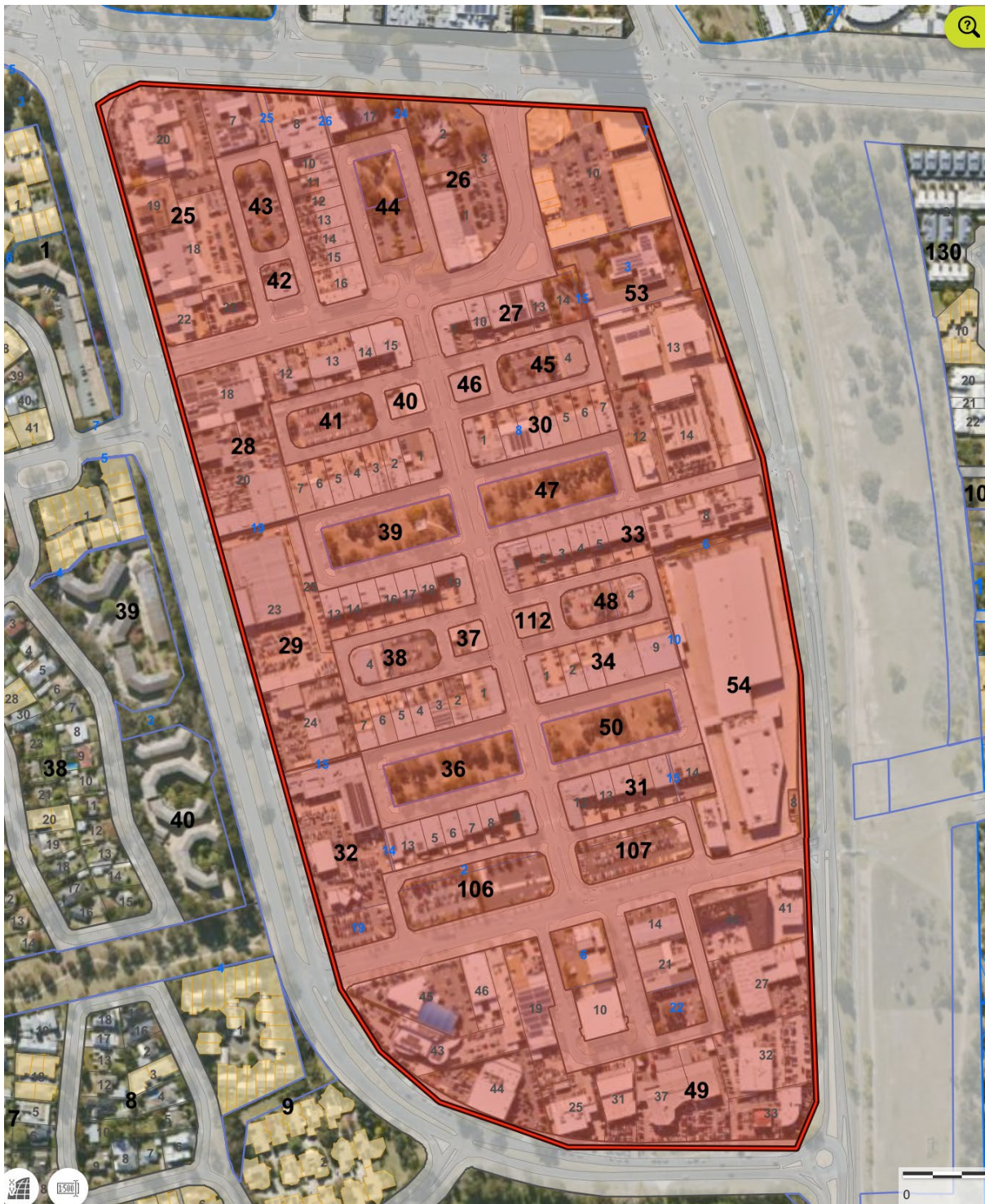
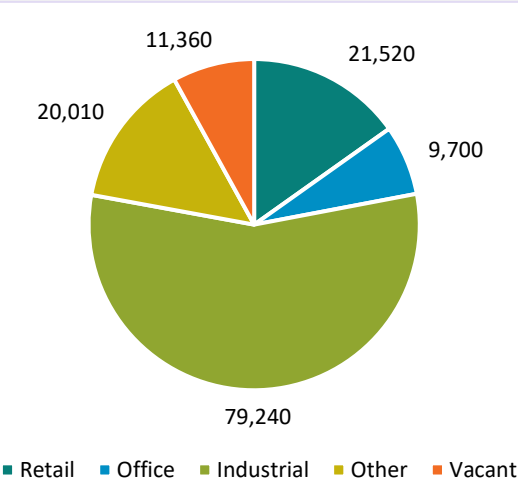
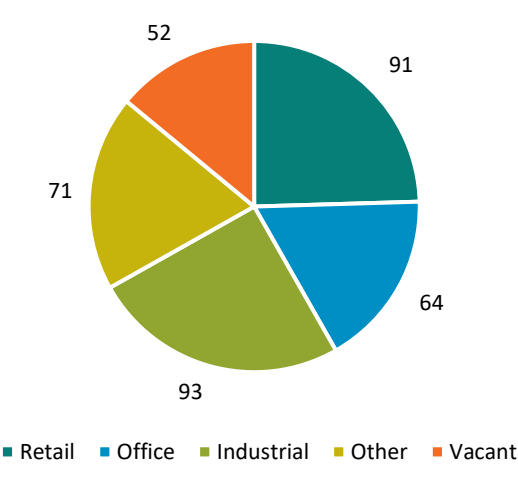


Figure 2 Phillip Service Trades Area aerial image

Phillip STA Snapshot													
Suburb	Phillip												
District	Woden												
Establishment	1968 (NCDC master plan)												
Approximate dimensions	450m x 900m												
Total size of CZ3 blocks	27.36 ha / 273,636 sqm												
Total floorspace (2024)	141,830 sqm												
Floorspace (sqm) by category, 2024	<table><thead><tr><th>Category</th><th>Floorspace (sqm)</th></tr></thead><tbody><tr><td>Retail</td><td>21,520</td></tr><tr><td>Office</td><td>9,700</td></tr><tr><td>Industrial</td><td>79,240</td></tr><tr><td>Other</td><td>20,010</td></tr><tr><td>Vacant</td><td>11,360</td></tr></tbody></table>	Category	Floorspace (sqm)	Retail	21,520	Office	9,700	Industrial	79,240	Other	20,010	Vacant	11,360
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Category	Number of premises												
Retail	91												
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Industrial	93												
Other	71												
Vacant	52												

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Distance to other CZ3 in district	1km to Mawson group centre 2.7km to Curtin group centre
Distance to closest industrial area	7km to Fyshwick
Number of workers (2021)	2,501 (10.1% increase since 2011)
Number of businesses (2024)	307
Territory Plan – residential uses status	Prohibited
Territory Plan – maximum building heights	Generally up to 16m / 4 storeys. Up to 22m or approx. 6 storeys in some locations (facing Altree Court). Other locations have limits of 19m, which include upper level setbacks.
Number of dwellings (2021)	0 (estimate)
Number of residents (2021)	0 (estimate)

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Territory Plan zoning

Blue = CZ3

Dark blue = CZ2

Green = PRZ1

Red/pink = RZ zones

Yellow = CFZ



Employment floorspace provision and utilisation

Table 11 shows how floorspace usage and provision has changed at floorspace survey intervals between 2009 and 2024, whereas Table 12 displays the number of premises by category over the same time period. The total floorspace in Phillip STA grew by 18,497 sqm over the 15 year period, with the number of business premises also increasing by 50. This would be a result of both additional floorspace being constructed and different subdivisions of existing floorspace to create more tenancies. The biggest growth was in industrial floorspace (increasing by 13,380 sqm or 20%) and floorspace attributed to 'other' uses (including fitness, recreation, medical and education uses) increasing by 7,814 sqm. It is likely that some of the previous retail and office floorspace has shifted to 'other' uses, whereas industrial floorspace may be purpose-built.

In this time, vacant floorspace also increased from 6,613 sqm in 2009 to a peak of 22,845 sqm in 2018, reducing to 11,360 sqm in 2024. Vacancies include development sites, and as a number of buildings would have been vacated, demolished and rebuilt at any survey interval, this is likely included in these totals (various car sales refurbishments, new Woden bus depot, new service stations and takeaway food). Despite the vacant number of premises doubling and the empty floorspace increasing, this should not take away from the overall increase in utilised floorspace by 14,250 sqm and number of occupied premises increasing by 24 in the Phillip STA.

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Table 11 Floorspace (sqm) change by primary category in Phillip STA, 2009-2024

Phillip STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%
Retail	26,037	21%	26,522	21%	26,899	21%	25,891	19%	21,520	15%	-4,517	-17%
Office	12,627	10%	10,505	8%	9,645	8%	8,171	6%	9,700	7%	-2,927	-23%
Industrial	65,860	53%	68,260	54%	66,370	52%	61,222	45%	79,240	56%	13,380	20%
Other	12,196	10%	14,919	12%	18,087	14%	17,263	13%	20,010	14%	7,814	64%
Vacant	6,613	5%	6,138	5%	7,143	6%	22,845	17%	11,360	8%	4,747	72%
Total	123,333	100%	126,344	100%	128,144	100%	135,392	100%	141,830	100%	18,497	15%

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Table 12 Number of premises by primary category in Phillip STA, 2009-2024

Phillip STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	#	%	#	%	#	%	#	%	#	%	#	%
Retail	93	29%	89	30%	98	29%	91	27%	91	25%	-2	-2%
Office	67	21%	61	20%	56	17%	46	14%	64	17%	-3	-4%
Industrial	85	26%	60	20%	76	23%	64	19%	93	25%	8	9%
Other	50	16%	59	20%	66	20%	58	17%	71	19%	21	42%
Vacant	26	8%	29	10%	40	12%	79	23%	52	14%	26	100%
Total	321	100%	298	100%	336	100%	338	100%	371	100%	50	16%

The Phillip STA includes concentrations of key CZ3 uses which are either not as prevalent in other parts of the Woden town centre, or not as accessible to the local community.

Where there are the same land uses elsewhere in the town centre, these tend to be higher-end variants such as national chains located within Woden Westfield or other large developments. For example, the majority of gym or fitness business in Phillip STA are small businesses, compared with major chains dominating premium retail space.

As confirmed through a precinct walkthrough, the businesses opting to locate in Phillip STA may not be suitable for managed shopping centres due to their lower reliance on active frontages (e.g. interesting window displays) to attract business patronage, and would be more likely to rely on intentional trips from car-based customers, who may only visit one or a small number of businesses in the precinct at any time.

Table 13 Key CZ3 uses in Phillip STA, 2024

Key Use	Number of uses in this CZ3	Sqm	Compare with rest of Woden TC	Aerial distance to next use
Service station and/or car wash	6	1,330 sqm	1 tenancy, 190 sqm	3.7km (car wash) Weston
Gym, fitness	33	10,210 sqm	6 tenancies, 2490 sqm	100m
Motor vehicle parts retailing and repairs	32	19,680 sqm	0	7.7km – Tuggeranong and Fyshwick
Motor vehicle retailing	35	36,520 sqm	0	7.5km - Fyshwick
Urban / municipal services (e.g. bus, recycling, works depot)	4	4,020 sqm	0	
Hardware	1	20 sqm	0	

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Trade supplies and light industrial uses n.e.c.	11	4,230 sqm	0	
Furniture, homewares and finishings (incl Picture framers, kitchenware, lighting, fabric, carpets)	8	2,320	2 tenancies, 3800 sqm	
Bulky goods retailing (e.g. whitegoods, furniture, hardware, camping)	0	0	0	
Non-core / Speciality retail (incl Pet supplies, music, bicycle shop, sewing machines, craft, costumes, uniforms, specialty grocer, op shops)	39	10,970 sqm	3 tenancies, 1930 sqm	
Data centre	0	0	0	
Freight transport	0	0	0	
Funeral parlour	0	0	0	3.6km - Weston
Storage facility / self storage / warehouse	7	14,960 sqm	0	5.1km - Kambah

Context and character

The Phillip STA was established in the late 1960s and early 1970s as Canberra expanded south into the new districts of Woden and Weston Creek. A minor industrial area was designated to support access to employment and services in these districts. The Phillip STA has historically supported a range of service trades, speciality retail and recreation uses, complementing some previous inclusions of night-time economy businesses. The character of the precinct has remained similar to its initial development, maintaining a car-dominated space with low-rise commercial buildings. In supporting the broader district and beyond, Phillip STA is a busy precinct during weekday business hours, but has low utilisation outside of these times.

There has been ongoing private investment and interest in the STA, as evidenced through development applications being submitted for works. Sites subject to a development application in the last five years are mapped at Figure 3.

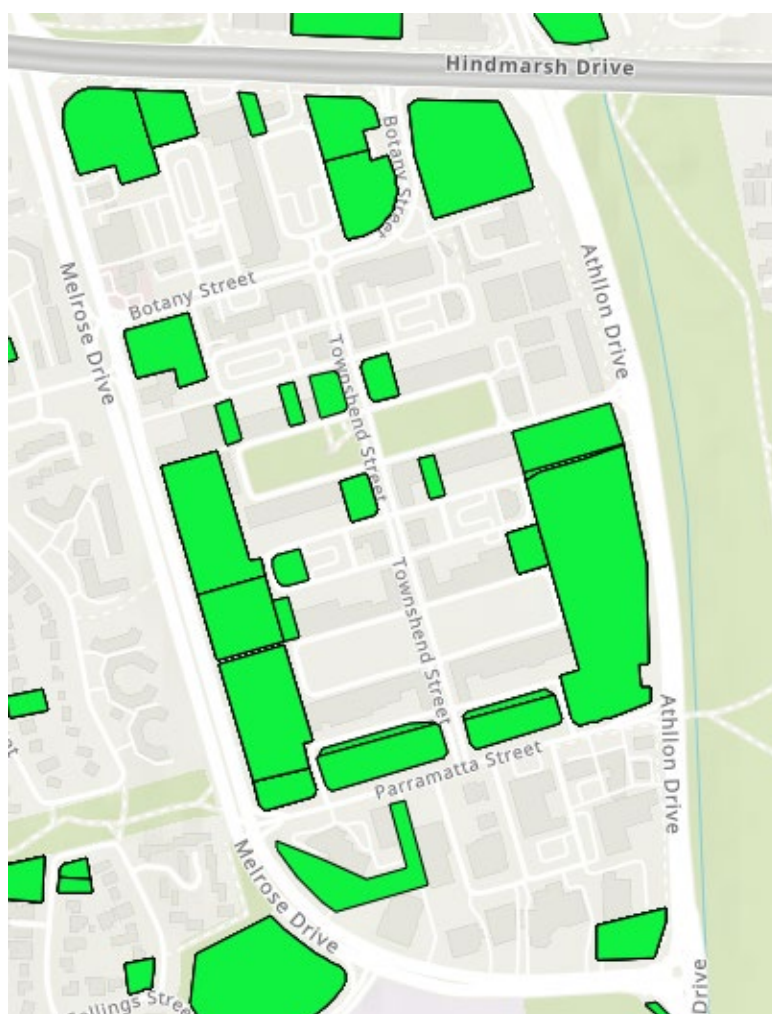


Figure 3 Development applications submitted in Phillip STA, January 2020 - August 2025

Woden town centre has experienced transformation in the last decade with the development of thousands of apartments, a new CIT Woden campus and urban realm upgrades. Alongside this, there has been limited new major commercial development, and where commercial spaces have been provided in new apartment buildings, they are not generally fully tenanted. However, Scentre group has indicated interest in exploring mixed-use development on its sites, which may result in additional employment floorspace. It is unlikely that this development would compete for most tenancies within the Phillip STA due to possible commercial rent differences, likely lack of on-site parking within Westfield and higher amenity expectations for tenants to maintain within a managed shopping centre.

