

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

(EIGHTY-SECOND SERIES)
THIRD REPORT

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**JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY
TERMS OF REFERENCE**

That a joint committee be appointed to inquire into and report on:

- (a) all proposals for modification or variations of the plan of layout 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 Territories and Local Government, and
- (b) such matters relating to the Australian Capital Territory as may be referred to it by -
 - (i) resolution of either House of the Parliament, or
 - (ii) the Minister for Territories and Local Government.

MEMBERSHIP OF THE COMMITTEE

Chairman: Mr K.L. Fry, MP

Deputy Chairman: Senator M.E. Reid

Members: Senator P.J. Giles
Senator M.E. Lajovic
Senator M. Reynolds
Mr C. Hollis, MP
Mrs R.J. Kelly, MP
Mr P.J. McGauran, MP
Mr P.M. Ruddock, MP
Mr J.H. Snow, MP

Secretary: Mr D.R. Elder

CONCLUSIONS AND RECOMMENDATIONS

The Committee believes that the question of whether the cycleway should proceed as proposed by NCDC is ultimately a matter for judgment about where the balance should be struck between the accepted objectives of protecting the Wetlands as a significant waterbird habitat while allowing it to be developed as an important recreational resource. In the Committee's judgment, the disturbance created by the use of the cycleway as proposed would significantly impair the value of the Wetlands as a waterbird refuge area, reducing the diversity of bird life in the Wetlands. However, the Committee also believes the completion of the cycleway around the Lake is an important project, and it is not convinced that an alternative alignment for the cycleway away from the core area of the Wetlands would be unattractive.

The Committee therefore approves the sections of the cycleway on the north side of the lake and Molonglo River to the Dairy Flat Bridge, and to the south side of the lake from the proposed interpretation area to the junction with the existing cycleway at Wentworth Avenue, to which no objection was made. The Committee also recommends that NCDC, in consultation with DTLG and concerned community groups (particularly Canberra Ornithologists Group), develop an agreed alternative route away from the sensitive western area of the Wetlands for the remaining section of the cycleway which the Committee does not approve, and come back to the Committee with another variation proposal.

The Committee also is interested in the wider planning, development and management aspects of the Wetlands and believes that a number of measures should be taken to plan for the area's future development and management. The Committee recommends that NCDC develop a draft Policy and Development Plan for the Jerrabomberra Wetlands, make it available for public comment and

refer it to the Committee for examination and comment. The Committee recommends that DTLG draw up a management plan for the Wetlands in consultation with NCDC, the Canberra Ornithologists Group and others concerned with the management of the Wetlands and refer it to the Committee for examination and comment. Finally the Committee recommends that, following the finalisation of a Policy and Development Plan for the Wetlands, the Wetlands be gazetted as a reserve under the Nature Conservation Ordinance 1980.

Introduction

1. In the Commonwealth of Australia Gazette, 1 March 1984, the Minister for Territories and Local Government, the Hon. T. Uren, MP, 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. The Series contained 18 items and the Committee presented two reports dealing with 17 of those items on 3 and 29 May 1984. This report deals with the final item, Variation 8, deferred from the second report. The detail of the variation is discussed in the body of the report.

2. As part of its policy to stimulate public interest in, and discussion on, the proposals the Department of Territories and Local Government (DTLG) advertised the variations in The Canberra Times on 3 occasions between 10 March and 17 March 1984. Displays showing the proposals were arranged by DTLG at the Belconnen Mall, Monaro Mall, Woden Shopping Square, Cooleman Court, Dickson Library, and the public library Erindale Centre, Wanniasa. A display relating to the proposed variation in Tharwa was also mounted at Jeffrey's Store, Tharwa. Members of the public were invited to lodge objections to the variations in writing with the Secretary of the Department of Territories and Local Government within 21 days of the publication specifying the grounds of those objections.

3. On 29 February 1984, pursuant to paragraph 1(a) of the Resolution of Appointment of this Committee, the items contained in the Minister's proposals and designated the 82nd Series of Variations, 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 9 April, 3, 10 and 31 May and 2 July 1984. The list of the witnesses who appeared before the Committee to give evidence on Variation 8 is at Appendix II. The transcript of evidence given at the 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 the citizens of the ACT and invited a representative from the Assembly to provide comments on the proposed variations. During the hearing of 9 April 1984, Mr P. Vallee, MHA, addressed the Committee on the variations.

