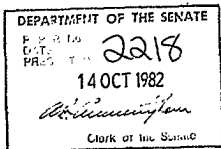


THE PARLIAMENT OF THE COMMONWEALTH OF
AUSTRALIA



JOINT COMMITTEE ON THE
AUSTRALIAN CAPITAL TERRITORY



REPORT ON
PROPOSALS FOR VARIATIONS OF
THE PLAN OF LAY-OUT OF
THE CITY OF CANBERRA
AND ITS ENVIRONS

(SEVENTY-EIGHTH SERIES)



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OF AUSTRALIA

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LAYOUT OF THE CITY OF CANBERRA
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SEVENTY-EIGHTH SERIES

OCTOBER 1982

THE PARLIAMENT OF THE COMMONWEALTH OF
AUSTRALIA



JOINT COMMITTEE ON THE
AUSTRALIAN CAPITAL TERRITORY

DEPARTMENT OF THE SENATE	
FILE NO.	2218
DATE	14 OCT 1982
PROG.	
<i>W. Cunningham</i>	
Clerk of the Senate	

REPORT ON
PROPOSALS FOR VARIATIONS OF
THE PLAN OF LAY-OUT OF
THE CITY OF CANBERRA
AND ITS ENVIRONS

(SEVENTY-EIGHTH SERIES)

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JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

The Joint Committee on the Australian Capital Territory was first appointed by resolution of both Houses of Parliament in 1957 and has been re-appointed in succeeding Parliaments. Both Houses resolved to appoint a Joint Committee on the last sitting day in 1956 but time did not permit the appointment of members. The present Committee was appointed for the life of the 32nd Parliament by resolutions of the Senate and the House of Representatives in December 1980.

The duties of the Committee as specified in its Resolution of Appointment are to inquire into and report on:

- (a) all proposals for modification or variations of the plan of lay-out of the City of Canberra and its environs published in the Commonwealth of Australia Gazette on 19 November 1925, as previously modified or varied, which are referred to the committee by the Minister for the Capital Territory, and
- (b) such matters relating to the Australian Capital Territory as may be referred to it by:
 - (i) the Minister for the Capital Territory, or
 - (ii) resolution of either House of the Parliament.

MEMBERSHIP OF THE COMMITTEE

Chairman: Senator M.E. Reid

Deputy Chairman: Mr K.L. Fry, M.P.
Senator G. Georges
Senator D.J. Hamer, DSC
Senator M.A. Colston
Mr J.M. Bradfield, M.P.
Mr W.P. Coleman, M.P.
Hon. J.D.M. Dobie, M.P.
Mr N.J. Hicks, M.P.
Mrs. R.J. Kelly, M.P.

Secretary: Mr A. Kelly

RECOMMENDATIONS

The Committee is concerned that the modifications contained in the 78th Series have been presented as one Variation. For this reason the Committee has itemized the modifications that comprise this series (see paragraph 9).

The Committee approves the modifications outlined in paragraph 9, except for the following on which it defers approval:

- Item c. Commonwealth Avenue Ramp,
- d. Kings Avenue Ramp,
- e. Kings Avenue/State Circle Intersection,
- f. Canberra Avenue/State Circle Intersection.

Introduction

1. In the Commonwealth of Australia Gazette 27 August 1982, the Minister for the Capital Territory, the Hon. W.M. Hodgman, M.P., pursuant to the powers conferred on him by section 12A of the Seat of Government (Administration) Act 1910, notified his intention to vary the plan of lay-out of the City of Canberra and its environs. Members of the public were invited to lodge objections in writing with the Secretary of the Department of the Capital Territory within 21 days of the publication specifying the grounds of those objections.

2. As part of its policy to stimulate public interest in and discussion on the proposals, the Department of the Capital Territory (DCT) advertised the variations in The Canberra Times on 28 August, 4 and 8 September 1982. Displays showing the proposals were arranged by DCT at the Belconnen Mall, Monaro Mall, Dickson Library, Woden Plaza, Cooleman Court, the Erindale Centre, Wanniasa and the Parliament House Construction Authority Exhibition Centre.

3. On 25 August 1982, pursuant to paragraph 1(a) of the Resolution of Appointment of this Committee, the items contained in the Minister's proposals, and designated the 78th Series, were formally referred by the Minister for investigation and report. The Minister's letter referring these proposals for the Committee's consideration is at Appendix I.

4. The Committee, in keeping with the practice established in the 30th Parliament, held public hearings on the proposals on 27 September and 8 October 1982. Officers of the National Capital Development Commission (NCDC), DCT and the Parliament House Construction Authority (PHCA), together with three private citizens gave evidence at the hearings. A list of the witnesses who appeared before the Committee is at Appendix II. The transcript of evidence given at those hearings will be available for inspection at the Committee Office of the House of Representatives and at the National Library.

5. The Committee is conscious of the role of the ACT House of Assembly as representing the views of citizens of the ACT and invited a representative from the ACT Assembly to provide comments on the proposed variations at the public hearing. Mrs B. Cains MHA addressed the Committee on the variations.

6. The Committee was provided with the report of the ACT House of Assembly Standing Committee on Development and Planning on the 78th Series of Variations to the City Plan, prior to the public hearing on the variations. The report approved the Series. This report is at Appendix IV.

7. The NCDC and DCT supplied jointly prepared briefing notes which set out the background to the variations. These briefing notes form Appendix III. For the sake of brevity details contained in the briefing notes are not repeated, unless necessary, in the Committee's Report. The briefing notes provide details of the variation such as the purpose and cost. The Committee's Report should therefore be read in conjunction with the briefing notes and the transcript of evidence. The cost involved in the proposals is \$20.9 million.