Site visit observations

A precinct walkthrough was conducted on the morning of Thursday 4 September 2025. Observations support assertions elsewhere in this document, as well as the following themes:

- Built form and land uses
 - The existing built form in the Phillip Service Trades Area are typically 2 storey, original building stock. The land uses and size of premises reflect data collected through the FSI.
 - The buildings typically address parks or collector roads, with loading areas and hardstand area for parking being located at the rear of the premises and addressing the service laneways. Hardstand areas are currently being used for open storage, and surface carparking in the service laneways are also being used to store vehicles awaiting repair, creating an unwelcoming urban realm.
- Amenity
 - Noise and odour impacts were observed near some light industrial uses, although the highest impacts was attributable to road traffic.
 - Visual impacts are apparent in the service laneways in particular, with open storage and waste receptacles being noted during the inspection.
 - Degradation of the built form (including graffiti) reduced amenity.
- Urban Realm
 - Outside of the parks, there is a lack of street trees, with asphalt paving and extensive surface parking potentially contributing to an urban heat island effect.
 - The urban realm along Athllon Drive is poor, with large, blank walls and dense vegetation. This discourages activity and walkability to, and along, Athllon Drive. There are some land uses in the area that are not conducive to activating the area, such as the Forensic Medicine Centre, a storage facility and the new Woden Bus Depot.
- Movement (Pedestrian and Vehicle)
 - Pedestrian movement is hindered by an incomplete footpath network, high traffic speeds, wide road reserves with small or non-existent refuge islands. There are also limited pedestrian connections to Melrose Drive and Athllon Drive, which in turn impacts pedestrian connectivity to Chifley and Mawson.
 - Buses do not currently operate through the centre of the STA, with the closest bus stops servicing Athllon Drive and one on the northern side of Hindmarsh Drive.
 - The area's streets generally have one-of-three different characteristics: a collector road (Towshend Street, Parramatta Street, Botany Street), a court with a central park (Colbee Court, Dundas Court, Aintree Court), or a service laneway (Grenville Court, Divine Court, Prospect Court, Bellona Court).
 - Parking is well utilised in the STA, with limited available spaces by 9:30am. There are retrofitted 45 degree angle parks on verges that limit pedestrian movement, and some have been 'claimed' by businesses that have installed 'private parking' signage.

Land custodianship

The leasehold status of a block can determine barriers to change and development. The majority of blocks are privately leased, with some exceptions. A leasing and custodianship map is below, with the following indicated by colour:

- Government carparks, administered by Roads ACT (light blue)
- Courtyard parks, administered by City Presentation (cornflower blue)
- The SES depot and office and forensic medical centre, administered by JACS (red)

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- The ambulance and fire stations, administered via executive leases (dark grey)
- Unit titled (class B) development (pale orange indicating extent of units)

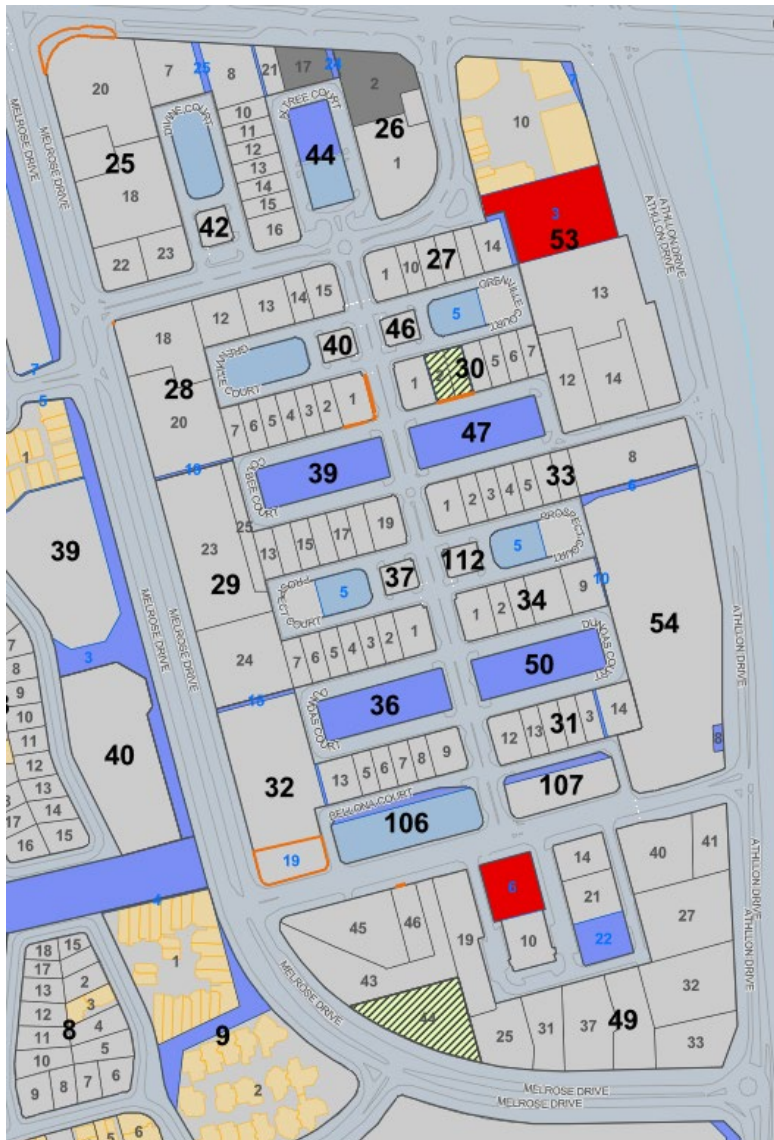


Figure 4 Leasing and custodianship map of Phillip Service Trades Area

ACT Government policies and projects

Woden Town Centre Master Plans, 2004 and 2015

The 2004 Master Plan provided a new vision for the service trades area allowing for taller buildings and introducing residential use in some areas. The 2015 Master Plan further considered the function of the STA, and noted:

“While the proposed changes to include residential development in this area is an exciting prospect, it may be challenging to manage the transition. For example, potential conflict in land uses may arise, such as concerns with noise and odour from trade services.”

However, the Master Plan recommended maintaining service trades provision despite any introduction of mixed-use development:

- *Retain the important role of providing service trades in the Woden Valley by limiting the areas where residential development can occur, focussing on Townshend Street, Colbee Court and Dundas Court.*
- *Reinforce the long-term vision for the precinct established in the 2004 master plan that allows for an incremental transformation along the central area of the precinct. The built form in this precinct will provide a cohesive character that is distinct from the town centre core.*

The Master Plan provided the following recommended planning policies on the STA:

- *Improve built form planning controls to ensure they deliver a scale of development consistent with the surrounding precinct and uses that are appropriate for the precinct. This will include simplifying the planning controls in the Phillip Precinct Code that allows for development up to five storeys in the central area.*
- *Provide active frontages on to Townshend Street, Colbee Court and Dundas Court with a consistent floor to ceiling height for the ground floor. A minimum floor to ceiling height of 3.6 metres is required where active frontages are mandated.*
- *Restrict residential development at the edges of the precinct to allow for service trades to be maintained.*
- *Encourage new development along the eastern edge of the precinct to provide a frontage on to Athllon Drive and improve connections to rapid transit stops.*

In addition, public domain upgrades were also recommended:

- *Improve cycle and pedestrian connections that better connect to the wider shared path networks, particularly along Parramatta Street, Townshend Street and Botany Street.*
- *Improve the public domain to support local business and the future potential for residential, particularly along Townshend Street, Colbee Court, Dundas Court and Altree Court.*
- *Extend Altree Court to Hindmarsh Drive with a left-in/left-out arrangement to improve vehicular and pedestrian connections.*

Territory Plan changes highlighted in the Master Plan were enacted through Variation 344. This included the prohibition of residential use and commercial accommodation use from a U-shaped area of Phillip STA, focussing these uses on the central spine and courtyard areas. Despite these changes, take up of development opportunities were slow, and none have progressed to construction for a range of reasons.

District Strategies 2023 and Territory Plan 2023

In the time since earlier master plans, the ACT has had increased pressure on industrial and service trades land, due to a larger population requiring more services and employment opportunities closer to other businesses and homes. This resulted in a refined approach to strategic planning for the Phillip STA, echoed through updates to the Territory Plan 2023.

The inclusion of district-level planning in the ACT's planning system offered the opportunity to consider Phillip STA's role in the context of the Woden District. With this consideration, the diverse

employment function was strengthened for Phillip STA through its identification as an economic and employment focus area for the Woden District. This is reinforced through:

The Phillip service trades area is an important contributor to employment diversity and locally accessible services. The function of the Phillip service trades area for light industrial and urban services uses will be protected in land use planning and decision making. (p. 29 – Economic access and opportunity across the city)

Submissions were received during exhibition of the draft District Strategy from the Woden Community Council (Sub 261) and Phillip Business Community (Sub 195). Both sought investment / upgrading of service trades area (not specific on whether by the government, or through renewal by private sector). Both stakeholders wanted outcomes for the area to be made clearer; greater attention to how residential and light industrial / commercial uses can co-exist; and more community facilities / recreation facilities in the area. Phillip Business Community submission raised concern that commercial / residential land is being developed for residential with diminished commercial opportunities, leading to an impact on small business in the ACT.

A small part of the STA is noted as a Category 2 change area (change could occur within 0-10 years). This would need to be considered as a precinct with the area to the east of Athllon Drive.

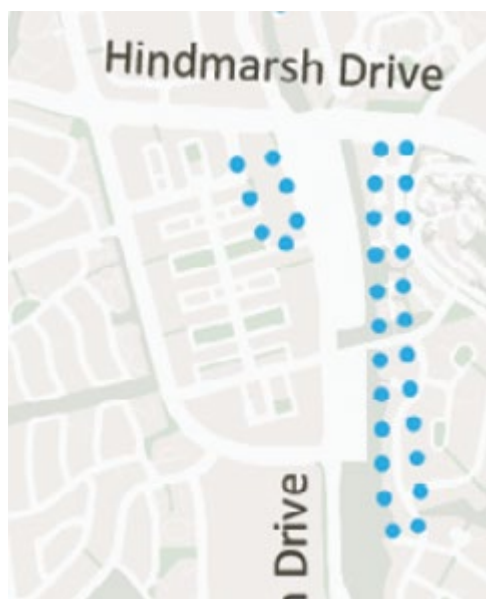


Figure 5 Category 2 change area (detail), Woden District Strategy 2023

The STA was included in full in Key Site 5 – Phillip and Athllon Drive (see Figure 6).



Figure 6 Key Site 5 - Phillip and Athllon Drive, Woden District Strategy 2023

Planning principles for this key site are, as included on page 47:

Any future development at this site should contribute to facing onto Athllon Drive. This area will be a high amenity employment hub with a walkable grid structure, parks and safe pedestrian access to light rail. Improvements to the blue-green corridor would consider urban cooling and water quality benefits, and public amenity with close proximity to the town centre and an employment hub.

A full investigation of planning, environmental, infrastructure and traffic issues should be undertaken (including transport planning and modelling) with reference to the following principles:

- *Rapid transit/potential future light rail corridor – high quality multimodal, part of a city-wide rapid transit network.*
- *Street upgrades clarifies built edges, expands urban tree canopy cover and refines pedestrian safety and amenity.*
- *Walkable street grid, with clear sight lines and more walkable access and local active travel, adds canopy trees and creates regular urban blocks of one hectare or less.*
- *Parks add canopy trees, WSUD and play opportunities.*
- *Community, sport, recreation and retail facilities located prominently to create a destination and activity.*
- *Public activity hubs at key locations include community facilities and services, amenities and cafes.*
- *Building frontages contribute to street identity, spatial definition and oversight of new public space.*

- Opportunities considered to enhance the creek line for local area amenity and ecology.

Development of key site parameters

Understanding the development of the boundaries and planning principles of Key Site 5 are critical in executing the vision for this precinct.

The development of identifying key sites for District Strategies considered the following sources:

- ACT 70% urban infill (SGS for SLA, 2021)
- Canberra Light Rail Stage 2B urban infill capability assessment (Mecone and Atlas Economics for EPSDD, 2021)
- ACT Planning Strategy 2018
- Any applicable Master Plans (e.g. Woden Town Centre Master Plan 2015)
- Indicative Land Release Program
- If any development concepts have been prepared for the site, or if the Government has stated a position for the site
- Recent or proposed Territory Plan Variations
- Any known Government agency demands or projects related to the site
- Likely public sensitivity
- Likely timeframe for delivery and ease of delivery of development concept as prepared by SGS

Based on the evaluation of these sources, it was recommended that the SGS key site concept for Phillip could go forward in the District Strategies *in part*, only on the eastern side of Athllon Drive (see Figure below with annotations). It is recommended the SGS key site concept for the western side of Athllon Drive (Phillip STA) be reconsidered having regard to the existing Woden Master Plan and the findings of the Mecone study. The rationale behind this was:

- Including only this portion would benefit from the entire area (including environmentally constrained sections) being considered holistically as one continuous development in the way that SGS has suggested, as opposed to developing sites in isolation with the aim of achieving a ILRP figure.
- SGS proposal to change the eastern service trades land to residential only is not supported by Woden Master Plan, which restricted residential in this area, and instead recommended mixed-use in select areas in the middle of the service trades area.
- Mecone's proposal for the service trades northern section and that adjacent to Athllon Drive to change to mixed-use was a long term possibility once Woden town centre was built out. The SGS concept could be changed from residential to mixed-use to enable retention of service trades.
- Well-located industrial service/trades land is in short supply in the ACT and valued by local businesses and the community.
- Locating multi-storey residential development along the edge of the service trades area may displace some uses in the services/trades area (e.g. noisier uses or uses with odour).
- The open space proposed on sites in the Phillip STA that have recently been redeveloped may be unrealistic. We suggest focussing on improving existing urban space sites and the proposed Athllon Drive open space, which are within 50m of these sites.