6. The Committee was provided with the report from the ACT House of Assembly Standing Committee on Planning and Development on the 82nd Series of Variations to the City Plan. The House of Assembly Committee report, which includes the items already reported upon, is at Appendix III.

7. The National Capital Development Commission (NCDC) and the DTLG supplied jointly prepared briefing notes which set out the background to the variations. The briefing notes on Variation 8 form Appendix IV. For the sake of brevity, details contained in the briefing notes are not repeated, unless necessary, in the Committee's report. The briefing notes explain details of the variation such as the purpose, cost, existing and proposed development and the extent of community consultation. The Committee's Report should therefore be read in conjunction with the briefing notes and the transcript of evidence. The cost involved in the proposal dealt with in this Report is approximately \$1.35 million.

82ND SERIES

Variation 8 - Kings Park to Telopea Park via Wetlands

8. This proposal provides for an addition to the City Plan of the final section of the lake cycleway from Kings Park via Jerrabomberra Wetlands through to Barton linking with existing cycleways in Telopea Park and Bowen Park. The proposal completes the recreational cycleway around Lake Burley Griffin. The total length of the proposed cycleway is approximately 8.6 km and the cost would be about \$1.35 m.

9. On the north side of Lake Burley Griffin, the proposed cycleway would be developed from Kings Park and travel on the lake side of Wendouree Drive and then be routed close to the Molonglo River in the Molonglo Reach area. The cycleway would cross the River on the new Dairy Road bridge.

10. On the southern side of the Lake the cycleway would follow the river except for a popular fishing spot and an important riverine wildlife habitat where it would move away from the river bank. It would turn south to cross the Jerrabomberra Wetlands at the end of the existing water channels. The route across the Wetlands was determined in relation to flood protection mounds for the ACT Electricity Authority's (ACTEA) City East to Kingston 132 kv transmission line, existing causeways across the 'fingers' of water and views across the lake to the city and the new Parliament House.

11. After traversing the Wetlands, the cycleway would cross Jerrabomberra Creek (a bridge would be constructed to allow this crossing), be routed around the edge of the Causeway Oval and join the road reservation of Mundaring Drive. It would finally connect with the existing cycleway at the Wentworth Avenue end of Bowen Park.

12. The focus of the Committee's attention on the cycleway proposal was on that section of its route through the Jerrabomberra Wetlands. The other sections of the cycleway appear to be largely uncontroversial and the Committee received no objections to these sections.

13. The reason for the sensitivity of that part of the proposed cycleway route which goes through the Jerrabomberra Wetlands is the potential for disturbance of a very significant waterbird habitat. The Wetlands is the most important wetland habitat in the ACT and interacts closely with other regional aquatic systems such as Lake George, Lake Bathurst, Googong Reservoir and Lake Ginninderra. It provides an important feeding, refuge and breeding environment for large numbers and species (up to 170 species) of resident and migrant waterbirds. Fish and aquatic mammals such as platypus and water rat also form part of the Wetlands ecological system.

14. The NCDC has recognised, in an internal draft Policy Plan of the Wetlands, the importance of the Wetlands as a waterbird habitat. The draft Policy Plan has not yet been issued for public comment. It broadly identifies four areas within the Wetlands.

15. To the north, adjacent to Molonglo Reach, the area is identified as public parkland, although a small section of this is identified as a riverine habitat. The eastern section of the Wetlands from Dairy Flat Road to the commencement of the 'fingers' of the Jerrabomberra Backwater is identified as a wetland buffer zone and currently is used for cattle grazing.

16. To the south, around Kelly's Swamp and Jerrabomberra Pool, the area is identified as a waterbird refuge area, but also as the area for development for public viewing and interpretation to allow access for people to observe the birds while creating minimal disturbance. NCDC, in cooperation with DTLG, is currently

developing this area for public viewing and interpretation. A visitor information centre, tracks, hides for the viewing of birds, footbridges and car parks have been, or are to be, developed around Jerrabomberra Pool and Kelly's Swamp to allow public viewing and interpretation. Landscaping will enable people to be screened from the birds as they walk through the area, although on the footbridges across Jerrabomberra Creek there will be a skylining effect. Significant development then has taken, and will take, place in this southern area and this is in line with NCDC's draft Policy Plan.