78TH SERIES

8. The 78th Series is described by NCDC and DCT as one variation which provides for the:

addition to the Plan of several roads to provide access to the new and permanent Parliament House. The variation provides for vehicular access to Capital Hill from Kings, Commonwealth and Melbourne Avenues, a perimeter road around the new Parliament House, and minor modifications to the intersections of Langton Crescent and Commonwealth Avenue, and State Circle and Kings Avenue. Consistent with the design of the new Parliament House and its main entrance forecourt the variation also provides for linking Camp Hill and Capital Hill.

9. The Committee believes it is necessary to itemize the numerous alterations and proposals involved in the variation. They are as follows:

- a. Parliament Perimeter Road: The plans provide for a rectangular road around the new House at a cost of \$0.9 million.
- b. Land Bridge: The land bridge is proposed to extend over Capital Circle as a single, full width bridge (thus Capital Circle passes through a tunnel 160 metres long), and over State Circle in the form of two bridges onto Camp Hill. Substantial modification to Queen Victoria Terrace will be made where the land bridge approaches the rear of the existing House. Massive earthworks will be required on Camp Hill with 8 metres being removed from the top of the hill.

- c. Commonwealth Avenue Ramp: It is proposed to incorporate this extension into the median of Commonwealth Avenue bridging over State and Capital Circles. It is a two lane single carriageway, with a maximum grade of 8%.
- d. Kings Avenue Ramp: The ramp from Kings Avenue incorporates a bridge over Capital Circle. This proposal involves the deletion of the links from Kings Avenue to Capital Circle.
- e. Kings Avenue/State Circle Intersection: The plans propose to provide two lanes to turn left into State Circle instead of allowing traffic to proceed to Capital Circle.
- f. Canberra Avenue/State Circle Intersection: It is proposed to rebuild the intersection to allow two lanes to turn right into Capital Circle. This traffic will have its own lane entering Capital Circle extending to Adelaide Avenue.
- g. Melbourne Avenue/State Circle Intersection: The dual carriageway along Melbourne Avenue stops at the intersection with State Circle and continues as a single 2 lane road to the new House.
- h. Melbourne Avenue Ramp: The bridge on the ramp from Melbourne Avenue to the perimeter road will require the lowering of a portion of Capital Circle by 1.5 metres.

- i. Adelaide Avenue/State Circle Intersection: It is proposed to delete the existing loop road from State Circle to Adelaide Avenue. This connection is to be replaced by a right hand turn from State Circle joining the ramp in front of the Lodge.
- j. Langton Crescent/Queen Victoria Terrace/Commonwealth Avenue: Works are proposed to be carried out at this intersection to provide direct entry to Queen Victoria Terrace from Commonwealth Avenue.

10. The Committee is concerned that the modifications entailed in this Series have been presented as one Variation. It believes that these modifications should have been presented as separate and distinct items in the Series. In the Seventy-Seventh Series, for instance, two minor adjacent modifications to the Plan were made separate items (Items 1 and 2).

11. The Committee is of the opinion that the briefing notes prepared for the Series lacked sufficient detail given the substantial nature of the modifications. For example, point 7 of the briefing notes headed 'Environmental Considerations', simply states that, "considerable attention has been given to environmental matters in consultation with the Department of Home Affairs and Environment". There is no mention that to incorporate the proposed Commonwealth Avenue Ramp to the New Parliament House, it is proposed to remove 6 large mature trees from the median strip of the Avenue. Nor is there any mention that 275 trees are proposed to be removed at the site of the Melbourne Avenue Ramp. The Melbourne Avenue Ramp site is however to be extensively replanted. A number of mature trees will be removed from Camp Hill in the construction of the Land Bridge access. The site will be landscaped after construction work is completed. The briefing notes did not adequately describe for lay people, the height and gradients of the ramps, particularly the Commonwealth Avenue Ramp.

12. Most of the modifications proposed in the Series have not attracted criticism but the Committee has received conflicting evidence about the proposed Commonwealth and Kings Avenue Ramps. The Chief Engineer of the NCDC, Mr D. Pain stated at the public hearing on 8 October, that the proposed ramp from Commonwealth Avenue would be 190 metres in length, with a grade of 8%. Mr P. Harrison, a former First Assistant Commissioner at the NCDC, told the Committee that based upon published material (the Parliament House Competition Documents and NCDC's Parliamentary Zone Development Plan), he estimated the ramp would be 352 metres in length, rising to a height of 28 metres. NCDC subsequently advised that the total length of the Commonwealth Avenue extension was 341 metres with 128 metres of that being at the maximum grade of 8%. This is quite a steep grade for a major thoroughfare and particularly one which is intended as a major entry point for commuters and tourists going to the new House.

13. It was also estimated that the Kings Avenue Ramp would be approximately 217 metres in length, rising to a height of 19 metres as it joins the parliamentary perimeter road.

14. Mr Harrison described these ramps as 'ugly, expensive and unnecessary'. Mr M. Latham, an Associate Commissioner at the NCDC in his evidence stated that the Commonwealth Avenue Ramp in particular, "is not ideal". However he described it as a "workable connection capable of being made visually attractive".

15. The Committee is concerned about the visual impact of the proposed ramps and the effect they will have on traffic movements. The Committee notes the conflicting evidence of a respected town planner and of NCDC and is concerned that the ramps, particularly the Commonwealth Avenue Ramp, would seriously disrupt the visual character of these major Avenues. These avenues as presently constructed are important elements of the Burley Griffin Plan.

16. As a consequence of the Committee's reservations about the visual impact of the proposed Commonwealth and Kings Avenue Ramps, and in the light of NCDC's evidence to the Committee that work on the proposed ramps would not commence until the 1984-1985 financial year, the Committee does not at this time approve those parts of the variation that include these ramps. The Committee defers approval of items e and f in paragraph 9. It believes that the means of access to the new House from the north needs to be reviewed. The Committee is not persuaded that the Land Bridge is inadequate for this purpose.