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- SLA and TCCS have numerous plans for this area and it is highly constrained. TCCS have a number of major projects along this area including Athllon Drive duplication, Light Rail Stage 2B, Woden Bus depot access, Mawson stormwater works and likely relocation of Yarralumla Creek.
- Athllon Drive corridor has some significant constraints for infill development including trees and two floodways.



Figure 7 Annotated map (from SGS, 2021) showing recommended area for District Strategy Key Site

The decision outcome on this site was:

- Inclusion in the Woden District Strategy as a Category 2: possible change area.
- Broadscale residential in the 'key site' concept was not supported for the service trades area and that employment needs to be the primary use. It was agreed there was a need to retain and protect the service trades area to enable live music, mechanics, start-up businesses etc. Residential needs to be limited (potentially even looking at reviewing the Precinct Code to ensure this).
- Possible need for additional land on the west side to accommodate the duplication of Athllon Drive and light rail. This area is on the land release program.
- This needs to be an integrated urban project.

From the direction provided from the Woden District Strategy, and the overall approach provided from Volumes 1 and 3 of the District Strategies on protecting and enhancing employment lands, the Territory Plan 2023 was prepared with updates to remove residential and commercial accommodation uses from the Phillip STA. The prohibition on residential aligns Phillip with the comparable Belconnen STA, noting the age, function and character of both areas and their context, and limited other options within close proximity to support light industrial uses.

Legislative Assembly Inquiry into the Territory Plan, 2023

The previous Assembly's Standing Committee on Planning, Transport and City Services held an Inquiry into the new Territory Plan. Numerous businesses, landholders and stakeholders with interests in the Phillip STA provided written submissions or appeared as witnesses at the Inquiry. As part of its findings, the Standing Committee recommended *"...that the ACT Government consult directly with the traders and owners in the Phillip Service Trades area, with a view to reversing the zoning change that removed residential use from the Phillip Service Trades Area"* (Recommendation 27).

The Government response to the Inquiry into the Territory Plan was that allowing higher-order land uses in the STA creates a risk that service trades may not be able to be provided leading to increased pressure on other land use zones like IZ1 and IZ2. Noting that there are also constraints in existing industrial areas such as Fyshwick which means service trades cannot be easily relocated there.

The Ministerial Roundtable held on 29 May 2025 invited stakeholders with an interest in the Phillip STA to share views with Minister Steel, fulfilling part of the recommendation from the Inquiry.

Southern Gateway Planning and Design Framework

The ACT Government has commenced planning work on the Southern Gateway Corridor, extending light rail from the City to Woden. This will accompany Light Rail Stage 2B, connecting Commonwealth Park through to Woden town centre. Presently, this stage of light rail is expected to terminate where the existing Woden bus interchange is located on Callam Street and will not proceed past Phillip STA to Mawson and beyond to Tuggeranong within any firm timeframe.

The development of the Southern Gateway Planning and Design Framework (the Framework) will establish an integrated land-use and transport plan for the extension of Canberra's mass-transit light rail line to Woden. The scope of the Framework extends beyond the immediate light rail catchment which is under investigation for changes, and considers areas of wider areas of influence. The map at Figure 8 shows the study area.

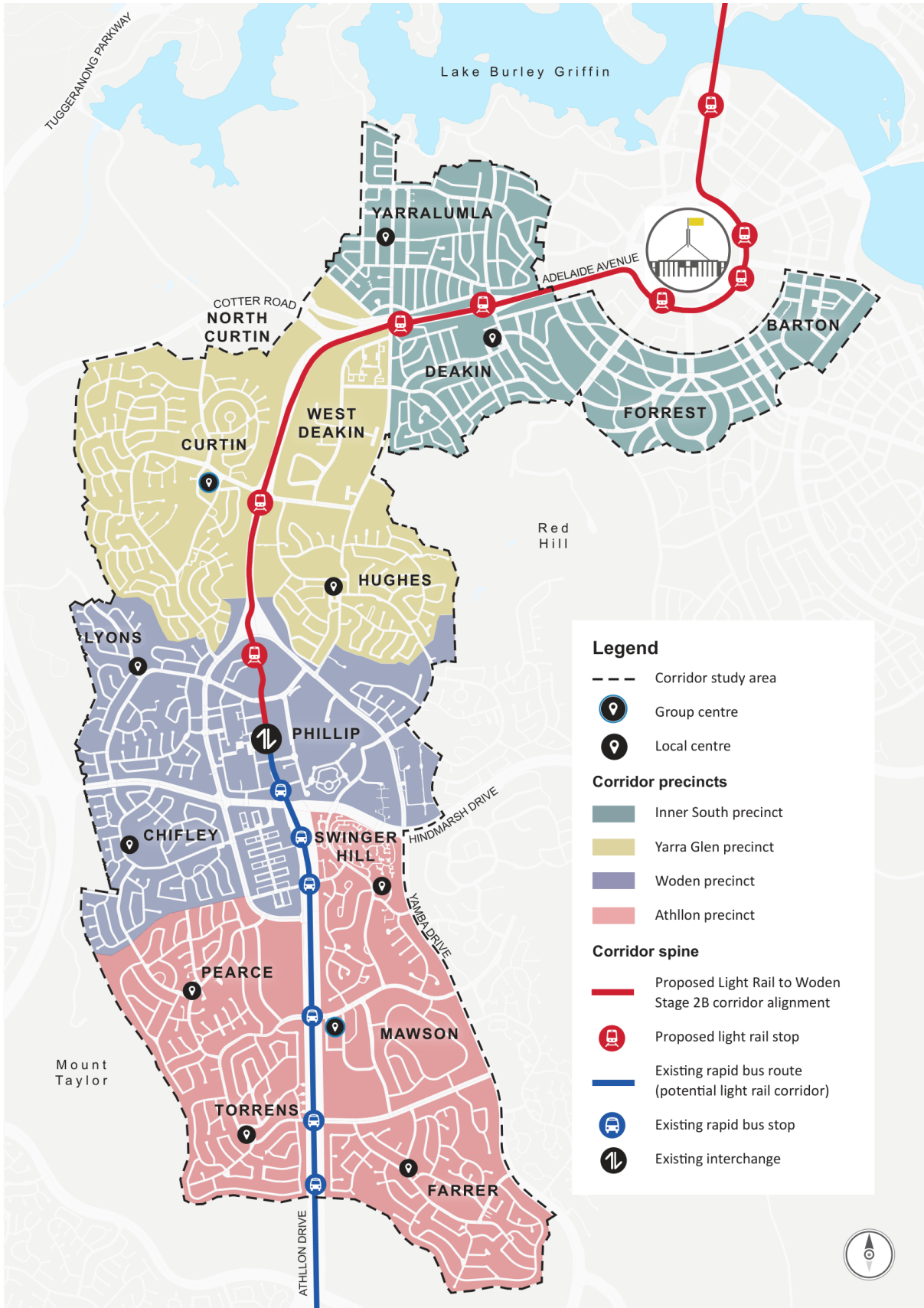


Figure 8 Southern Gateway corridor study area map (September 2025)

Due to the scale of corridor planning, Phillip STA should be considered in its role in servicing the study area's area of influence, rather than just its local role.

Phillip STA is the only light industrial precinct to be connected by light rail, mirroring the role of Mitchell industrial area in the north and its connections to Stage 1 light rail. To this end, Phillip STA's function should be preserved to support jobs and connect residents to services within the Southern Gateway catchment.

Woden Town Centre Working Group

On 20 March 2025, the ACT Legislative Assembly passed the 'Woden Town Centre working group – Establishment' resolution which notes a range of issues and considerations arising from the growth and development occurring in Woden town centre and commits to establishing a cross-directorate working group by June 2025. The scope of the resolution and the working group includes Phillip STA within Woden town centre, and so will be considered as part of Government's response. A progress report on the resolution is due to be provided to the Assembly by the last sitting day of 2025.

Phillip STA - Key findings

- Phillip STA is a highly productive precinct – it has the highest amount of floorspace of any CZ3 precinct, and is the second-largest CZ3 zoned precinct in the ACT by area.
- Recent strategic intent is clear to protect and enhance current land uses in Phillip STA.
- Floorspace data demonstrates that the precinct supports key CZ3 uses, and currently supports a balance of uses between land use categories, providing for diverse employment opportunities.
- Beyond accommodating employment, the Phillip STA provides important social infrastructure through the high concentration of sport and recreation facilities, catering from children's dance schools to martial arts, and from art classes to escape rooms.
- There is landholder interest in redevelopment and change. Any change would need to strike a balance between continuing to provide lower-rent and diverse commercial spaces and renewing ageing building stock.
- The precinct is disconnected from surrounding areas by high-speed multi-lane arterial roads and the Yarralumla Creek stormwater drain. Surrounding development faces away from Phillip STA, reducing opportunities for humanising any fringe development.
- Future light rail corridor south to Mawson could provide a catalyst for a refreshed approach, although this does not need to be considered or acted upon in the short-term. Previous yield studies associated with Light Rail Stage 2B (Mecone, 2021) indicated that development intensification in Phillip STA could be justified only when the areas north of Hindmarsh Drive have been built out.
- There are implications for several districts of a reduction in service trades, as Woden services Weston Creek and parts of Molonglo Valley, Inner South and Tuggeranong districts. This reliance may reduce from other districts as Molonglo matures, but could be offset by population density increases in more immediate suburbs.
- There are few options in the Woden district to relocate existing key CZ3 uses, as there is limited CZ3 land within the district. Other land use zones or centres may not be appropriate due to the nature of land uses (floorspace or land area required, incompatibility with other uses, access, low rent for lower turnover businesses).

- With an expanding population but not additional employment floorspace to match, there is a risk that Woden town centre could become more dormitory, providing only some population-serving employment, rather than strategic or specialist options. Phillip STA has a key role to play in both supporting employment and not allowing the centre to become reliant on residential development.
- Potential opportunities for overarching visioning for Woden town centre, including Phillip STA, to attract employment sectors related to health or innovation.
- There are few government land release opportunities within the STA, as sites are either essential infrastructure (bus depot, emergency services, forensic medical centre) or important for amenity (courtyard parks). Government parking is in high demand, with few privately-provided options available for general use. Some government carparks have been gated for the sole use of bus depot staff, reducing parking availability in the precinct.

Options

In considering the strategic directions, current usage and key issues for Phillip STA, a number of options could be explored in planning for the future of this precinct.

None of these options consider planning changes to the land south of Parramatta Street due to its lack of connectivity with the broader town centre and lack of interface outside of the precinct.

The six options presented are:

1. No planning changes at this time, but other interventions to enhance amenity, connections and utilisation (public realm upgrades, supporting pop-up uses in public spaces, encouraging landlords to not leave premises vacant etc).
2. Strengthened employment focus (no residential and accommodation uses at this time).
3. North of Botany Street focus (mixed-use potential).
4. Townshend spine focus (Restore previous Territory Plan settings for mixed-use potential).
5. Athllon Drive focus (mixed-use potential).
6. Melrose Drive focus (mixed-use potential).

None of the options considered rezoning from CZ3 to a different Territory Plan zone. Changing zoning would likely place some existing uses in conflict with the zone policy objectives and permissible uses for other zones. This would impact prevalent uses in Phillip STA including vehicle sales, storage facilities (including self-storage) warehouse and freight transport facility which are not permissible in any other commercial zone.

Option 1 – non-planning enhancements only

This option would support improvements to the Phillip STA and not require any changes to the Territory Plan.

Benefits and opportunities

- **Alignment with strategic direction:** This aligns with the clear direction in District Strategies to protect service trades areas from the encroachment of higher-order uses.
- **Public realm improvements:** Whilst no changes to the Territory Plan are proposed, this option allows for functional and aesthetic public realm improvements, which could include:

- Improved active travel links within and external to the precinct. This includes pedestrian crossings at Botany Street and Townshend Street, footpath improvements and lighting of pedestrian areas.
- Consideration of vehicle speeds, particularly on Townshend and Botany streets, to improve pedestrian and vehicle safety.
- Improved worker and visitor amenities in courtyard parks, e.g. seating, plantings.
- Consideration of the appropriateness of existing parking restrictions to encourage vehicle turnover, and exploration of paid parking options where appropriate.
- Promotion of public art initiatives, such as murals on private building façades.
- Supporting realignment or undergrounding of powerlines to reduce visual clutter and remove power poles as footpath impediments.
- Consideration of temporary activation on government land for community events or commercial uses e.g. food trucks, festivals or markets.
- **Economic development opportunities:** Economic initiatives could be pursued outside of the planning system and may include:
 - Incentives for landholders to rent out vacant premises, particularly to start-ups or small businesses.
 - Review of fees and charges for businesses operating in the area (for example, consideration of any charges for businesses relying on public land to support their business, such as car repairs queueing vehicles in public carparks).
- **Flexible, future-enabling approach:** This option allows for a point-in-time decision that can be revisited once planning for the Southern Gateway has been completed and light rail construction (particularly from Woden to Mawson) is further progressed. This work will inform the future yield and developability of land within the corridor. In the meantime, public realm improvements and non-statutory initiatives can enhance the precinct's appeal and readiness for future development.

Risks

- **Misalignment with Stakeholder Expectations:** The option may not meet stakeholder aspirations for changes to the urban form or a broader mix of land uses.
- **Unplanned Capital Investment:** Implementation may require government capital works funding that has not been previously allocated.
- **Pending Cross-Government Engagement:** This option will be presented at the Woden Town Centre Working Group meeting on 15 October for discussion, including with relevant line areas responsible for public realm improvements. Until then, detailed engagement with cross-government stakeholders will be limited.

Option 2 – Strengthened employment focus (no sensitive land uses)

This option would encompass all of Phillip STA and would aim to continue to support a diversity of employment options. Protecting employment options would continue the approach to prohibit commercial accommodation and residential uses, allowing existing uses to continue without fear of encroachment and conflicts such as noise, odour or time of operating complaints.

Benefits and opportunities

- **Alignment with strategic direction:** This aligns with the clear direction in District Strategies to protect service trades areas from the encroachment of higher-order uses.