17. The western area of the Wetlands, called Jerrabomberra Backwater, is identified in the draft Policy Plan as being a waterbird refuge area to which there should be restricted access. It is through this section of the Wetlands that the proposed cycleway would travel.

18. NCDC outlined its reasons for proposing this alignment for the cycleway in a letter to the Committee. (Copy of letter is at Appendix V.) NCDC believed it had struck an appropriate balance between the construction of a cycleway which would have a real recreational appeal by enabling cyclists to gain some experience of the Wetlands, while still enabling a reasonable degree of protection to the Wetlands habitat. Alternative alignments for the cycleway were rejected by NCDC because they moved this point of balance too far in one or other direction. Thus a possible alignment along the edge of the lake (as occurs in sections of the lake cycle path constructed earlier) was rejected:

'... on environmental and scientific advice because its impact would be direct and adverse on the most sensitive part of the waterbird habitat.'

19. An alignment on the eastern side of the Wetlands near Dairy Flat Road was rejected by NCDC because of the unattractiveness of that part of Dairy Flat when compared with the reaches of the Molonglo River and the Wetlands areas. The proposed route through the Wetlands would provide views of Lake Burley Griffin and the New Parliament House. The attractiveness of the cycleway as a recreational route would be destroyed, in NCDC's view, by an alignment along Dairy Flat Road. In a further letter to the Committee, NCDC claimed that the usage of the proposed Wetlands cycleway would be in the order of 100-200 cyclists per weekday and about 250 per weekend day. NCDC stated that completion of the Lake Burley Griffin cycleway had long been its objective. It referred to the recent civic design award from the Royal Australian Institute of Architects given to it for the Lake Burley Griffin cycleway as evidence of the high regard with which the lake cycleway was held. (Copy of letter is at Appendix VI.)

20. A critical component in NCDC's achievement of its 'elegant compromise' over the proposed cycleway alignment through the wetlands was the construction of a continuous moat between the cycleway and the western refuge area to replace the eastern grazing area as a buffer system. The moat, which would range from 8-15 metres in width and 1-1.5 metres in depth and be planted with wetlands reed vegetation to make it even more impassable, would act to physically segregate the refuge area from the cycleway and interpretation areas, keeping out people and animals. NCDC believed that there could be value in constructing the moat even if the cycleway alignment was not approved. The moat, according to NCDC, would ensure protection of the major part of the refuge area by converting it to an island. Plantings would also be made to screen people using the cycle path from the waterbird areas thus reducing the skylining effect which would tend to disturb the birds. These would of course take some time to grow to achieve the desired effect. The Commission has begun detailed work on how these plantings could be arranged.

21. NCDC believed that this range of measures had allowed it to strike a satisfactory balance between the recreational function of the cycleway and the protection of the wetlands for birdlife. The Commission acknowledged that the use of the cycleway would cause disturbance to the birdlife in the area, but it believed that the risks were manageable. Mr Latham, Associate Commissioner NCDC, noted that the Commission:

... would not be proposing - or if we had proposed - that we would move back from the proposition of the cycleway on the alignment that we have proposed, were it possible to say in advance categorically that there is absolutely no question that doing so will cause the migration of species and nesting from the refuge area. I think it is common ground that is not the case or that it is so doubtful that it is not possible for us to gauge the degree of adaption that will go on.

22. DTLG supported the proposed cycleway as part of the 82nd Series of Variations, however the Department had reservations about the proposal which were expressed in letters to, and meetings with, NCDC. (Copies of letters and minutes of meetings at Appendix VII.) The Department's major concern was with the implications of the proposed cycle route on the birdlife, ecology and planned environment of the Wetlands. The Conservation and Agriculture section of DTLG claimed that the use of the cycleway would 'pose a major noise and obvious visual intrusion on the waterbirds' in the remaining refuge area. This was of particular concern during the breeding season when intrusions could significantly effect the breeding success of the birds and may cause them to leave the area. It was acknowledged by DTLG that much of the visual impact could be prevented by landscape planting, but that this would take several years to reach an adequate height and would do little to reduce noise problems.