17. The Committee finds persuasive the arguments of those objectors to the proposed Melbourne Avenue link. The Committee is concerned that the Melbourne Avenue link to the new House will result in an increase in through traffic along Melbourne Avenue to Woden and Tuggeranong via Stonehaven Crescent. The Committee is particularly concerned about the Stonehaven Crescent end of Melbourne Avenue where it is much narrower than for most of its length. NCDC has undertaken to provide the Committee shortly with a traffic scheme to reduce the already high traffic flows in the residential streets that constitute this unintentional alternative route to the South. Without the Commonwealth and Kings Avenue access ramps the potential will not be as great for through traffic along Melbourne Avenue using the parliamentary perimeter road as an alternative route to Civic and northern Canberra. The Committee approves the proposed Melbourne Avenue Ramp, and notes that NCDC and DCT have undertaken to produce a workable system to deter through traffic from using Melbourne Avenue.

18. The Committee approves the modifications a-b and g-j and defers consideration of modifications c-f.

October 1982

M. Reid
M. Reid
Chairman



COMMONWEALTH OF AUSTRALIA

MINISTER FOR THE CAPITAL TERRITORY
PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600

25 AUG 1982

My dear Senator,

On 27 August 1982, notice of my intention to vary the plan of layout of the City of Canberra and its environs, representing the 79th Series of Variations, will be published in the Gazette.

In accordance with the provisions of paragraph 1 (a) of the Committee's Instrument of Appointment, I formally refer the variation to the Committee for investigation and report.

The variation relates to the provision of roadways for the new and permanent Parliament House. As is usual, public participation will be encouraged through media releases, press advertisements and displays.

All comments or objections relating to the variation proposal which are received by the Department will be forwarded to the Committee for consideration during its examination of the proposals.

Yours sincerely,

MICHAEL HODGMAN

MICHAEL HODGMAN
Minister for the Capital Territory

Senator Margaret Reid,
Chairman
Joint Committee on the A.C.T.,
Parliament House,
CANBERRA A.C.T. 2600

ATTACHMENT II

LIST OF WITNESSES

National Capital Development Commission

Mr M.M. Latham, Associate Commissioner
Mr G.D.W. Pain, Chief Engineer
Mr P.A. Leonard, Assistant Secretary
Mr K.E. Downey, Project Engineer

Department of the Capital Territory

Mr K.R. Black, OIC, Statutory Processes

Parliament House Construction Authority

Mr J. Fowler, Assistant Secretary

A.C.T. House of Assembly

Mrs S. Cairns, Deputy Chairman - Standing Committee on
Development and Planning

Private Citizens

Mrs J. Gibson
Mr E. Willheim
Mr P. Harrison

SEAT OF GOVERNMENT

PROPOSALS TO VARY THE PLAN OF LAYOUT OF THE CITY OF CANBERRA
AND ITS ENVIRONS (78TH SERIES)

X
This briefing material is intended to supplement the information contained in the notice of intention to vary the plan of layout of the city of Canberra and its environs (the City Plan) which was published in Gazette S182 of 27 August 1982. It has been prepared for the public enquiry by the Joint Committee on the Australian Capital Territory into the 78th series of variations.

These variation proposals were referred to the Committee for investigation and report by the Minister for the Capital Territory in a letter dated 25 August 1982, pursuant to paragraph 1 (a) of the Committee's instrument of appointment.

The 78th series of variations comprise 1 item, part A of which is being sponsored by the National Capital Development Commission and part B by the Parliament House Construction Authority.

Copies of all public comments and objections which have been received as a result of the Department's publicity of the proposals are included in these briefing notes.

PUBLIC INFORMATION

As part of its policy to stimulate public interest in the proposals, the Department mounted displays showing the variations at the Belconnen Mall, Monaro Mall, Woden Shopping Square, Cooleman Court, Dickson Library, Erindale Centre, Wanniasa and the Parliament House Construction Authority Exhibition Centre. The Department also advertised the variations in the Canberra Times on three occasions.

STATEMENT FOR PRESS

THE MINISTER
FOR THE
CAPITAL TERRITORY

The proposed addition of several roads to provide access to the new and permanent Parliament House were announced today by the Minister for the Capital Territory, in the 78th series of Variations to the City Plan.

The variation provides for vehicular access to Capital Hill from Kings Avenue, Commonwealth Avenue and Melbourne Avenue; a perimeter road to the new Parliament House; and minor modification to the intersections of Langton Crescent and Commonwealth Avenue, and State Circle and Kings Avenue. Consistent with the design of the new Parliament House and its main entrance forecourt, the variation also provides for linking Camp Hill and Capital Hill.

Twenty-one days are allowed for public submissions or objections to any of the intended changes, which must be sent to the Department of the Capital Territory. All submissions received by the closing date of 16 September 1982 will be forwarded to the Joint Parliamentary Committee on the A.C.T. for consideration during their public hearings into the proposals.

The intended changes will be on display at Belconnen and Monaro Malls, Woden Shopping Square, Dickson Library, Cooleman Court, the Erindale Centre, Wanniassa and the Parliament House Construction Authority Exhibition Centre until the closing date for lodgement of submissions. Copies of the Commonwealth of Australia Gazette containing the Notice of intention to vary the plan are available at the Government Bookshop in Alinga Street.

27 August 1982



Canberra Times

28 August 1982
4,8 September 1982


AUSTRALIAN CAPITAL TERRITORY
DEPARTMENT OF THE
CAPITAL TERRITORY

THE SERIES OF
VARIATIONS TO THE CITY
PLAN

In the Gazette No. S 182 of Friday 27 August 1982, the Minister for the Capital Territory the Hon. Michael Hodgman, gave notice of his intention to vary the layout of the City of Canberra and its environs (City Plan). Members of the public who wish to lodge submissions or objections on the proposed variation are invited to do so. All submissions must be lodged, in writing, with the Secretary, Department of the Capital Territory, P.O. Box 154, Canberra City, 2601, no later than 5.00 pm on Thursday 18 September 1982. Submissions may also be lodged by hand at Room 266, South Building, Civic Office, London Circuit, Canberra City.