- **Support for diverse employment opportunities:** This option supports a broad range and scale of employment opportunities due to the diversity of block sizes and buildings in the precinct, including sites which could be enhanced through redevelopment.
- **Preservation of social infrastructure:** As well as providing for employment options, retaining existing uses allows Phillip STA to continue providing essential community infrastructure, such as recreation facilities, which currently occupy a significant portion of tenancies compared to other commercial areas in Woden district and compared with other CZ3 precincts.
- **Business certainty and operational continuity:** By not introducing sensitive land uses, existing uses could continue without fear of encroachment and conflicts such as noise, odour or time of operating complaints.
- **Increased potential through delayed sensitive uses changes:** By delaying a potential introduction of sensitive uses, the following will be allowed for:
 - Residential development can be prioritised in more strategic locations in Woden town centre, and across the wider Woden district and Southern Gateway corridor, including government land release sites. These locations could support higher residential densities, be better served by current transport networks, and have higher amenity for residents.
 - Higher yield potential could be possible at a later point in time when there is reduced competition from more desirable locations.
 - Completion of existing projects in the pipeline, allowing construction resources to be directed to these projects.
 - Existing facilities can remain in place in the interim, continuing to support the community.
- **Targeted Territory Plan amendments:** Territory Plan changes related to this option could consider:
 - Refining permissible and prohibited uses to attract, retain, and co-locate complementary employment activities, while reducing land use conflicts.
 - Adjusting or removing building footprint limits and floorspace caps to encourage redevelopment for employment purposes, without undermining the primacy of Woden's main retail and office precinct north of Hindmarsh Drive.
- **Removing Crown lease clause barriers:** This could include allowing broadscale change to selected Crown leases which currently limit building footprint, plot ratio or prohibit the construction of basements on the site. Removing such clauses could increase development potential for employment uses, attract a wider range of businesses and improve productive area on leased land.
- **Realising existing redevelopment opportunities:** Maximum height settings had not been reduced from the previous Territory Plan 2008. Therefore, it is still possible for redevelopment to occur in the Phillip STA of up to 6 storeys in some locations, which may be attractive for non-residential urban renewal opportunities.
- **Employment Protection Area designation:** This option could investigate the implementation of an Employment Protection Area, similar to a NSW planning function, which aims to protect valuable employment hubs from residential encroachment. It provides businesses and landholders with certainty of the future of the precinct and can help attract investment. This was one of the recommendations from Urbis, 2025.
- **Entertainment Precinct designation:** This is aligned with a current government commitment to consider entertainment precincts in additional locations. Designating parts of Phillip STA

as an entertainment precinct could support higher-noise activities and night-time economy uses. This would offer certainty for businesses currently exceeding noise standards but facing no complaints due to the absence of sensitive receptors. Noise settings could build on lessons learnt from the City Centre Entertainment Precinct, including allowances for low-frequency (bass) sounds. Any new sensitive development would need to meet higher noise attenuation standards.

Risks

- **Potential impact on broader town centre:** Any large expansion of high-grade employment opportunities could draw away from the town centre, which lacks connectivity with the STA precinct. This would need to be capped through any built form limitations, such as building heights or maximum GFA for certain uses.
- **Stagnate short-term interest:** Without government action to support employment growth and renewal—such as adjusting building footprint caps in the Territory Plan—there is a risk that private sector interest and investment in the precinct could decline.
- **Misalignment with stakeholder expectations:** This may not reflect stakeholder desire for the introduction of residential uses in the short term

Option 3 – North of Botany Street focus

This would require an MPA to permit residential and commercial accommodation uses in the north-western portion of the STA, bounded by Botany Street, Hindmarsh Drive and Melrose Drive. The area subject to change is shown in Figure 8. All existing Territory Plan provisions would remain for the rest of the STA.

Benefits and opportunities

- **Similarities with previous Territory Plan:** This option includes land which was subject to the Territory Plan 2008 residential permissible area (all sections 26, 42, 43 and 44 and part section 25)
- **Alignment with current development proposal:** The area includes a block subject to ACAT appeal for a hotel refused under the Territory Plan 2008 when it was a permissible use (Block 1 Section 42 Phillip)
- **Public realm enhancement opportunities:** Includes a courtyard park (Block 2 Section 44) which could provide amenity and recreation opportunities to residents and workers
- **Proximity benefits:** This option includes the land closest to the Woden town centre retail, education and office core, providing better active travel access to this precinct.
- **Defined precinct boundaries:** Botany Street provides a clear delineation between any development changes and the rest of the STA. This would minimise any negative impacts of sensitive uses on the existing businesses elsewhere in the STA.
- **Strengthen commercial focus elsewhere:** By including residential development only in this area, the remainder of Phillip STA could be supported to focus on employment-generating and community-serving uses. This could include implementing suggestions included in Option 2 above.
- **Potential for staged changes:** If sensitive uses were to develop here, it could be as a pilot for how changes could occur in other parts of Phillip STA, to be implemented at a suitable point in time.

Risks

- **Misalignment with strategic direction:** District Strategy key site guidance for Phillip STA supports its continuing function as an employment precinct protected from residential encroachment.
- **Timing of development opportunities:** Several large sites may not be at a suitable point in their development cycle to take advantage of any future planning changes. This includes the new petrol station and McDonald's, and the refurbished car dealership.
- **Additional Territory Plan changes required:** For development to be feasible, additional planning changes would need to be considered, including site coverage and height of buildings. The scale of development would need to be appropriate for the location, so any height investigations would need to balance developability with amenity.
- **Non-planning enhancements required:** To realise the full benefit of planning changes and to entice any new mixed-use development, non-planning interventions would create greater amenity (see Option 1 considerations). This would include improved pedestrian accessibility, improved road and active travel networks, lighting and investment in courtyard parks.
- **Land use compatibility:** The proximity of emergency services facilities may not be ideal for integration with mixed-use residential development. This would require consultation with the Emergency Services Agency to assess operational impacts and feasibility.
- **Relocation constraints:** Emergency services may not be able to be relocated to alternative suitable premises. Further engagement with the Emergency Services Agency is necessary to explore possibilities.
- **Displacing parking demand:** As public car parking is highly utilised, there are currently no viable alternatives to accommodate displaced demand. Some businesses rely on public parking for operational needs (e.g. temporary vehicle storage), and changes could negatively affect their viability.
- **Traffic network limitations:** The precinct has limited vehicular access points, which may lead to congestion and bottlenecks if development intensifies. Traffic modelling should be undertaken to assess the capacity of the local road network and inform future development scenarios.



Figure 9 Phillip STA Option 3 - North of Botany Street focus

Option 4 – Townshend Street focus (Restore previous Territory Plan settings)

This would require an MPA to permit residential and commercial accommodation uses in the inner sections of the STA north of Bellona Court, forming a U-shape around this central area. The area subject to change is shown in Figure 9. All existing Territory Plan provisions would remain for the rest of the STA.

Benefits and opportunities

- **Existing redevelopment potential:** Although residential and commercial accommodation uses were removed from the Territory Plan 2023, building height allowances remain unchanged. This provides scope for redevelopment at higher floorspace ratios under current planning controls.
- **Public realm enhancement:** Courtyard parks within the precinct could be upgraded to improve amenity for both residents and businesses that front these green spaces, supporting a more attractive and functional urban environment.

Risks

- **Strategic misalignment:** Reverting to previous land use settings may conflict with the Woden District Strategy's intent to protect Phillip STA from encroachment by higher-order uses, preserving its role in supporting light industrial activities.
- **Displacement of existing businesses:** Introducing mixed-use development could displace current businesses, many of which may struggle to relocate within the Woden district due to limited availability of suitable alternative sites. This could apply to businesses outside of the change boundary as impacts such as noise travel between locations.
- **Loss of industrial capacity:** Historical planning changes—such as those in Braddon's CZ3 zone—have led to significant reductions in industrial floorspace (74%) and premises (62%) within Braddon, without adequate relocation options in the Inner North & City district. A similar outcome in Phillip STA could result in a loss of essential services for Woden residents and workers.
- **Suboptimal urban configuration:** Southern Gateway corridor planning will likely shift connectivity and focus away from the Townshend Street spine toward Athllon Drive, making this configuration less aligned with future urban movement patterns.
- **Need for block amalgamation:** To realise development potential, block amalgamation would be necessary to accommodate circulation space, basement access, and other infrastructure requirements—posing a challenge for fragmented land ownership.
- **Connectivity challenges:** While development within central courtyard areas could foster a cohesive character within the STA, physical barriers such as Hindmarsh Drive and north-facing orientation of buildings on Corinna Street may limit integration and permeability with the broader Woden town centre.
- **Displacing parking demand:** As public car parking is highly utilised, there are currently no viable alternatives to accommodate displaced demand. Some businesses rely on public

parking for operational needs (e.g. temporary vehicle storage), and changes could negatively affect their viability.

- **Traffic network limitations:** The precinct has limited vehicular access points, which may lead to congestion and bottlenecks if development intensifies. Traffic modelling should be undertaken to assess the capacity of the local road network and inform future development scenarios.
- **Additional Territory Plan amendments required:** For development to be feasible, further planning changes would be needed—such as adjustments to site coverage and building height controls. These changes must balance development potential with amenity considerations.
- **Need for non-planning enhancements:** To fully realise the benefits of planning changes and attract mixed-use development, complementary non-planning interventions would be essential. These include improved pedestrian access, upgraded road and active travel networks, enhanced lighting, and investment in courtyard parks (as outlined in Option 1).



Figure 10 Phillip STA - Option 4 - Townshend Street focus (Restore previous settings)

Option 5 – Athllon Drive focus

This option would require a Major Plan Amendments to permit residential and commercial accommodation uses towards the eastern edge of Phillip STA. An indicative area is shown in Figure 10. There is an option to include the area south of Prospect Court, depending on whether it is suitable. This area does not include the recently-completed Woden bus depot due to its essential role in supporting Canberra's transport network. All existing Territory Plan provisions would remain for the rest of the area.

Benefits and opportunities

- **Some strategic alignment:** District Strategy key site guidance includes: *"Any future development at this site should contribute to facing onto Athllon Drive. This area will be a high amenity **employment hub** with a walkable grid structure, parks and safe pedestrian access to light rail"*. This suggests development within this precinct, but a focus on supporting employment only, in line with other district strategies' initiatives to support service trades uses, particularly in Phillip STA.
- **Leverage connection to future light rail corridor:** Any redevelopment should consider and respond to future Athllon Drive scenarios, including splitting carriageways, changes to vehicle movements (e.g. intersection modifications) and a future light rail alignment.
- **Development to respond to Yarralumla Creek:** Development along Athllon Drive should address Yarralumla Creek, which would benefit from improvements to the blue-green network to provide greater amenity and strengthen environmental values
- **Existing redevelopment potential:** Although residential and commercial accommodation uses were removed from the Territory Plan 2023, building height allowances remain unchanged. This provides scope for redevelopment at higher floorspace ratios under current planning controls. Parts of this option are included in areas of taller building permissibility.
- **Public realm enhancement:** Courtyard parks at section 47 (and possibly section 50) could be upgraded to improve amenity for both residents and businesses that front these green spaces, supporting a more attractive and functional urban environment.

Risks

- **Some strategic misalignment:** District Strategy key site guidance includes: *"Any future development at this site should contribute to facing onto Athllon Drive. This area will be a high amenity **employment hub** with a walkable grid structure, parks and safe pedestrian access to light rail"*. This suggests development within this precinct, but a focus on supporting employment only, in line with other district strategies initiatives to support service trades uses, particularly in Phillip STA.
- **Misalignment with previous Territory Plan:** This option includes land which was excluded from sensitive use potential under previous settings (section 53, along Athllon Drive).
- **Incompatibility with existing built form:** Several recent developments along Shea Street—such as National Storage, Capital Centre offices, and Rolfe BMW—feature inactive frontages and parking-dominated streetscapes. These are not conducive to a vibrant mixed-use precinct and may create a visually and functionally hostile environment for future residential uses. Softening these frontages and ensuring future development includes passive surveillance, especially at night, would be necessary.

- **Reorientation of built form:** Only one building in this option addresses Athllon Drive. If the focus of the Phillip STA is to shift to the east, there may need to be Territory Plan requirements that future redevelopment provides access and surveillance to this area.
- **Existing ACT Government land uses:** This option includes two government assets – the Forensic Medical Centre (opened in 2011) and the Phillip Recycling Centre. The morgue may benefit from close proximity to Canberra Hospital and is well within its operating life, given that the previous Kingston Morgue operated for 40 years. The recycling centre provides convenient access for residents and businesses to dispose of materials without needing to travel to Tuggeranong or Mugga Lane.
- **Land use conflicts:** Existing uses in the precinct—such as emergency services and carpark-dominated developments (e.g. Phillip Marketplace) may conflict with residential amenity and require careful consideration.
- **Need for block amalgamation:** To maximise development potential, block amalgamation would be required. This would enable improved circulation, solar access, basement access, and more flexible building footprints, but may be challenging due to fragmented ownership.
- **Displacement of existing businesses:** Introducing mixed-use development could displace current businesses, many of which may struggle to relocate within the Woden district due to limited availability of suitable alternative sites.
- **Loss of industrial capacity:** Similar to Braddon’s CZ3 zone, where planning changes led to a 74% reduction in industrial floorspace and a 62% decline in industrial premises, redevelopment in Phillip STA could result in a permanent loss of services if displaced uses are not relocated elsewhere.
- **Redevelopment constraints due to unit titling:** The inclusion of a large unit-titled site (Phillip Marketplace at the corner of Hindmarsh Drive and Athllon Drive) may present challenges for redevelopment due to multiple ownerships.
- **Displacing parking demand:** As public car parking is highly utilised, there are currently no viable alternatives to accommodate displaced demand. Some businesses rely on public parking for operational needs (e.g. temporary vehicle storage), and changes could negatively affect their viability.
- **Traffic network limitations:** The precinct has limited vehicular access points, which may lead to congestion and bottlenecks if development intensifies. Traffic modelling should be undertaken to assess the capacity of the local road network and inform future development scenarios.
- **Additional Territory Plan amendments required:** For development to be feasible, further planning changes would be needed—such as adjustments to site coverage and permissibility of basements. Building heights may need to be further revised to make development feasible. These changes must balance development potential with amenity considerations.
- **Need for non-planning enhancements:** To realise the full benefit of planning changes and to entice any new mixed-use development, non-planning interventions would create greater amenity (see Option 1 considerations). This would include improved pedestrian accessibility, improved road and active travel networks, lighting and investment in courtyard parks.