23. DTLG expressed a number of other concerns about the cycleway than that of its effect on birdlife in the Wetlands. The Conservation and Agriculture Section of the Department claimed that the cycleway could be expected to flood, and be severely damaged, at a frequency of about five yearly intervals. This would make the cycleway very expensive to maintain and would exacerbate DTLG's existing problems in receiving adequate funds to maintain and repair assets to a reasonable standard. Flooding of the cycleway would also mean that safety provisions such as signs and gates may need to be included.

24. NCDC claimed that damage to the cycleway from flooding would not come at a frequency suggested by DTLG. It agreed that the cycleway would be flooded at approximately five yearly intervals, although only for short periods. Significant flooding would occur every 10 years, but this would most likely not damage the cycleway greatly. Severe damage would occur with larger floods such as the 100-year flood.

25. DTLG was also concerned that the cycle path, by blocking water crossings in the 'fingers' area, could disrupt water flow in the existing channels and probably change the existing drainage pattern. Raised water crossings would need to be constructed to avoid this problem. As the ACTEA access road for construction of the City East to Kingston 132 kw transmission line has been constructed through the area, this problem already exists whether the cycleway is constructed or not. Drainage pipes have been placed under ACTEA's access road where it crosses the water channels. The Committee believes that sufficient water crossings should be constructed so that the flow in existing channels is not disrupted and the drainage pattern in the Wetlands is not altered.

26. Finally, DTLG questioned the priority of the cycleway as a recreational project. It believed that alternative recreational proposals may deserve greater priority than the cycleway. NCDC, however, referred to the importance it placed on completion of the lake cycleway, and the significant usage that would be made of the cycleway.

27. Despite these concerns DTLG agreed to support the cycleway proposal. The Department's position on the cycle path was summed up in a letter from the Secretary of DTLG to the Commissioner of NCDC. That letter stated in part:

The preferred departmental position remains quite clearly that the cycle path should be routed away from the sensitive part of the Wetlands area through which it is now proposed to pass. However, given your assurances that all practical steps will be taken to protect the environment, the importance you place on the cycle path project and the implications of a delay in obtaining approval to the City Plan variations, I agree that the cycle path route proceed as proposed.

28. The Department did not have a specific alternative route for the cycle path, but broadly it believed that a route near the Dairy Flat Road would be preferred. That route would need to be investigated in detail for a firm proposal to be developed. An alignment adjacent to Dairy Flat Road would retain, in DTLG's opinion, the views offered by the more westerly proposal and would provide cyclists with access to the Jerrabomberra Pool and Kelly's Swamp bird viewing areas.

29. In accepting the Commission's planning role and its assurances that any management arrangements needed to protect the wildlife in the Wetlands could be introduced, DTLG believed that cattle grazing in the area could continue and possibly the closure of the cycle path during the sensitive breeding season could be considered if thought necessary. The Department has no management plan for the Wetlands but it claimed that a management plan could be drawn up in six to eight months if given priority. NCDC has since offered resources to DTLG to undertake the work and it is expected that a management plan will be drawn up in a matter of weeks. The lack of a proper management plan would make it difficult to regulate the access of people using the cycle path into the Wetlands during sensitive periods and to ensure that other management functions such as cattle grazing to control weeds were undertaken satisfactorily. The potential for the Wetlands to be impaired significantly as a waterbird habitat is real while no proper management plan exists.

30. The only formal objection to the cycle path proposal was received from Mr T. McGhie. Mr McGhie was concerned that the proposed cycleway would have a detrimental effect on the quality of the Wetlands as a developing or evolving refuge for fauna. Like NCDC, he also saw the issue as one of finding a balance between designing cycle paths to meet people's needs for these facilities and protecting the Wetlands as a wildlife habitat. Unlike NCDC, however, he believed that these twin objectives had not been balanced properly in this proposal. Mr McGhie noted that:

... the path is proposed to be on the edge of the primary wetland zone. It seems to me that, as an objective for a cycleway, that might be admirable but, as an objective to maintain and manage a wetlands, a sanctuary for fauna, it is not to my mind a particularly appropriate means of managing that area.

Mr McGhie proposed an alternative route following largely the alignment of Dairy Flat Road and then following the proposed alignment of the extension of Newcastle Street on to Mundaring Drive.