The proposed variation and any objections or comments received will be referred to the Parliamentary Joint Committee on the A.C.T., which will conduct public hearings into the proposals and will report to Parliament before the variation can take effect. Displays showing the intended changes will be available at the Belconnen and Manuka Malls, Woden Shopping Square, Coolman Court, Dickson Library, Enfield Centre, Wanniassa and the Parliament House Construction Authority Exhibition Centre.

Variation 1:
Capital Hill, Parking: Addition to the plan of several roads to provide access to the new and permanent Parliament House. The variation provides for vehicular access to Capital Hill from Kings Avenue, Commonwealth Avenue and Melbourne Avenue, a perimeter road around the new Parliament House, and minor modifications to the intersections of Langton Crescent and Commonwealth Avenue, and State Circle and Kings Avenue. Consistent with the design of the new Parliament House and its main entrance forecourt the variation also provides for linking Camp Hill and Capital Hill.

Telephone inquiries should be directed to Miss C. Boardman on 482750 or Mr K. Black on 482466.

Variation No. 1.

VARIATION 1

CAPITAL HILL, PARKES: Addition to the plan of several roads to provide access to the new and permanent Parliament House. The variation provides for vehicular access to Capital Hill from Kings, Commonwealth and Melbourne Avenues, a perimeter road around the new Parliament House, and minor modifications to the intersections of Langton Crescent and Commonwealth Avenue, and State Circle and Kings Avenue. Consistent with the design of the new Parliament House and its main entrance forecourt the variation also provides for linking Camp Hill and Capital Hill.



CAPITAL HILL, PARKES

1. PURPOSE

The purpose of this variation is to provide for

- a. road access to the New Parliament House from the Metropolitan road network and to accommodate some consequential changes to the existing road network within the Parliamentary Zone; and
- b. a perimeter road system for immediate access to and circulation around the New Parliament House.

2. LENGTH

- a. Approximately 1.5 km
- b. Approximately 2 km

3. ESTIMATED COST

- a. \$20,000,000
- b. \$900,000

4. EXISTING DEVELOPMENT

- a. The existing road network comprises Commonwealth and Kings Avenues and State and Capital Circles all of which carry high volumes of metropolitan traffic. Within the Parliamentary Zone, King Edward Terrace, King George Terrace and Queen Victoria Terrace carry cross traffic and some through traffic. These roads are supported by Langton Crescent, Walpole Crescent and Newlands Street.

The area of land between the New Parliament House and the Provisional Parliament House comprises bushland and temporary carparking areas.

- b. Capital Hill was an undeveloped site prior to the commencement of New Parliament House construction works.

5. PROPOSED DEVELOPMENT

a. Commonwealth Avenue Extension:

To provide direct access to the New Parliament House, especially from Civic, it is proposed that Commonwealth Avenue be extended by bridging over State Circle and Capital Circle.

Kings Avenue Extension:

To provide direct access to the New Parliament House, especially from the airport, it is proposed that Kings Avenue be extended onto Capital Hill by bridging over Capital Circle.

Melbourne Avenue Extension:

To provide direct access to the Executive Wing of the New Parliament House, it is proposed that Melbourne Avenue be extended by bridging over Capital Circle from State Circle.

Over Bridges on Capital and State Circles

The design of the New Parliament House and its main entrance forecourt is based on Griffin's concept of a road connection between Capital Hill and Camp Hill. The Proposed works comprise twin carriageways lined with trees and separated by a broad grassed median. These would be carried over Capital Circle as a single, full width bridge and over State Circle in the form of two separate bridges.

Intersection Improvements

To provide safe and efficient vehicular movement it is proposed that works be carried out at the intersections of Kings Avenue and State Circle and Commonwealth Avenue and Langton Crescent.

- b. Construction of the New Parliament House and associated works is currently taking place on Capital Hill.

6. PARTICULAR PLANNING CONSIDERATIONS

- a. The proposals included in the variation have been developed to provide for ceremonial, tourist and day-to-day access to the New Parliament House and to maintain traffic flows through the Parliamentary Zone. The new road system also needs to preserve access to the major employment areas in the Parliamentary Zone and Barton. Particular consideration has been given to achieving an enhanced setting for the New Parliament House.
- b. The proposed road layout within the boundaries of Capital Hill, in addition to ensuring satisfactory access to the New Parliament House, is also an integral part of the architectural concept of the building.