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Figure 11 Phillip STA - Option 5 - Athllon Drive focus

Option 6 – Melrose Drive focus

This option would require a Major Plan Amendments to permit residential and commercial accommodation uses on the western side of the precinct. This would create a greater focus on the Melrose Drive side of the STA, fronting low-mid rise apartment buildings in Chifley. An indicative area is shown in Figure 11, bounded by Melrose Drive, Hindmarsh Drive, Townshend Street and Bellona Court. All existing Territory Plan provisions would remain for the rest of the area.

Benefits and opportunities

- **Existing redevelopment potential:** Although residential and commercial accommodation uses were removed from the Territory Plan 2023, building height allowances remain unchanged. This provides scope for redevelopment at higher floorspace ratios under current planning controls. Parts of this option are included in areas of taller building permissibility.
- **Public realm enhancement:** Courtyard parks within the precinct could be upgraded to improve amenity for both residents and businesses that front these green spaces, supporting a more attractive and functional urban environment.

Risks

- **Strategic misalignment:** Reverting to previous land use settings may conflict with the Woden District Strategy's intent to protect Phillip STA from encroachment by higher-order uses, preserving its role in supporting light industrial activities.
- **Misalignment with previous Territory Plan:** This option includes land which was excluded from sensitive use potential under previous settings (sections 25, 28, 29 and 32 along Melrose Drive).
- **Automotive-focused land use impacts:** Premises along Melrose Drive are predominantly automotive-oriented, including car dealerships and petrol stations, and are dominated by hardstand areas. These uses may not integrate well with residential development due to operational and visual incompatibilities, and the creation of urban heat islands.
- **High demand for large CZ3 sites:** Melrose Drive features large block sizes that are well-suited to CZ3 zoning. Analysis indicates strong demand for large building footprints in CZ3 areas for employment uses such as car sales, depots, and storage—uses that are not easily accommodated in other commercial zones.
- **Displacement of existing large-footprint uses:** Allowing mixed-use development in this part of the STA could displace existing businesses with large land requirements. Relocation within the Woden district may be difficult due to a lack of suitable alternative sites.
- **Loss of industrial services:** As seen in Braddon's CZ3 zone, planning changes led to a 74% reduction in industrial floorspace and a 62% decline in industrial premises. These services were not relocated elsewhere in the Inner North & City district, resulting in a net loss of accessible services for residents and workers. A similar outcome in Phillip STA could have long-term impacts on service availability.
- **Connectivity and access limitations:** The western side of Phillip STA has low pedestrian connectivity and limited public transport access. Significant improvements to active travel routes would be required to better link the area with Athllon Drive, which hosts existing bus stops and future light rail connections.

- **Poor pedestrian and cycling environment:** The pedestrian experience along Melrose Drive is poor. The southbound on-road bike lane conflicts with on-street paid parking, creating safety and accessibility concerns for cyclists.
- **Limited urban integration with adjacent residential areas:** Apartment buildings in Chifley are set back from Melrose Drive and do not address east, reducing opportunities for visual and functional integration with future development in Phillip STA.
- **Displacing parking demand:** As public car parking is highly utilised, there are currently no viable alternatives to accommodate displaced demand. Some businesses rely on public parking for operational needs (e.g. temporary vehicle storage), and changes could negatively affect their viability.
- **Traffic network limitations:** The precinct has limited vehicular access points, which may lead to congestion and bottlenecks if development intensifies. Traffic modelling should be undertaken to assess the capacity of the local road network and inform future development scenarios.

Additional Territory Plan amendments required: For development to be feasible, further planning changes would be needed—such as adjustments to site coverage and permissibility of basements. Building heights may need to be further revised to make development feasible. These changes must balance development potential with amenity considerations.

- **Need for non-planning enhancements:** To realise the full benefit of planning changes and to entice any new mixed-use development, non-planning interventions would create greater amenity (see Option 1 considerations). This would include improved pedestrian accessibility, improved road and active travel networks, lighting and investment in courtyard parks.



Figure 12 Phillip STA - Option 6 - Melrose Drive focus

Overall considerations for Phillip STA

With any option which allows for higher order uses and/or sensitive uses, particularly the inclusion of residential uses, the following points should also be considered:

- There is no clear evidence to change the Territory Plan immediately. The options presented above could be considered at a later date, when residential development may become appropriate. While the options above are possible, this does not mean that that should be considered now.
- If there is to be a reduction in the ability for service trades to operate in this precinct, commensurate allowances should be made elsewhere. For example, if sensitive uses such as residential are to be introduced here, then:
 - It should be prohibited in other CZ3 precincts, such as Tuggeranong STA, and/or;
 - Sensitive and non-industrial uses should be removed from the permissible land uses for IZ1 and/or IZ2 zones so that future development does not continue to compromise the operations of true industrial uses. For example, this could include removing retail (unless a retail impact assessment is supportive), place of worship, religious associated use and some community uses.
 - These measures would retain some level of certainty that service trades could be accommodated without land use conflicts within an appropriate setting.
- Non-planning supports could be explored to assist existing businesses to find suitable alternate premises e.g. local centres for lower-rent retail, or investigate vacant premises in mixed-use developments for some retail and office uses.
- Any higher densities would need to be modelled for its impacts on traffic and transport networks. Intersection performance would be an important parameter as there are only five entry/exit points from the Phillip STA precinct, all of which are to major roads which will experience higher traffic as densification occurs in the Woden district.
- Investigate what changes to planning controls would mean for land values, and therefore commercial rents, and what this may mean for business viability and the provision of services to the community, including social infrastructure such as recreation facilities.
- Any planning changes to enable additional development in Phillip STA shouldn't detract from other parts of Woden town centre, and should be well timed with other urban renewal opportunities so as not to have several major development projects occurring simultaneously, impacting local traders, movement and construction availability.
- Any planning changes to enable additional development in Phillip STA should be staged with the completion of development to the north of Hindmarsh Drive. This would allow the retail and office core of the town centre to mature and densify, without similar types of development competing for commercial tenants in the STA. Having development spread too thinly at the same time risks high levels of commercial vacancies, which will have negative effects on the attractiveness of both areas.
- Braddon's evolution has been supported in part by the City Centre Marketing and Improvements Levy (CCMIL), which is applied to all rateable ACT commercial properties in selected areas of Braddon. The CCMIL is used to fund events, promote activities, provide capital improvements and provide cleaning and security services to its area. The introduction of a similar levy to ratepayers in Phillip STA would likely impact rents and have the unintended consequence of pushing out existing uses.

Belconnen Service Trades Area Profile

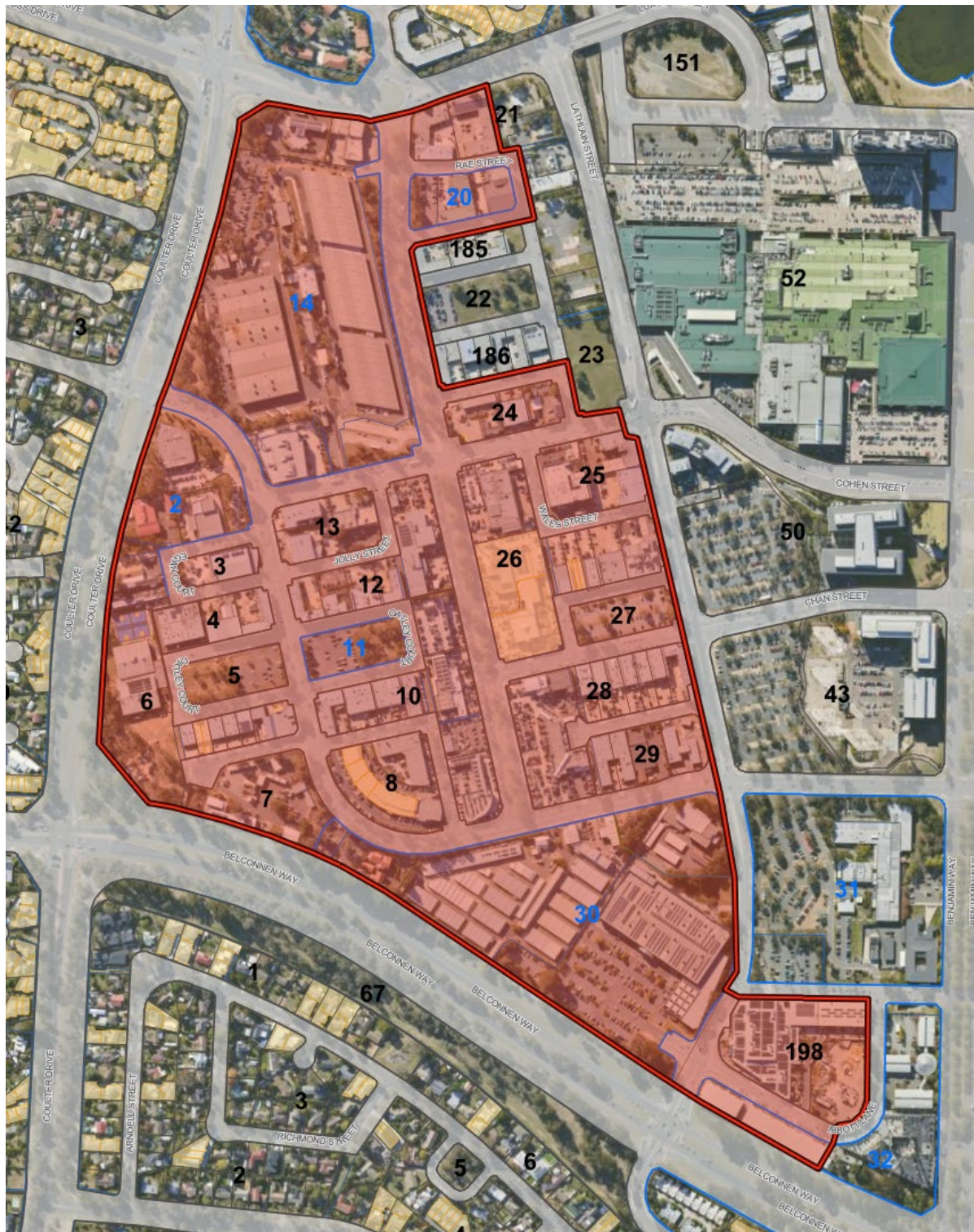
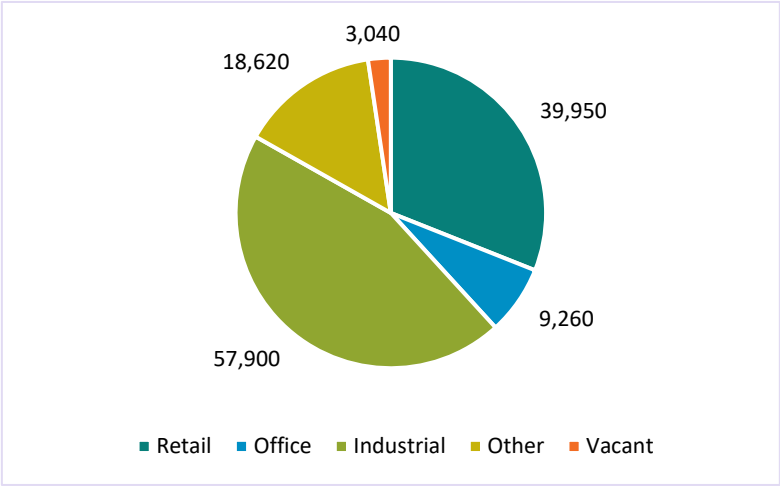
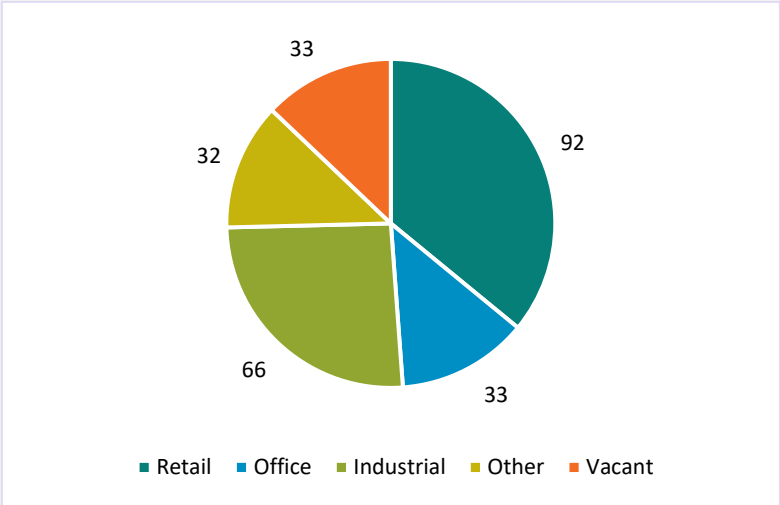


Figure 13 Belconnen Service Trades Area aerial image

Belconnen STA Snapshot

Suburb	Belconnen												
District	Belconnen												
Establishment	1960s (master plan) 1974 (development)												
Total size of CZ3 blocks	42.38 ha												
Total floorspace	128,770 sqm												
Floorspace (sqm) by category, 2024	<table><thead><tr><th>Category</th><th>Floorspace (sqm)</th></tr></thead><tbody><tr><td>Retail</td><td>39,950</td></tr><tr><td>Industrial</td><td>57,900</td></tr><tr><td>Other</td><td>18,620</td></tr><tr><td>Office</td><td>9,260</td></tr><tr><td>Vacant</td><td>3,040</td></tr></tbody></table>	Category	Floorspace (sqm)	Retail	39,950	Industrial	57,900	Other	18,620	Office	9,260	Vacant	3,040
Category	Floorspace (sqm)												
Retail	39,950												
Industrial	57,900												
Other	18,620												
Office	9,260												
Vacant	3,040												
Number of premises by category, 2024	<table><thead><tr><th>Category</th><th>Number of premises</th></tr></thead><tbody><tr><td>Retail</td><td>92</td></tr><tr><td>Industrial</td><td>66</td></tr><tr><td>Other</td><td>32</td></tr><tr><td>Office</td><td>33</td></tr><tr><td>Vacant</td><td>33</td></tr></tbody></table>	Category	Number of premises	Retail	92	Industrial	66	Other	32	Office	33	Vacant	33
Category	Number of premises												
Retail	92												
Industrial	66												
Other	32												
Office	33												
Vacant	33												
Distance to other CZ3 in district	1.1km to Jamison group centre												

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1.2km to Hawker group centre

4.1km to Kippax group centre

4km to Charnwood group centre

Distance to closest industrial area 7.1km to Mitchell

Number of businesses (2024) 211

Territory Plan – residential uses status Prohibited

Territory Plan – maximum building heights Up to 6 storeys in some locations, generally 2 storeys

Number of dwellings (2021) 0

Number of residents (2021) 0

Territory Plan zoning

Blue = CZ3

Dark blue = CZ1

Cornflower blue = CZ2

Green = PRZ1

Pink/orange = RZ zones

Yellow = CFZ



The Belconnen STA is the major light industrial precinct in the Belconnen district. Beyond the town centre, there is little CZ3 land, and no industrial land in the district.