31. The Committee also received a late objection to the cycleway from the Canberra Ornithologists Group (COG) in the form of the Group's correspondence with NCDC on the cycleway proposal. (Copy of correspondence is at Appendix VIII.) This correspondence, and the evidence given to the Committee by COG on 31 May 1984 showed that, in discussion with NCDC officers, the Group had been presented with detailed plans and designs for the cycleway which it had been led to believe were essentially non-negotiable. On this basis, COG had supported planning arrangements (such as the moat) which would ameliorate the harmful effect of the use of the cycleway on birdlife in the Wetlands. However, COG had not supported the alignment of the cycleway as proposed by NCDC. It would have preferred a re-routing around the Wetlands along the alignment of Dairy Flat Road, past Kelly's Swamp and the planned interpretation area to connect with Mundaring Drive. (See map at Appendix IX.)

32. COG, like NCDC, believed that the Wetlands was a valuable bird habitat, both as a refuge for water-birds, and as an area for environmental education and recreation for the public. It consequently supported proposals for the development of the Wetlands as a recreation resource for public viewing and interpretation. However, the Group was concerned about the proposed cycleway through the Wetlands. It believed the cycleway was located too close to the core area of the Wetlands and would cause such disturbance to the water-birds that the value of the Wetlands as an area of refuge would be significantly decreased. In COG's opinion, the disturbance would reduce, not the absolute numbers, but the diversity of birds in the Wetlands. According to one of COG's representatives:

... some birds will not be seriously affected and others will be, but the net effect of disturbance is to reduce the diversity, the numbers of different species that a person is likely to see.

33. It was claimed by COG that some of the very shy birds which were very sensitive to human disruption were the migrant waders which came from Siberia and Japan. These birds are the subject of a treaty between Australia and Japan, relating to the protection of the birds and of their wetlands habitat.

34. COG referred to the situation on Lake Ginninderra where a refuge area had been created by the fencing off of an inlet area. In the early morning and late in the evening birds were scattered throughout the lake, but during the middle of the day, when disturbance around the lake would be greatest, they congregated into the refuge area. The fence around the refuge area had a cycle path going past it, and a COG representative claimed that birds in the refuge area would roost at a distance of about 100 or 150 yards from the cycle path. This was an indication of the distance that the birds would move off in response to disturbance.

35. The moat, which NCDC proposed as the buffer system to replace the original buffer zone for the Wetlands core area, would not provide a sufficient buffer according to COG. While the moat would have a significant barrier effect, COG believed it did not sufficiently ameliorate the adverse environmental effects of routing the cycleway through the core area of the Wetlands. COG emphasised the great importance of having a buffer zone (in terms of physical distance) between the cycleway and the Wetlands core area. It believed any cycleway alignment proposal would have to give particular consideration to the need for an affective buffer zone, and that this buffer zone be formally declared and made effective.

36. COG was also concerned about other developments in the Wetlands. The proposal for a footbridge at the western end of Jerrabomberra Pool, as part of the recreation trail for public access and which would be used as the crossing for the proposed cycleway, was opposed by COG. It was also concerned about the emphasis on high intensity recreation (parking area, barbecues) development along the south bank of Molonglo Reach.

37. NCDC claimed that there was a contradiction in the arguments of objectors who proposed an alternative route for the cycleway along Dairy Flat Road as this would involve it traversing the edge of Kelly's Swamp for part of its length. NCDC emphasized the importance of Kelly's Swamp for birdlife and claimed that COG had referred to it as 'the jewel in the crown'. Mr Latham, Associate Commissioner of NCDC, claimed:

It is no answer to the protection of this part of the wetlands - that is, the western edge of the wetlands - given the sensitivity of Kelly's Swamp, to shift the cycleway to the other side where the proximity to Kelly's Swamp will be similar to the proximity of this part of the wetlands on the western side. In the alternative, if it is all right for the cyclepath to run near Kelly's Swamp, then it must be all right for it to run near this part of the wetlands as well.

38. What this argument ignores is the impact the proposed cycleway will have on the Wetlands as a whole. The concern about the cycleway proposal is that no genuine refuge area for the birds in the Wetlands would remain if the cycleway was constructed along the alignment as proposed by NCDC. Disturbance is taking, and will take, place in the southern area around Kelly's Swamp and Jerrabomberra Pool, as a result of the existence of Dairy Flat Road and the development of this area for

public viewing and interpretation. COG indicated that if an ornithologist wished to see birds in Kelly's Swamp he had to visit early and not at 10am or 11am when the traffic increases and the birds retreat to the core refuge zone in the western 'fingers' area of the Wetlands. If the cycleway was constructed as proposed this core refuge area would be breached and the birds would have no place to which to retreat. As COG claimed:

The ... point about disturbance is that disturbance in a situation where there is somewhere else for them (the birds) to go nearby is a very different situation from disturbance where there is nowhere else for them to go.