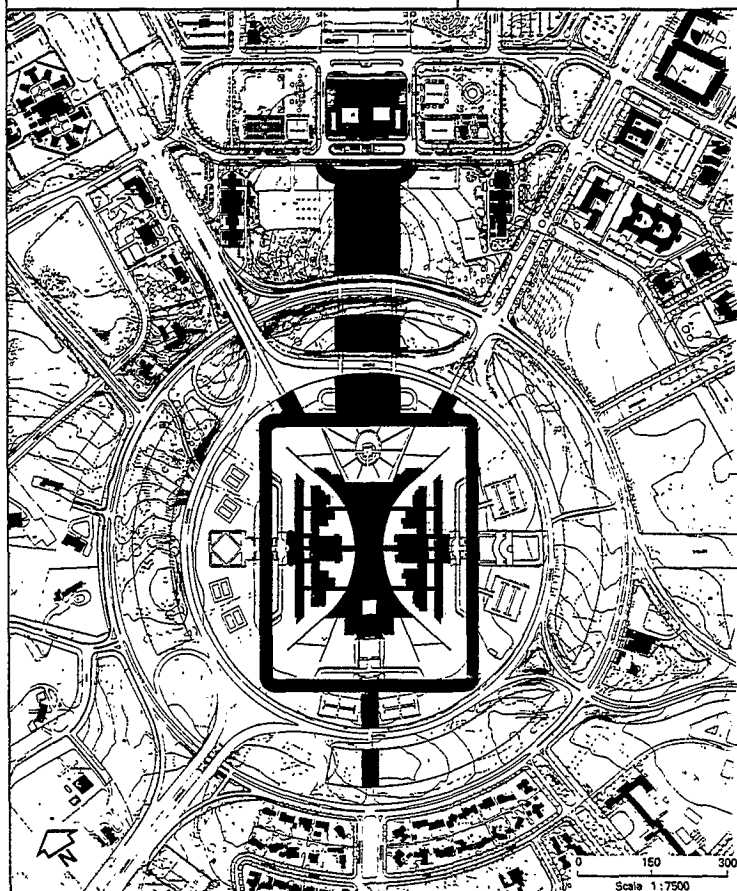
7. ENVIRONMENTAL CONSIDERATIONS

- a. Considerable attention has been given to environmental matters in consultation with the Department of Home Affairs and Environment. Particular care has been taken in connection with the State Circle cutting, Scrivener's hut and other historical features.
- b. No special environmental considerations are involved within the construction site.

8. PUBLIC PARTICIPATION

Consultations have been held with local residents and lessees, and the proposals have been displayed publicly as part of the exhibitions of the New Parliament House project.

VARIATION No. 1



CAPITAL HILL, PARKES: Road Additions

ROAD ADDITION
ROAD DELETION



25, Melbourne Av.
Forrest,
A.C.T. 2603
4th September, 1982

The Secretary,
Department of the Capital Territory,
P.O.Box 158,
Canberra City, 2601.

Dear Sir or Madam,

Notice of Intention to vary the Plan of Layout of the City of
Canberra and its Environs (City Plan), published in the
Gazette on 27th August 1982.

I wish to lodge an objection to this variation, on the ground that its provision for the extension of Melbourne Av. as the sole access to the new Parliament House from the South, unduly and unnecessarily affects the nearby residential areas in Forrest and Deakin.

These are old residential areas, established before the decision was made to site the new parliament house on Capitol Hill. And they are the only residential areas which directly adjoin this new location. To provide access to Parliament House by extending Melbourne Avenue is to invite traffic flow through them. On enquiry I was informed by the Public Relations Officer of the N.C.D.C. that traffic flow in Melbourne Avenue will be doubled, though it is essentially a residential street, with cross-ramps and blind corners, not designed for current rates of traffic.

In recent planning of suburban developments, the Department has taken great care to minimise through traffic in suburban streets. To me it seems unfair that it should not take similar care in older suburbs.

One portion of Forrest has been designated a National Heritage area, where no modifications of its historical style are to be made. It seems curious that while this move in favour of preservation has been made, the Department should encourage a traffic flow inconsistent with this style.

Since Adelaide Avenue has been deliberately redesigned as a non-residential through road, and much traffic will approach Parliament House along it, I submit that the variation of the Plan should provide for direct access from it, rather than through existing residential areas.

Yours faithfully,

J.M. Gibson

(J.M.Gibson)





ENDEAVOUR HOUSE, FRANKLIN STREET
P.O. Box 100, MANUKA A.C.T. 2603
TEL 062 954911
All Replies To Executive Officer

Our Ref: 82/5795

14 September 1982

Mr K. Black
Department of the Capital Territory
PO Box 158
CANBERRA CITY ACT 2601

Dear Mr Black,

Attached is a letter from Ms Ros Kelly enclosing a letter from J.M. Gibson.

Mr Gibson's letter makes some comments about the Melbourne Avenue connection to the new Parliament House and I believe that this should be considered as a formal comment on the proposed gazettal action.

Will you please advise if the Authority needs to take any further action on this matter.

Yours sincerely,

J. D. FOWLER
Assistant Secretary
External Relations



PARLIAMENT OF AUSTRALIA
HOUSE OF REPRESENTATIVES

2ND FLOOR, ADELAIDE HOUSE
PHILLIP, A.C.T. 2608
TEL. 82 2062, 82 2063

12

OFFICE OF ROS KELLY, M.P.
MEMBER FOR CANBERRA

7th September, 1982

The Chairman,
Parliament House Construction Authority,
Endeavour House,
MANUKA ACT 2603

Dear Sir,

Please find attached a copy of correspondence recently received from a constituent of mine, Mr. J. Gibson, of Forrest, who is concerned about the traffic flows surrounding the new Parliament House site.

I would be most grateful for your comments on this matter.

Kind regards,

ROS KELLY
MEMBER FOR CANBERRA



25, Melbourne Av., 13
Forrest,
A.C.T. 2603.

4th September, 1982

Ros Kelly, M.H.R.
Adelaide House,
Phillip,
A.C.T. 2606

Dear Ms. Kelly,

I am writing to you concerning the gazettal on 27th August of a plan for road variation around the new parliament house, which provides the extension of Melbourne Avenue into the parliamentary area as the sole access from the south.

As you know, the nearby areas of Forrest and Deakin are old residential areas of Canberra. They were there before the location of the new parliament house on Capitol Hill was even contemplated. And they are in fact the only residential areas which directly adjoin this new location. Yet the present plan will, I am informed (on enquiry from the N.C.D.C.), double the present traffic flow in Melbourne Avenue, which remains a residential street, with cross-roads and blind corners, not designed for current rates of traffic.

The Department of the Capital Territory has taken great care in protecting residential streets in new suburbs, as far as possible, from through traffic. I am wondering whether you can use your influence to persuade it to take similar care in this case.

In this case there is indeed a clear alternative, and that is to provide access direct from Adelaide Avenue, which has been specifically re-designed as a non-residential through road. It might also be pointed out that for those using Adelaide Avenue to approach the new Parliament House, this would be much more convenient than the devious route at present being offered to them. I find it very hard to believe that there are any technical difficulties which would make this impossible.