Construction of the Belconnen service trades area began in 1974, after initial planning for the town centre commenced in the late 1960s. Development within this area was tightly regulated with consistent building design and materials. This consistency provided unity but limited variety and features such as effective awnings. Many of these original buildings are still present today.

Employment floorspace provision and utilisation

Time series analysis of FSI between 2009 and 2024 show the change of sectors over this time, with the changes in floorspace provision by category in Table 14 and the changes in the number of premises by category in Table 15. Despite the proportion of retail floorspace being 31% of all Belconnen STA space in both 2009 and 2024, it has decreased by 5,936 sqm as the number of retail premises has reduced from 112 to 92. Both office and industrial floorspace has recorded modest increases in total floorspace (1,108 sqm and 767 sqm respectively) and have retained around the same number of premises (a growth of two offices and a loss of three industrial sites). Vacant floorspace decreased by 60% over the period despite the number of vacant premises increasing, indicates that smaller premises are more likely to be untenanted.

There are two notes to consider when interpreting this data:

- Over the course of these surveys some land along Lathlain Street had been rezoned from CZ3 to CZ2 as an outcome of the 2016 Master Plan, which would impact on decreases in floorspace from 2016; and
- Previous categorisation of land uses has been aligned as much as possible against 2024 categories, but some inconsistencies remain.

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Table 14 Floorspace (sqm) change by primary category in Belconnen STA, 2009-2024

Belconnen STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%
Retail	45,886	31%	44,604	28%	54,124	34%	51,485	34%	39,950	31%	- 5,936	-13%
Office	8,152	5%	8,656	6%	10,660	7%	8,958	6%	9,260	7%	1,108	14%
Industrial	57,133	38%	57,734	37%	55,944	35%	56,368	37%	57,900	45%	767	1%
Other	29,875	20%	38,843	25%	30,432	19%	25,940	17%	18,620	14%	- 11,255	-38%
Vacant	7,516	5%	6,742	4%	9,203	6%	10,928	7%	3,040	2%	- 4,476	-60%
Total	148,562	100%	156,579	100%	160,363	100%	153,679	100%	128,770	100%	- 19,792	-13%

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Table 15 Number of premises by primary category in Belconnen STA, 2009-2024

Belconnen STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	#	%	#	%	#	%	#	%	#	%	#	%
Retail	112	41%	112	39%	113	38%	115	39%	92	36%	-20	-18%
Office	30	11%	32	11%	36	12%	42	14%	33	13%	3	10%
Industrial	67	24%	69	24%	62	21%	64	22%	65	25%	-2	-3%
Other	41	15%	48	17%	53	18%	48	16%	33	13%	-8	-20%
Vacant	26	9%	28	10%	31	11%	28	9%	33	13%	7	27%
Total	276	100%	289	100%	295	100%	297	100%	256	100%	-20	-7%

Belconnen Town Centre Master Plan 2016

Belconnen town centre supports a large number of businesses, offering a diverse range of services, throughout the centre. These businesses are often locally owned and provide significant employment and activity in the centre.

Many of these businesses are located in the service trades area, an area intended for lower rent uses and those with noise and odour issues. The area supports a successful group of car dealers along Josephson Street, providing a competitive destination for car buyers.

Maintaining suitable and convenient areas for these kinds of businesses is important. Development controls currently allow residential uses and permit buildings higher than two storeys. If residential development occurs, it could conflict with surrounding uses.

The service trades area is divided by Cohen Street, with the southern areas of Oatley Court and Weedon Close having greater activity and identity than the area to the north. The area to the north, dominated by the bus depot and emergency services, is less active due to limited access.

Comments from small business owners include a range of concerns that require consideration including:

- *a lack of suitable short-term parking adjacent to their business; many spaces are used by office workers and car dealers or repairers*
- *a lack of parking enforcement, with parking at the rear of businesses preventing deliveries*
- *a lack of overall amenity; the area has around 180 businesses but lacks toilets, bike racks and street trees and has poor paving*
- *a lack of identity or 'brand' association to the area*
- *a lack of controls to prevent large franchised business moving in and forcing out long-term, locally-owned businesses, and*
- *concern about regulation and limiting aspects such as signage and outdoor seating.*

The 2016 Belconnen Town Centre Master Plan confirmed that the bulk of the CZ3-zoned land should be retained for service trades and other employment uses, noting *"The centre has sufficient capacity to house additional residents without the need to increase the development potential of the majority of the service trades area"* (p.27)

Character statement for BSTA: **Service trades precinct**—this will improve and should be promoted as the key location for small business, service trades and live music venues. Residential development may conflict with established uses and should be avoided for the time being.

Changes brought about by the Master Plan and subsequent Territory Plan changes of some of the former CZ3 land fronting Lathlain Street was to encourage a 'main street' character here, between the dining edge of Westfield and the finer-grain block layout and courtyard park near Walder and Purdue streets. At the same time, the prohibition on residential development and height limit of two storeys was introduced for most of the remaining STA. The following justification was provided: *"Given the need to retain successful service trades uses and the capacity of the adjoining area to*

accommodate additional mixed use development” (p. 88), and *“limiting the potential for redevelopment should also enable the lower rents of the area to be maintained”* (p. 97), which aligns with the CZ3 policy outcome of providing more affordable commercial spaces.

A planning strategy in the Master Plan was to provide improved amenity for business activity in the service trades area precinct. The lack of public amenities and low-quality public realm were noted through community feedback and site visits, so a range of non-planning interventions were identified to improve access to and movement around the precinct. Again, the prohibition on residential uses was reaffirmed as a way to protect existing industries and avoid land use conflicts. Further Territory Plan inclusions to enabling floorplates for service trades and other diverse uses by providing a minimum 4 metre ground floor ceiling height and convenient rear access to new development.

The Master Plan notes the potential for the STA to regain its entertainment and nightlife character, following a cluster of previous venues on Weedon Close. The continuation of this approach is still relevant, however, potential could also be realised in other spaces, such as the Emu Bank foreshore. A current government commitment to consider future entertainment precinct designations in areas across the ACT could include Belconnen location/s.

Belconnen District Strategy 2023

The Belconnen District Strategy considered employment access for all sectors across the district in all locations. The employment focus of the district is the town centre and beyond to Bruce, with the STA forming an important component of a diverse economy. The inclusion of the STA in the town centre’s economic and employment focus area, one of four for the district, shows its continued importance for supporting jobs.

Initiative 2.1 pursues strengthening of Belconnen town centre’s economic and employment focus by *retaining zoning and employment capacity of the light industrial / service trades area*. Therefore, no updates to the Territory Plan may be necessary to change permissible uses, but other non-planning considerations, such as access and amenity, could be revisited to confirm any progress since the Master Plan.

Key findings

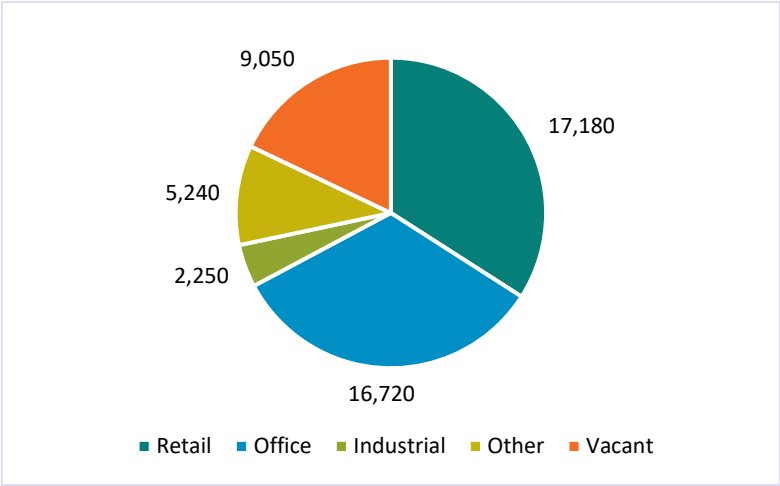
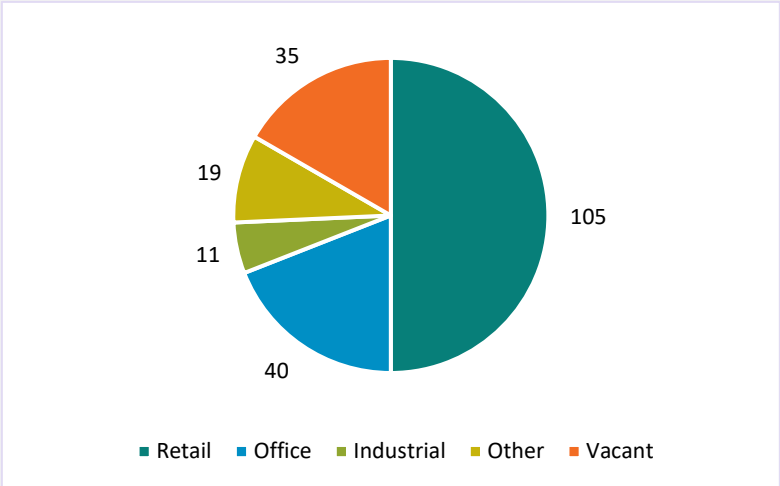
- Well-utilised and large CZ3 precinct servicing the ACT’s largest district by population
- Long distance to comparable service trades uses and lands has implications if lower-rent and urban services were displaced
- Generally low amenity and low quality public realm, as outlined in the previous Master Plan
- Clear direction provided by the Belconnen District Strategy, which is supported by the current prohibition of residential uses in the Belconnen STA.

Braddon Commercial Area Profile



Figure 14 Braddon Commercial Area aerial image

Braddon Commercial Area Snapshot

Suburb	Braddon												
District	Inner North & city												
Establishment	1920s as a minor industrial area												
Total size of CZ3 blocks	8.36 ha												
Total floorspace	50,440 sqm												
Floorspace (sqm) by category, 2024	<table><thead><tr><th>Category</th><th>Floorspace (sqm)</th></tr></thead><tbody><tr><td>Retail</td><td>17,180</td></tr><tr><td>Office</td><td>16,720</td></tr><tr><td>Industrial</td><td>2,250</td></tr><tr><td>Other</td><td>5,240</td></tr><tr><td>Vacant</td><td>9,050</td></tr></tbody></table>	Category	Floorspace (sqm)	Retail	17,180	Office	16,720	Industrial	2,250	Other	5,240	Vacant	9,050
Category	Floorspace (sqm)												
Retail	17,180												
Office	16,720												
Industrial	2,250												
Other	5,240												
Vacant	9,050												
Number of premises by category, 2024	<table><thead><tr><th>Category</th><th>Number of premises</th></tr></thead><tbody><tr><td>Retail</td><td>105</td></tr><tr><td>Office</td><td>40</td></tr><tr><td>Industrial</td><td>11</td></tr><tr><td>Other</td><td>19</td></tr><tr><td>Vacant</td><td>35</td></tr></tbody></table>	Category	Number of premises	Retail	105	Office	40	Industrial	11	Other	19	Vacant	35
Category	Number of premises												
Retail	105												
Office	40												
Industrial	11												
Other	19												
Vacant	35												
Distance to other CZ3 in district	2.2km to Dickson Group centre												

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Distance to closest industrial area Approx. 5.5km to both Mitchell and Fyshwick

Number of workers (2021) Estimated 2,800 (adapted from ABS Census reporting)

Number of businesses (2024) 171

Territory Plan – residential uses status Permissible

Territory Plan – maximum building heights Building heights do not exceed RL617m

Number of dwellings (2021) 730

Number of residents (2021) 968

Territory Plan zoning

Blue = CZ3

Dark blue = CZ1

Cornflower blue = CZ2

Pale blue = CZ5

Lime green = PRZ1

Green = PRZ2

Red/orange = RZ zones

Yellow = CFZ



The Braddon commercial area covers approx. 8.36 ha and includes just over 50,000 sqm of employment floorspace. Whilst it had been established as a minor industrial area supporting the City, it has changed to now function as an active mixed-use precinct, connected with but distinct from the City Centre. However, it maintains an important area for employment opportunities, with Lonsdale Street noted as an economic and employment focus area in the IN&C District Strategy. Whereas much of its previous focus was light industrial and service trades, today there is a greater proportion of smaller retail, personal services and hospitality venues, and a strong night-time economy.

Employment floorspace provision and utilisation

Time series analysis of FSI between 2009 and 2024 show the change of sectors over this time, with the changes in floorspace provision by category in Table 16 and the changes in the number of premises by category in Table 17. These show that there has been an increase in all floorspace types over this period, other than industrial, which has experienced a steep decline (decreasing from 8,819 sqm or 20% of floorspace to 2,250 sqm or 4% of floorspace). Retail has consistently accounted for the largest allocation of floorspace (between 32-40%), followed by office (between 27-36%). Of the 105 retail premises, the two most prevalent subcategories were hospitality tenancies (48 premises, or 46%) and 19 (18%) were retail services. The retail mix of Braddon has moved towards boutique goods and services as the area has gentrified.

The largest increase of floorspace category has been in vacant premises, growing from 5,303 sqm or 12% of floorspace in 2009 to 9,050 sqm or 18% of floorspace in 2024. Of these vacant premises, 24 tenancies providing 3,830 sqm are shopfronts, whereas 11 premises totalling 5,250 sqm were vacant dedicated offices, skewed by one vacant office of 2,660 sqm. Fifteen (43%) vacant premises were above ground floor, with the remaining being at the lowest level.

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Table 16 Floorspace (sqm) change by primary category in Braddon CZ3, 2009-2024

Braddon CZ3	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%
Retail	13,761	32%	16,106	36%	17,594	38%	20,995	40%	17,180	34%	3,419	25%
Office	11,822	27%	8,723	20%	16,583	36%	12,683	24%	16,720	33%	4,898	41%
Industrial	8,819	20%	8,614	19%	3,913	9%	2,311	4%	2,250	4%	- 6,569	-74%
Other	3,908	9%	4,449	10%	6,084	13%	7,737	15%	5,240	10%	1,332	34%
Vacant	5,303	12%	6,742	15%	1,813	4%	9,245	17%	9,050	18%	3,747	71%
Total	43,613	100%	44,634	100%	45,987	100%	52,971	100%	50,440	100%	6,827	16%

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Table 17 Number of premises by primary category in Braddon CZ3, 2009-2024

Braddon CZ3	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	#	%	#	%	#	%	#	%	#	%	#	%
Retail	58	40%	60	40%	82	49%	103	49%	105	50%	47	81%
Office	26	18%	25	17%	34	20%	34	16%	40	19%	14	54%
Industrial	29	20%	30	20%	17	10%	12	6%	11	5%	-18	-62%
Other	19	13%	20	13%	20	12%	29	14%	19	9%	0	0%
Vacant	14	10%	14	9%	15	9%	33	16%	35	17%	21	150%
Total	146	100%	149	100%	168	100%	211	100%	210	100%	64	44%

Dwelling provision

Planning changes in the late 2000s enabled urban renewal of Braddon, with much redevelopment of former light industrial and low-value commercial spaces in the 15 years since. Whilst the employment floorspace and premises are detailed in the tables above, the number of dwellings and residents counted at three ABS Census intervals show the rate of population growth. This is provided in Table 18. Note that the figures below include all Braddon CZ3 areas, plus the CZ2 area between Mort Street and Northbourne Avenue.