39. The question of whether the cycleway should proceed as proposed by NCDC is ultimately a matter for judgement about where the balance should be struck between the universally accepted objectives of protecting the Wetlands as a significant waterbird habitat for an enormous variety of birds while allowing it to be developed as an important recreation resource. In NCDC's view, the development of the cycleway as proposed, including the construction of the moat, strikes this balance at an appropriate point. Other measures necessary to protect the birdlife, such as closing the cycleway during sensitive times of the breeding cycle, could be, according to NCDC, introduced as part of a management plan for the Wetlands. In the view of the objectors, Mr McGhie and COG, the cycleway proposal moves the point of balance too far towards the achievement of the recreational objective, at the expense of the objective of protection of the bird habitat.

40. The Committee supports the judgement of the objectors. The Committee concludes that the disturbance created by the use of the cycleway as proposed would significantly impair the value of the western 'fingers' area as the only remaining refuge area

in the Wetlands. The net effect of this disturbance, and the lack of a genuine refuge area for the birds, would be to significantly reduce the diversity of birdlife in the Wetlands including birds, the protection of which, are the subject of an international treaty between Australia and Japan. In the Committee's judgment the value of the proposed cycleway as a recreational facility is not worth the damage of the Wetlands as an important habitat for a tremendously wide variety of birdlife. In fact, the educational and recreational value of the Wetlands would greatly decrease if the variety of birdlife was reduced, and the price of the construction of the proposed cycleway might be the eventual diminution of the area as a recreational resource for public viewing and interpretation.

41. In rejecting the proposed alignment for the cycle path through the Wetlands, the Committee notes the concerns expressed by DTLG about the damage that could be caused to the cycle path by flooding, and the consequent costs of maintenance and repair. This factor cannot be ignored. The Committee also is not convinced that an alternative alignment for the cycleway away from the core area of the Wetlands would be unattractive. As DTLG noted, the route proposed by NCDC was not particularly scenic, flat open land, and would be interspersed with large electricity pylons substantially detracting from the view of cyclists. An alignment along Dairy Flat road, as noted by DTLG, would offer comparable views to that of the alignment through the Wetlands, would not have large electricity pylons to restrict the view and would connect with the public viewing areas at Kelly's Swamp and Jerrabomberra Pool. NCDC's emphasis on the recreational value of the proposed route thus is not without question.

42. While rejecting an alignment for the cycle path through the Wetlands, the Committee believes that the completion of the cycleway around the lake is an important project. The Committee therefore approves the sections of the proposed cycleway on the north side of the lake and Molonglo River to the Dairy Flat

Bridge, and to the south side of the lake from the proposed interpretation area to the junction with the existing cycleway at Wentworth Avenue, to which no objection was made.

43. The Committee notes that, in its recent letter (Appendix VI), NCDC proposes to try again to achieve the required gazettal approval of its proposed alignment through the Wetlands after further discussions with interested parties including DTLG and COG. If this second attempt failed, NCDC claimed that the opportunity to complete the cycleway on an alternative, and in its view inferior, route would remain. While the proposal of variations is a matter for NCDC and DTLG, the Committee's role in approving the variations should be considered. The Committee's judgment of the evidence is that the cycleway should not proceed on the alignment proposed and it is difficult to envisage what other evidence could be placed before it to alter this judgment. The Committee therefore recommends that NCDC, in consultation with DTLG and concerned community groups (particularly COG), develop an agreed alternative route away from the sensitive western area of the Wetlands for the remaining section of the cycleway which the Committee does not approve, and come back to the Committee with another variation proposal.

44. The Committee also is interested in the wider planning, development and management aspects of the Wetlands. Public access and interpretation to the Wetlands need not be incompatible with the protection of the Wetlands as a waterbird refuge. As with the cycleway proposal, it is a matter of achieving the appropriate balance so that both these objectives can be achieved. The achievement of a balance between these two objectives will require sensitivity and a sound judgment. It is clear that substantial public access to the Wetlands should be to selected parts under carefully controlled conditions. The Committee believes that a number of measures should be taken to plan for the future development and management of the Wetlands.