Yours sincerely,


(J.M. Gibson)

7 Empire Circuit,
FORREST. A.C.T. 2603

10 September 1982

The Secretary,
Department of the Capital Territory,
P.O. Box 158,
CANBERRA CITY. A.C.T. 2601

Attention: Mr K. Black

Dear Sir,

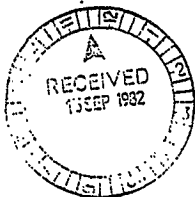
I write to make objections to the proposed variation of the lay-out of the City of Canberra notified in Gazette No. s182 of Friday 27 August 1982.

My objections concern, first, the proposal for vehicular access to Capital Hill from Melbourne Avenue and, secondly, the total absence of provision for bicycle tracks around State Circle, particularly between Melbourne Avenue and Kings Avenue. The grounds of my objection are set out in attachments 'A' and 'B' respectively.

Yours faithfully,



(ERNST WILLHEIM)



ATTACHMENT 'B'Objection to absence of cycle path around State Circle

The proposal makes no provision to carry the heavy volume of cycle traffic already using State Circle and the even greater volume of cycle traffic that might be expected to use State Circle in the future. This is a busy road which is unsafe for cyclists but cyclists must use it as there is no alternative. A cycle path or a footpath suitable for use by cyclists should be provided alongside State Circle around the whole of the southern side, at least between Melbourne Avenue and Kings Avenue.



(ERNST WILLHEIM)



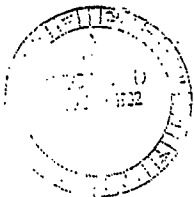
Grounds of objection to proposed vehicular access to Capital
Hill from Melbourne Avenue

1. The proposal is contrary to the rules for the competition for the design of the new Parliament House, which provided for access to Capital Hill from Adelaide Avenue and other trunk routes but not from Melbourne Avenue.
2. The proposal is contrary to the successful plans for the new Parliament House, which also provided for access to Capital Hill from Adelaide Avenue and other trunk routes but not from Melbourne Avenue.
3. The proposal involves a change which is to the detriment of residents, particularly residents of Melbourne Avenue. Residents who purchased homes in this area in reliance on the quite recent Parliament House competition rules and the successful plans would be unfairly disadvantaged if the proposal were implemented.
4. The proposal would lead to a significant increase in the volume of traffic using Melbourne Avenue and in the volume of traffic from inner southern suburbs using access routes via Kent Street, Strickland Crescent, Hoptoun Circuit and Melbourne Avenue. How great this increase would be is a matter for speculation but it is clear that the increase would be significant. Any new plans for traffic in this area should be designed to achieve a reduction rather than an increase in the traffic using the Kent Street, Strickland Crescent, Hoptoun Circuit, Melbourne Avenue route.
5. The proposal, in so far as it affects Melbourne Avenue, is contrary to the Burley Griffin concept of Canberra as a garden city.
6. The proposal, in so far as it affects Melbourne Avenue, is contrary to the Burley Griffin concept of Melbourne Avenue as a feature attractive boulevard and not as a significant city thoroughfare.
7. The increased traffic fumes would lead to further serious deterioration of the mature trees in Melbourne Avenue.
8. Melbourne Avenue, as a quiet and attractive boulevard, is part of Canberra's heritage which should not be detracted from by making it a significant thoroughfare.
9. Melbourne Avenue is a residential street and it is contrary to sound and sensible planning to convert residential streets into major thoroughfares.

10. Part of Melbourne Avenue is on the Register of the National Estate. The proposal would detract from that part of Melbourne Avenue which is part of the National Estate and for this reason it should not be approved.
11. There are feasible and prudent alternatives for traffic access to Capital Hill which had always been contemplated prior to this most recent proposal, namely, access from the main thoroughfares such as Adelaide Avenue, Canberra Avenue, Kings' Avenue and Commonwealth Avenue.
12. The proposal, if implemented, would lead to a significant reduction in land values in Melbourne Avenue. Appropriate compensation should be paid to residents.
13. In the event that it is decided not to provide access to Capital Hill from Melbourne Avenue, any further variation should be designed in such a way that it does not, in practice, lead to traffic taking the Kent Street, Strickland Crescent, Hopetoun Circuit, Melbourne Avenue route down Melbourne Avenue to one of the cross streets such as National Circuit and thence into Hobart Avenue. In other words, it would not be a satisfactory alternative to provide access via Hobart Avenue instead of Melbourne Avenue. Access to Capital Hill from the southern side should therefore be confined to main trunk routes such as Adelaide Avenue and Canberra Avenue.
14. In the event that, contrary to the above objections, it is decided to retain access from Melbourne Avenue, the intersection of Melbourne Avenue and State Circle should be constructed in such a manner that provision is made for access to Capital Hill from State Circle where it intersects with Melbourne Avenue but not from Melbourne Avenue directly. Traffic from Melbourne Avenue should be required to turn left or right into State Circle but should not be able to cross State Circle. This would provide adequate access to and out from Parliament House without inconveniencing residents of Melbourne Avenue. But this is very much a second-best solution as it would not alleviate the existing problem of traffic from Kent Street, Strickland Crescent and Hopetoun Circuit.

Ernst Willheim

(ERNST WILLHEIM)



20 September 1982

The Secretary,
Department of the Capital Territory,
CANBERRA, ACT, 2600.

Dear Sir,

78TH SERIES OF VARIATIONS TO THE CITY PLAN

Attached is a late submission to the Joint Parliamentary Committee on the A.C.T. on the 78th Series.

I apologise for the fact that it is late and accept that it may well be disqualified for that reason. However, I believe that the Joint Parliamentary Committee should be fully informed of the likely consequences of those parts of variations with which this submission is concerned and I make no apology for trying to ensure that.

Yours faithfully,

Peter Harrison
(Peter Harrison)

78TH SERIES OF VARIATIONS TO THE CITY PLAN

Submission to the Joint Parliamentary Committee on the A.C.T.

Peter Firman Harrison A.M.

33 Booroondera Street

REID, A.C.T.