Table 18 Residential dwellings and population in Braddon CZ3 areas, 2011-2021 (ABS Census)

Census year	Number of dwellings	Change	Number of residents	+ change
2011	0	n/a	0	n/a
2016	408	+408	596	+596
2021	730	+322 (+80%)	968	+372 (+62%)

Key findings

- Braddon is no longer a service trades precinct, as changes in the last 20 years have allowed it to evolve to become an active mixed-use precinct.
- Braddon is now one of the preeminent nightlife clusters in the ACT due to the prevalence of dining and bars. The mixed-use developments with a residential focus have undoubtedly changed the character of Braddon. This has allowed more vibrancy, particularly at night, and is reflected in the land uses detailed in the FSI.
- Despite the increase in dwellings, the amount of commercial floorspace has grown. This is likely due to previous developments only occupying one or two storeys, and likely to have had a smaller building footprint. However, the types of businesses locating in Braddon has greatly changed, with a current focus of retail, office and services and a 75% decrease in industrial floorspace since 2009.
- The number of vacant premises in Braddon has increased drastically between 2009-2024, which could indicate an oversupply of some new commercial spaces. These tenancies may be competing with the City Centre market, spreading the potential vibrancy across a greater area. In addition, commercial rents are likely to have greatly increased over this time, pricing out previous tenants attracted to a lower-rent precinct.
- Public realm improvements have reduced grittiness of the area and have improved pedestrian safety.

Gungahlin Service Trades Area Profile



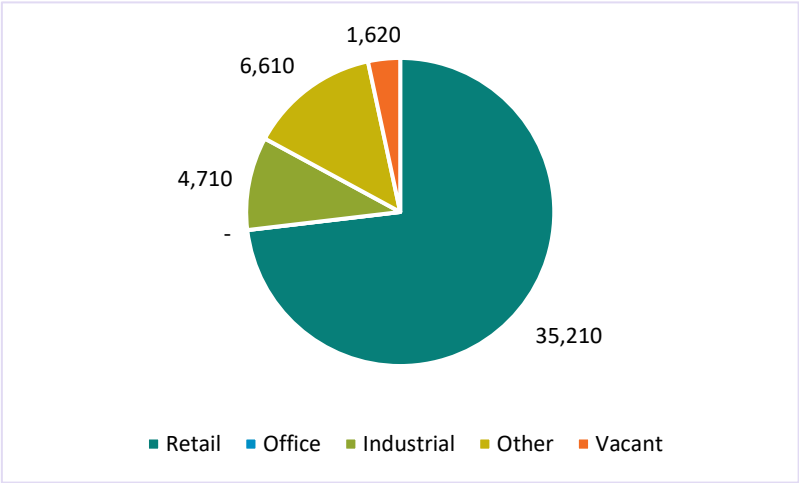
Figure 15 Gungahlin Service Trades Area aerial image

Gungahlin STA Snapshot

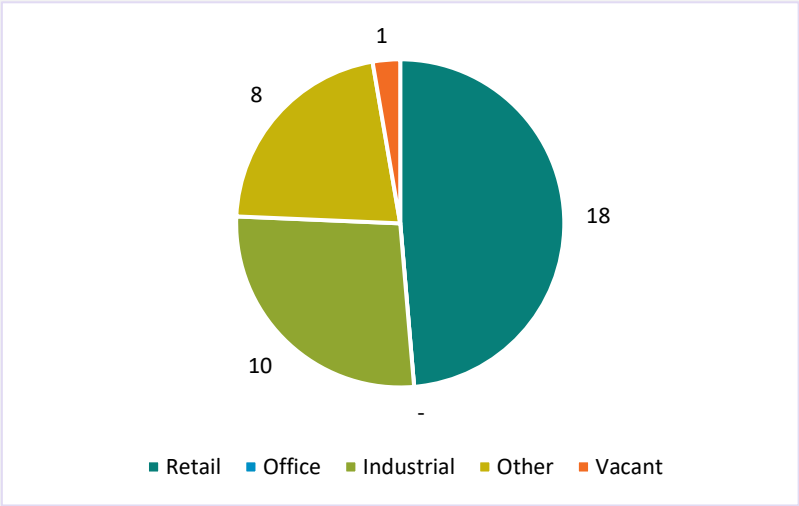
Suburb	Gungahlin
District	Gungahlin
Establishment	1990s (initial planning) 2000s (development)
Total size of CZ3 blocks	7.45 ha
Total floorspace	48,150 sqm

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Floorspace (sqm) by category, 2024



Number of premises by category, 2024



Distance to other CZ3 in district 2.1km to Amaroo group centre

Distance to closest industrial area 2.6km to Mitchell

Number of businesses (2024) 37

Territory Plan – residential uses status Permissible

Territory Plan – maximum building heights No additional settings – 2 storeys

Number of dwellings (2021) 0

Number of residents (2021) 0

Territory Plan zoning

Blue = CZ3

Dark blue = CZ1

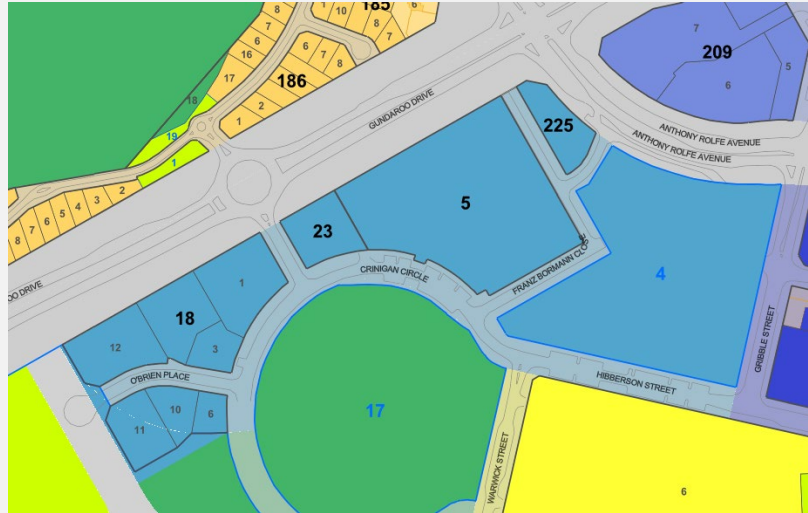
Cornflower blue = CZ2

Lime green = PRZ1

Green = PRZ2

Orange = RZ1

Yellow = CFZ



The Gungahlin STA was developed from the early 2000s and includes a mix of major chain stores (Bunnings, Fantastic Furniture, pet shops and leisure/general retailers) as well as small businesses providing mechanical, veterinary, medial and fitness services. The area surrounds Gungahlin Enclosed Oval, and as such, does not have a regular block and street layout.

As the Mitchell Industrial Area is located less than 3km away, this may attract a greater share of the Gungahlin District's minor industrial uses or lower-rent retail, offices and services. Across the Gungahlin District, there is only one other CZ3 block at Amaroo, containing a petrol station and automotive repairs, to support a district population of almost 95,000 as at June 2025.

The Gungahlin District Strategy notes that the town centre, including the service trades area, is an economic and employment focus area. This focus could be enhanced by continuing to support the STA as an area for employment, particularly for uses which need to be conveniently located, but separated from residential and other sensitive uses. As there are no further prohibitions on residential or commercial accommodation in the Gungahlin District Policy of the Territory Plan, this could be an opportunity to strengthen economic diversity in this area, complementing the wider town centre.

Employment floorspace provision and utilisation

The two tables below provide an overview of the development of the Gungahlin STA since 2011. Earlier data is not available as sites were either not developed or not captured by the floor space inventory of the time.

Table 19 Floorspace (sqm) change by primary category in Gungahlin STA, 2011-2024

Gungahlin STA	2011		2015		2018		2024		Total change 2011-2024	
Primary Category	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%
Retail	13,979	80%	14,279	72%	28,230	55%	35,210	73%	35,210	252%
Office	-	0%	-	0%	-	0%	-	0%	-	0%
Industrial	3,020	17%	3,489	18%	5,547	11%	4,710	10%	4,710	156%
Other	400	2%	2,063	10%	3,446	7%	6,610	14%	6,610	1653%
Vacant	-	0%	-	0%	13,867	27%	1,620	3%	1,620	n/a
Total	17,399	100%	19,831	100%	51,090	100%	48,150	100%	48,150	277%

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Table 20 Number of premises by primary category in Gungahlin STA, 2011-2024

Gungahlin STA	2011		2015		2018		2024		Total change 2011-2024	
Primary Category	#	%	#	%	#	%	#	%	#	%
Retail	4	27%	3	19%	15	48%	18	49%	18	450%
Office	0	0%	0	0%	0	0%	-	0%	-	0%
Industrial	10	67%	8	50%	9	29%	10	27%	10	100%
Other	1	7%	3	19%	5	16%	8	22%	8	800%
Vacant	0	0%	2	13%	2	6%	1	3%	1	n/a
Total	15	100%	16	100%	31	100%	37	100%	37	247%

Tuggeranong Service Trades Area Profile

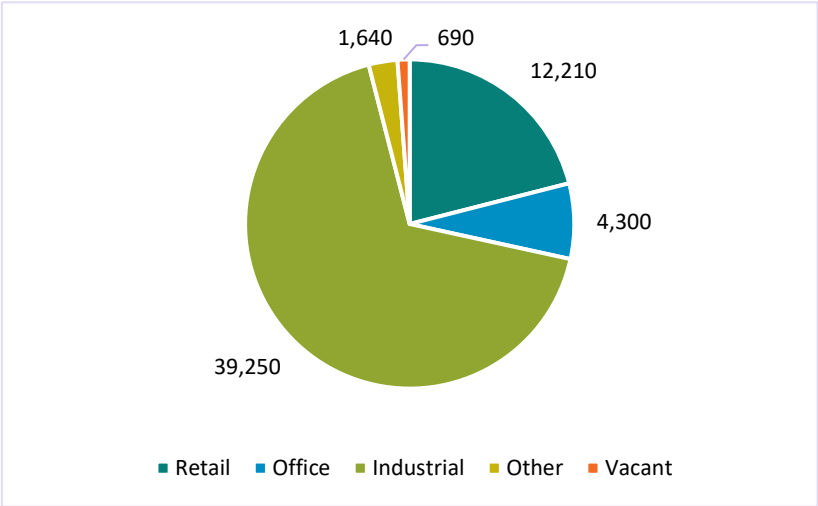


Figure 16 Tuggeranong Service Trades Area aerial image

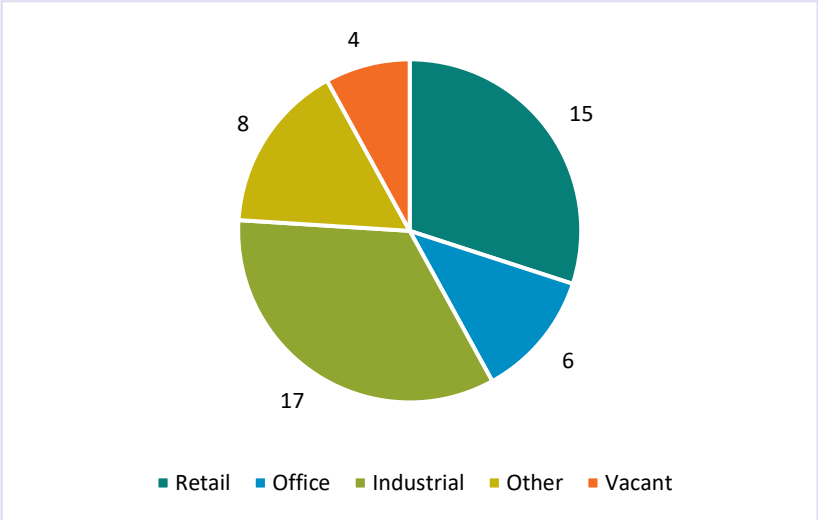
Tuggeranong STA Snapshot

Suburb	Greenway
District	Tuggeranong
Establishment	1970s (initial planning) 1980s (development)
Total size of CZ3 blocks	18.97 ha
Total floorspace	58,090 sqm

Floorspace (sqm) by category, 2024



Number of premises by category, 2024



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Distance to other CZ3 in district	3km to Erindale group centre
	3.7km to Wanniasa group centre
	4.2km to Calwell group centre
	4.7km to Lanyon group centre
	4.8km to Kambah group centre
	5.6km to Chisholm group centre

Distance to closest industrial area	7.3km to Hume
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Number of businesses (2024)	44
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Territory Plan – residential uses status	Permissible
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Territory Plan – maximum building heights	No additional settings – 2 storeys
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Number of dwellings (2021)	0
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Number of residents (2021)	0
-----------------------------------	---

Territory Plan zoning

Blue = CZ3

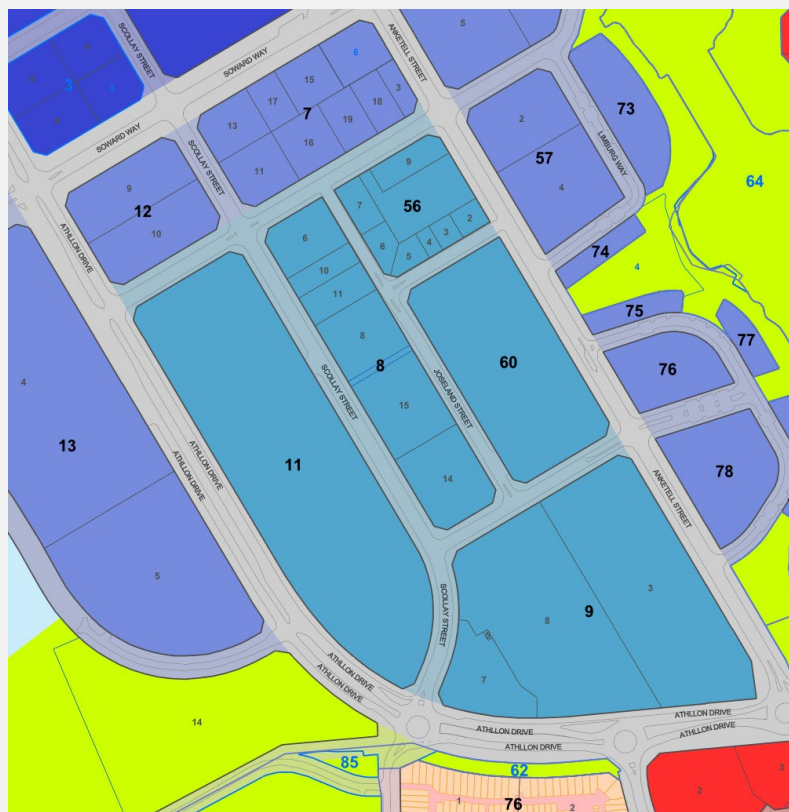
Dark blue = CZ1

Cornflower blue = CZ2

Green = PRZ1

Red/pink = RZ zones

Yellow = CFZ



The Tuggeranong STA was developed in a similar timeframe to the rest of the town centre, from initial planning in the 1970s to much of the current development occurring in the 1980s and 1990s. The buildings in the Tuggeranong STA are generally originals, with few if any redevelopments occurring due to the precinct's age. The suburban layout provides wide streets and extensive city blocks accommodating larger developments, including Actew, Transport Canberra bus depot and Bunnings.