Master in Architecture, University of New South Wales
Diploma in Town and Country Planning, University of Sydney
Life Fellow of the Royal Australian Institute of Architects.
Life Fellow of the Royal Australian Planning Institute

Former Director/First Assistant Commissioner, Town Planning,
National Capital Development Commission, 1958-1967
Member, National Capital Planning Committee
Commissioner, Land Commission of New South Wales
Visiting Fellow, Urban Research Unit, Australian National
University

* * * * *

1. The purpose of this submission is to question the proposal, implicit in the proposed City Plan variations, that there should be approaches to the new Parliament House by way of traffic ramps from Commonwealth and Kings avenues, and in particular the size and appearance of the ramp from Commonwealth Avenue and the areas flanking it.

2. The ramps as proposed will be ugly, expensive and are unnecessary.

3. The ramps will be disruptive elements in the axial views along Commonwealth and Kings avenues towards Parliament House. These avenues, following Griffin's prescription, were intended to be uniform in cross-section, that is, parallel carriageways separated by a median strip of uniform width for their entire length. Twin bridges for each carriageway (rather than a single bridge) were considered to be important to maintain this uniform separation of the carriageways. The insertion of ramps within the median and which take off and extend beyond the ends of the avenues, are entirely out of character with the criteria applicable to the design of an avenue.

4. Anzac Parade, the ceremonial approach to the Australian Memorial, is a good example of a properly designed avenue. A central ramp taking off from the median of Anzac Parade to climb to the upper forecourt of the Memorial would be indicative of the visual disruption that this submission is concerned with: except that the ramp proposed from Commonwealth Avenue will be much longer, much steeper and much more prominent.

5. As well as allowing clear lines of sight along the avenues, thus accentuating the terminal feature (as Anzac Parade provides a frame, focussing on the War Memorial), the medians have the important function of separating opposing streams of traffic. To use one end of the median of Commonwealth Avenue for a third parallel carriageway carrying two-way traffic seems to be inviting trouble. Vehicles using this ramp will be entering and leaving the traffic streams moving along the main carriageways of the Avenue from what, on this and every other avenue, is accepted by drivers as a safe barrier against conflicting traffic movements. It will require any number of traffic warning signs to let drivers know that this part of the median is unique in having become a trafficway.

6. The ramps themselves will be steep: they appear to be steeper than the steepest grade encountered on any avenue in the central area and will terminate at an acute-angled junction with the road proposed across the front of Parliament House. These acute-angled intersections, where the sloping ramps meet the horizontal road, will be awkward and ugly.

7. The question as to whether these ramps, particularly the ramp from Commonwealth Avenue, are really necessary and how much each will cost must be asked. They will certainly detract from the civic design quality of the avenues and be vastly expensive.

8. The main approach to Parliament House as provided by the proposed 'land bridge', an expensive but necessary connection, will be markedly more dignified and more than adequate to meet all likely traffic movements to and from the forecourt of Parliament House. There appears to be no reason why this main approach could not be used for access from the avenues rather than the 'bee-line' taken by the proposed ramps, especially the clumsy arrangement intended to provide access from Commonwealth Avenue.

Canberra
20 September 1982

Peter Harrison

AUSTRALIAN CAPITAL TERRITORY HOUSE OF ASSEMBLY



REPORT NO. 4
OF THE
STANDING COMMITTEE ON
DEVELOPMENT & PLANNING

78TH SERIES OF VARIATIONS TO THE
CITY PLAN

PERSONNEL OF THE COMMITTEE

CHAIRMAN MR PETER VALLEE
MRS BEV CAINS
MR JOHN CLEMENTS
MS MAURENE HORDER
MS ROBYN WALMSLEY

CLERK TO
THE COMMITTEE MR ALAN RAMSAY

The Standing Committee on Planning and Development has examined the Variations to the Canberra City Plan as set out in the 78th Series of Variations contained in Commonwealth Gazette No. S182 of 27 August 1982.

2. The Variations relate to works (roads, bridges and landscaping) complementary to the setting of the new Parliament House.

3. In view of the significance of the proposals, the Committee arranged for representatives of the Parliament House Construction Authority, NCDC, and the Department of the Capital Territory, to provide a detailed briefing on the Variations.

4. The Committee invited all Members of the Assembly to attend the briefing, which was held on Thursday, 2 September 1982.

5. The Committee expresses its appreciation to the representatives for their assistance to the Members.

PROPOSED WORKS PROGRAMME AND CONSEQUENTLY
NECESSARY VARIATIONS

6. The Committee was advised that the construction of the new Parliament House necessitated a programme of construction and landscaping works, parts of which programme required the Variations to the City Plan now proposed.

7. The works programme was to provide a balanced setting for the new Parliament House building, its linkage with the existing Parliamentary Zone, and with Canberra's metropolitan road network.

8. The principal works involved are:

(a) Commonwealth Avenue Extension:

To provide direct access to the New Parliament House, especially from Civic. Commonwealth Avenue is to be extended by bridging over State Circle and Capital Circle.

(b) Kings Avenue Extension:

To provide direct access to the New Parliament House, especially from the airport. Kings Avenue is to be extended onto Capital Hill by bridging over Capital Circle.

(c) Melbourne Avenue Extension:

To provide direct access to the Executive Wing of the New Parliament House. Melbourne Avenue is to be extended by bridging over Capital Circle from State Circle.

(d) Land Axis Bridges:

The design of the New Parliament House and its main entrance forecourt is based on Walter Burley Griffin's concept of a road connection between Capital Hill and Camp Hill. In accordance with this concept, the proposed works will comprise twin carriageways lined with trees and separated by a broad grassed median. These are to be carried over Capital Circle as a single, full width bridge, and over State Circle in the form of two separate bridges.

(e) Intersection Improvements:

To provide safe and efficient vehicular movement, works are to be carried out at the intersections of Kings Avenue and State Circle, and Commonwealth Avenue and Langton Crescent.