The Tuggeranong Town Centre Master Plan (2012) noted that the STA provided a mix of low-economic value uses, but more efficient or higher-order uses may be desirable. Since the time of the Master Plan, planning perspectives have changed at a metropolitan level, and the protection of CZ3 lands for key lower-value uses is supported.

In retaining non-core retail and light industrial uses in the CZ3 area, it supports other planning and design strategies in the Master Plan, including consolidating the activated part of the town centre to maintain vibrancy and more efficient use of existing infrastructure, and to allow for a diverse range of land uses, building types and heights across the centre.

Employment floorspace provision and utilisation

The two tables below provide an overview of changes in the floorspace by category and number of premises by category between 2009 and 2024. Whilst the number of premises in the service trades area has remained at around 50 premises, the floorspace and categorisation has changed over this time. This could be due to different methodologies being employed for each floorspace inventory, such as what is counted as floorspace (for example, unenclosed work areas under a roof, such as at a workshop or depot) and how uses are categorised (as this has evolved over time). This difference is particularly evident between the 2018 and 2024 inventories where the survey scope was broadened to capture more employment floorspace.

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Table 21 Floorspace (sqm) change by primary category in Tuggeranong STA, 2009-2024

Tuggeranong STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%	Floor space	%
Retail	14,112	33%	1,273	6%	13,550	32%	16,851	38%	12,210	21%	- 1,902	-13%
Office	710	2%	1,140	5%	280	1%	1,520	3%	4,300	7%	3,590	506%
Industrial	17,562	41%	17,842	79%	22,008	52%	23,643	53%	39,250	68%	21,688	123%
Other	7,607	18%	2,427	11%	3,063	7%	1,708	4%	1,640	3%	- 5,967	-78%
Vacant	3,262	8%	0	0%	3,054	7%	860	2%	690	1%	- 2,572	-79%
Total	43,253	100%	22,682	100%	41,955	100%	44,582	100%	58,090	100%	14,837	34%

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Table 22 Number of premises by primary category in Tuggeranong STA, 2009-2024

Tuggeranong STA	2009		2011		2015		2018		2024		Total change 2009-2024	
Primary Category	#	%	#	%	#	%	#	%	#	%	#	%
Retail	15	29%	22	43%	14	27%	15	29%	15	30%	0	0%
Office	2	4%	1	2%	1	2%	3	6%	6	12%	4	200%
Industrial	15	29%	16	31%	18	35%	21	41%	17	34%	2	13%
Other	14	27%	12	24%	11	22%	9	18%	8	16%	-6	-43%
Vacant	5	10%	0	0%	7	14%	3	6%	4	8%	-1	-20%
Total	51	100%	51	100%	51	100%	51	100%	50	100%	-1	-2%

Recommended Next Steps

There are some future considerations and next steps which would apply to all CZ3 areas, and some specific to the five key precincts profiled above. Any changes to one precinct are likely to have flow-on effects to other CZ3 areas and other employment lands within the ACT due to the finite nature of land.

Overall CZ3 next steps

- Support a calibrated approach to CZ3 planning, as any planning changes should reflect the needs of the local community.
- Approach employment lands planning holistically, considering:
 - zones/areas within a centre, and how they provide complimentary outcomes;
 - centres within a district, and how they interrelate;
 - relationships and different roles for CZ3 areas compared with industrial areas;
 - targeted sectors for growth in the ACT, and their land requirements including location, infrastructure and site size; and
 - a recalibration of current and projected floorspace demand and supply between districts, based on September 2025 population projections.
- Consider then enabling role that service trades areas play for the wider economy (e.g. supporting logistics, machine servicing), which would provide greater business efficiency when located close to residents and other businesses.
- Implement district strategies initiatives related to employment lands in the timeframes indicated (ongoing, short, medium and long-term). This is part of a holistic approach to employment lands planning, where initiatives should be actioned through the intended stages.
- As masterplans for town centres are 10-15 years old, the relevance of directions for centres has limited value, as there have been large changes in employment trends, service provision, retailing, transport networks, consumer demands and housing in the decade or more since publication. Guidance on service trades areas should be taken from newer District Strategies, even though they are not as fine-grain as the master plans.
- Progress matters for further consideration from recent consultant reports, including Urbis' Employment Lands Study (2025). This will require assessment of the prioritisation of these matters and how it sits within the current work program and priorities.
- Consider implications for small CZ3 areas in group centres, and the impact of development in these areas on service trades and lower rent commercial opportunities. Centres to consider could include Mawson, Weston, Dickson, Kippax and Jamison.
- Support planning for CZ3 areas in Molonglo Valley, including the town centre. This may include modelling demand and supply scenarios for retail, office and industrial uses within the district, and a review of trends in recent greenfield areas.
- Maintain larger block sizes in CZ3 areas to support industrial uses and other which require larger sites (big box retailing, etc). Floorspace analysis shows that larger blocks are desirable and have higher occupancy rates than smaller tenancies.
- Consider a review of uses permitted in CZ3 (e.g. removal of sensitive uses in precincts with little or no current interest or use) and other Territory Plan controls (e.g. appropriateness of floorspace caps). As CZ3 has the widest range of uses permitted of any employment zone, there is potential to tighten these to direct prime retail and services into higher-amenity core commercial areas, providing a greater concentration of these uses.

- Consider the impacts on CZ3 precincts residential uses are to be introduced or enabled. This includes sterilisation of surrounding uses and requirements for sufficient supporting social infrastructure, such as schools, health facilities, playgrounds and recreation facilities, etc. These may have impacts on wider suburb- or district-level catchments to meet provision per resident.
- Consider the efficient utilisation of land within CZ3 areas, including management of externalities e.g. parking demand impacting on site utilisation; street network and access, public transport access, etc.

Phillip STA

Six options were provided for Phillip STA plus some overall considerations for the precinct. It is recommended that the next steps are to further investigate option 2, considering broader employment opportunities without the inclusion of sensitive uses.

Belconnen

Considerations include:

- The future of the current Cohen Street bus depot, which may require detailed planning for how any future uses fit within the context of the precinct, and in consideration of provision of light industrial areas within the Belconnen district more broadly
- Belconnen town centre work being progressed by D&I and SLA land release projects (Lathlain St, asset recycling, Circus site, Westfield renewal).
- Maintain the current prohibition of residential development to maintain provision of industrial lands.

Braddon

No changes are proposed for Braddon. The current settings are allowing higher order uses as a natural extension of City Centre, with greater focus on mixed-use and small businesses, including specialty retail, personal services and hospitality. Future government interventions are likely to be through CRA-led placemaking activities and public domain improvements.

Gungahlin

As the STA is currently fully developed and not at a stage in its lifecycle where redevelopment is likely to occur, this opportunity should be taken to prohibit sensitive uses, such as residential and commercial accommodation uses. There is likely sufficient developable land in the town centre and wider district to meet future housing demand without encroachment into the STA. As the STA is the smallest of all established town centres, it is important to preserve the small portion of land set aside for these uses.

Tuggeranong

Considerations include:

- As the STA is currently fully developed and not at a stage in its lifecycle where redevelopment is likely to occur at a large scale, this opportunity should be taken to prohibit sensitive uses, such as residential and commercial accommodation uses. There is likely sufficient developable land in the town centre and wider district to meet future housing demand without encroachment into the STA, particularly given that population projections expect lower levels of growth in coming decades.
- Retaining the STA for service trades allows for heavy industrial uses to continue unconstrained in Hume and possible future EBSA areas, while still servicing Tuggeranong residents with light industrial uses.
- Prohibiting sensitive uses in this area could also offset any potential pressures on CZ3 areas in group centres within the district (such as Erindale), or possibly Phillip.

Appendices

Appendix 1 – Land Use Table for all Commercial Zones

The table below and continued overleaf provides the land uses which are generally permissible or prohibited for each of the six commercial zones under the Territory Plan. Note that there are location-specific changes to the default settings, and some locations are also subject to other parameters (e.g. floorspace caps) for certain uses.

Table 23 Land use table for all commercial zones (CZ3 highlighted)

Land Use / Development Type	CZ1	CZ2	CZ3	CZ4	CZ5	CZ6
Ancillary use	Y	Y	Y	Y	Y	Y
Animal care facility	-	-	Y	Y	-	-
Aquatic recreation facility	-	-	-	-	-	Y
Boarding house	-	-	-	-	Y	-
Bulky goods retailing	Y	Y	Y	Y	Y	-
Business agency	Y	Y	Y	Y	Y	-
Café	Y	Y	Y	Y	Y	Y
Car park	Y	Y	Y	Y	Y	Y
Caravan park/camping ground	-	-	-	-	-	Y
Caretakers' residence	-	-	-	-	-	Y
Civic administration	Y	Y	Y	-	-	-
Club	Y	Y	Y	Y	-	Y
Co-housing	Y	Y	Y	Y	Y	-
Commercial accommodation use	Y	Y	Y	-	-	Y
Communications facility	Y	Y	Y	Y	Y	-

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Community activity centre	Y	Y	Y	Y	Y	Y
Community housing	Y	Y	Y	Y	Y	-
Community theatre	Y	Y	Y	Y	Y	Y
Complementary use	Y	Y	Y	Y	Y	Y
Cultural facility	Y	Y	Y	Y	Y	Y
Consolidation	Y	Y	Y	Y	Y	Y
Craft workshop	Y	Y	Y	Y	-	Y
Data centre	-	-	Y	-	-	-
Demolition	Y	Y	Y	Y	Y	Y
Drink establishment	Y	Y	Y	Y	Y	Y
Drive-in cinema	-	-	-	-	-	Y
Early childhood education and care	Y	Y	Y	Y	Y	Y
Educational establishment	Y	Y	Y	Y	Y	Y
Emergency services facility	Y	Y	Y	-	Y	-
Financial establishment	Y	Y	Y	Y	Y	-
Freight transport facility	-	-	Y	-	-	-
Funeral parlour	-	-	Y	-	-	-
Group or organised camp	-	-	-	-	-	Y
Guest house	Y	Y	Y	Y	Y	Y
Health facility	Y	Y	Y	Y	Y	Y
Home business	Y	Y	Y	Y	Y	-

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Hotel / motel	Y	Y	Y	-	Y	Y
Hospital	Y	Y	Y	Y	Y	Y
Indoor entertainment facility	Y	Y	Y	Y	Y	Y
Indoor recreation facility	Y	Y	Y	Y	Y	Y
Industrial trades	-	-	Y	Y	-	-
Light industry	Y	-	Y	Y	-	-
Light rail	Y	Y	Y	-	Y	Y
Minor road	Y	Y	Y	Y	Y	Y
Minor use	Y	Y	Y	Y	Y	Y
Municipal depot	-	-	Y	Y	-	-
Multi-unit housing	Y	Y	Y	Y	Y	-
Office	Y	Y	Y	Y	Y	-
Outdoor recreation facility	Y	Y	Y	-	Y	Y
Overnight camping area	-	-	-	-	-	Y
Parkland	Y	Y	Y	Y	Y	Y
Pedestrian plaza	Y	Y	Y	Y	Y	Y
Personal service	Y	Y	Y	Y	Y	Y
Place of assembly	Y	Y	Y	-	Y	Y
Place of worship	Y	Y	Y	Y	Y	Y
Produce market	-	-	Y	Y	-	-
Public agency	Y	Y	Y	Y	Y	-

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Recyclable materials collection	Y	Y	Y	Y	-	-
Religious associated use	Y	Y	Y	Y	Y	Y
Residential care accommodation	Y	Y	Y	Y	Y	-
Restaurant	Y	Y	Y	Y	Y	Y
Retail plant nursery	Y	Y	Y	Y	Y	Y
Retirement village	Y	Y	Y	Y	Y	-
Secondary residence	Y	Y	Y	Y	Y	-
Service station	Y		Y	Y	-	-
Shop	Y	Y	Y	Y	Y	Y
Sign	Y	Y	Y	Y	Y	Y
Single dwelling housing	Y	Y	Y	Y	Y	-
Storage facility	-	-	Y	-	-	-
Subdivision	Y	Y	Y	Y	Y	Y
Supermarket	Y	Y	Y	Y	Y	Y
Supportive housing	Y	Y	Y	Y	Y	-
Take-away food shop	Y	Y	Y	Y	Y	Y
Temporary use	Y	Y	Y	Y	Y	Y
Tourist facility	Y	Y	Y	-	-	Y
Tourist resort	Y	Y	Y	-	-	Y
Transport facility	Y	Y	Y	Y	Y	Y
Varying a lease	Y	Y	Y	Y	Y	Y

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Vehicle sales	-	-	Y	-	-	-
Veterinary clinic	Y	Y	Y	Y	Y	Y
Veterinary hospital	-	-	Y	Y	-	-
Warehouse	-	-	Y	-	-	-
Zoological facility	-	-	-	-	-	Y

A total of 83 land uses are permissible in any commercial zone. The following table shows the number of land uses permissible in each commercial zone:

Table 24 Number of land uses permissible in each commercial zone

Zone	Number of permissible land uses	Percentage of all land uses permissible in any commercial zone
CZ1	64	77%
CZ2	62	75%
CZ3	75	90%
CZ4	60	72%
CZ5	56	67%
CZ6	51	61%