(f) Other Works:

To provide traffic route lighting, and augment existing lighting.

(g) Landscaping:

Extensive landscaping works are to be undertaken to reinstate, and to improve the areas disturbed in the construction process, and adjacent to the land bridge.

9. The Committee was advised that the proposals had been developed to provide for ceremonial, tourist and day-to-day access to the New Parliament House, and to maintain traffic flows through the Parliamentary Zone. The new road system also will preserve access to the major employment areas in the Parliamentary Zone and Barton. Particular consideration had been given to achieving an enhanced setting for the National Area and Parliamentary Zone.

10. Details of the works programme, and the consequent proposed Variations are depicted on the enclosed maps.

CONSULTATIONS

11. The Committee were advised that the proposed programme of works had been submitted to the Government which had approved its submission to the usual A.C.T. public

participatory processes, viz.: publication in the Gazette of the necessary Variations to the City Plan, and subsequent Report by the Joint Parliamentary Committee on the A.C.T. Additionally, the programme was to be referred to the Joint Parliamentary Committee which is over-sighting all matters connected with the new Parliament House.

12. As part of the consultative process, the NCDC and the Construction Authority, in conjunction with the Department of Home Affairs and Environment, have had discussions with the Geological Society, and with the Botanical Society, regarding the safe-guarding of features of interest, and environment matters. A programme of public consultation has been undertaken with nearby residents, the High Commissions, and other persons and organisations in the adjacent areas.

13. The Committee was advised that, to maintain the envisaged completion schedule, the first stage of the programme of works was required to commence during 1982.

COMMITTEE CONSIDERATION

14. From its discussions with the representatives, the Committee is satisfied that the programme provides appropriately for road traffic flow, both during the construction period and after completion of the new building. In particular, the phased road and bridge construction works should offer no significant interference with commuter traffic.

15. The Committee were advised that the completed works will not adversely affect the existing geological structure on State Circle (North-east).

16. The "land bridges", which will link the new Parliament House and its main entrance forecourt with the existing Parliament House, and which will also continue the "connection" with Anzac Parade, the War Memorial and Camp Hill, are based on Walter Burley Griffin's concept of an axis between these areas. The Committee is satisfied that this major feature of the proposed works is in accord with concepts appropriate to Griffin's plan for the City.

17. The Committee were advised that the overall programme, when completed, would ensure satisfactory access to the new Parliament House, and would represent an appropriate setting for the building, and this National Area.

FUTURE VARIATIONS

18. The Committee were advised that the Variations now proposed represented alterations to the City Plan known at this stage to be necessary to achieve the proposed works programme. It was not possible to predict whether further Variations might become necessary as a result of revised proposals as the works progressed, but such would, if they became necessary, be similarly published in the Gazette for public consultation in the usual manner.

CONCLUSION

19. The Committee has concluded that there is no requirement for a formal Assembly objection in respect of the proposed 78th Series of Variations.

RECOMMENDATIONS

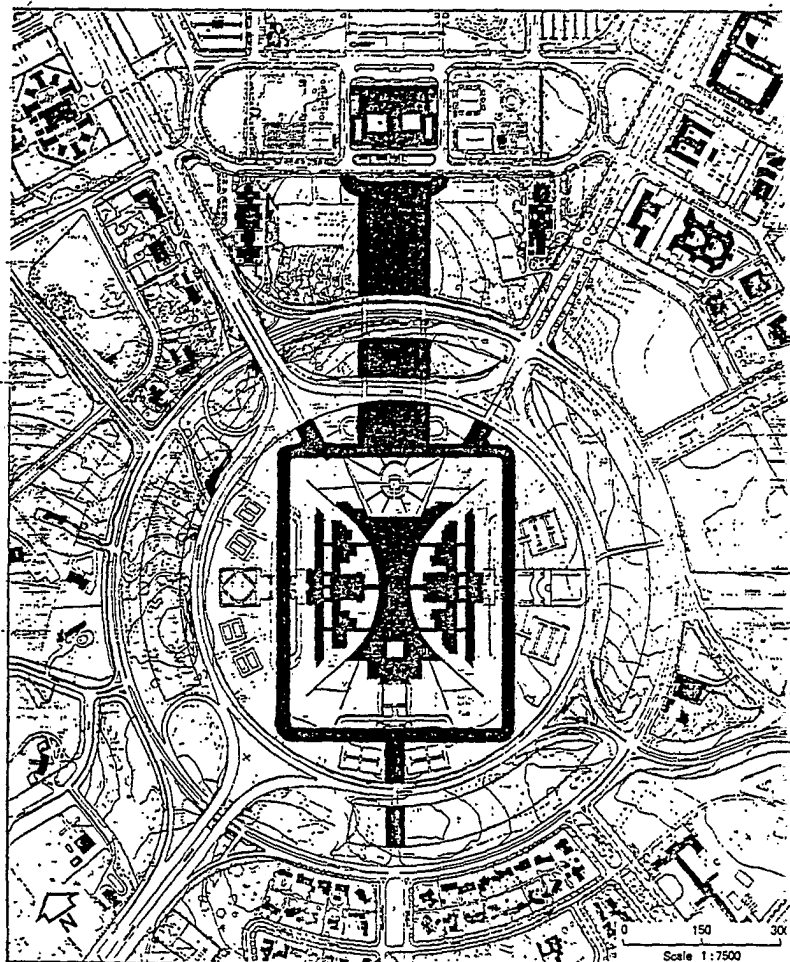
20. The Committee recommends:

- (1) That the 78th Series of Variations to the City Plan be approved; and
- (2) That this recommendation and the report be transmitted by Message to the Minister.

7 September 1982

(PETER VALLEE)
Chairman

78th SERIES OF VARIATIONS TO THE CITY PLAN - ROADWAY NETWORK
NEW PARLIAMENT HOUSE, CAPITAL HILL.



ROAD ADDITION

ROAD DELETION