45. The Committee is concerned that no publicly issued Policy and Development Plan exists for the Wetlands despite the fact that some development has taken place there and that further development (including the cycleway) has been proposed. The Committee was provided with a Policy Plan that had been used as an internal working document by NCDC. The Committee believes that the lack of a public Policy and Development for this most important area is quite unsatisfactory. NCDC should develop a draft Policy and Development Plan for the area and make it available for public comment. It is clear from COG's evidence that there is public concern about other proposed developments in the Wetlands area, apart from the cycleway proposal. The issue of a draft Policy and Development Plan would allow this comment to be expressed and taken into account in deciding what development is appropriate for the Wetlands. The draft Policy and Development Plan also should be referred to the Committee for examination and comment. The Committee recommends that NCDC develop a draft Policy and Development Plan for the Jerrabomberra Wetlands, make it available for public comment and refer it to the Committee for examination and comment.

46. It was also of concern to the Committee that no management plan has been drawn up for the Wetlands despite the development which is taking place and which will bring large numbers of people into the area for viewing and interpretation of the birds. As a significant wildlife habitat, the Wetlands will need to be managed carefully. It is noted that NCDC has offered resources to DTLG to allow a management plan to be drawn up. The Committee recommends that DTLG draw up a management plan for the Wetlands in consultation with NCDC, the Canberra Ornithologists Group and others concerned with the management of the Wetlands and refer it to the Committee for examination and comment.

47. Ultimately, the Committee believes, the Wetlands should be gazetted as a reserve under the Nature Conservation Ordinance 1980 to ensure its protection. It is understood that gazettal is dependent on the delineation of boundaries for the reserve. The compilation of a Policy and Development Plan for the Wetlands will allow this delineation of boundaries to occur and will make clear the development which is proposed for the Wetlands. There should be then no impediment to the declaration of the Wetlands as a reserve under the Nature Conservation Ordinance. The Committee recommends that, following the finalisation of a Policy and Development Plan for the Wetlands, the Wetlands be gazetted as a reserve under the Nature Conservation Ordinance 1980.



(KEN FRY)
Chairman

16 August 1984



MINISTER FOR TERRITORIES AND LOCAL GOVERNMENT
AND MINISTER ASSISTING THE PRIME MINISTER FOR
COMMUNITY DEVELOPMENT AND REGIONAL AFFAIRS

PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600

Mr K.L. Fry, M.P.
Chairman
Joint Committee on the A.C.T.
Parliament House
CANBERRA A.C.T. 2600

29 February 1984

Dear colleague

On 1 March 1984, notice of my intention to vary the plan of the layout of the City of Canberra and its environs, representing the 82nd 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 variations to the Committee for investigation and report.

Eighteen variations to the plan are included in this series. In accordance with normal procedures public participation will be encouraged through media releases, press advertisements and displays. All comments or objections relating to the variation proposals which are received by the Department will be forwarded to the Committee for consideration during its examination of the proposals.

Yours fraternally

TOM UREN

LIST OF WITNESSES

ACT House of Assembly

Mr P. Vallee
Chairman, House of Assembly Planning and Development
Committee

Department of Territories and Local Government

Mr E.G. Davenport
Assistant Secretary

Mr N.J. Gascoigne
OIC Statutory Processes Section

Dr M. Braysher
Wildlife Biologist

Dr B.H. Pratt
Director, Conservation and Agriculture

Mr D. Mentz
Deputy Secretary

National Capital Development Commission

Mr M.M.B. Latham
Associate Commissioner

Mr C.J. Campbell
Chief Planner

Mr C.D.W. Pain
Chief Engineer

Dr G.H. Scott
Principal Environmental Officer

Mr S.H. Baker
Chief Engineer

Private Citizen

Mr T.R. McGhie

Canberra Ornithologists Group

Dr A. Drake
Member

Dr H.A. Nix
Past President and Member

Mr C.C. Davey
Conservation Officer

Mr J.B. Fitzgerald
President

AUSTRALIAN CAPITAL TERRITORY HOUSE OF ASSEMBLY



REPORT NO.21.....
OF THE
STANDING COMMITTEE ON
PLANNING AND DEVELOPMENT

This report and the recommendations were approved by the
A.C.T. House of Assembly meeting on 27 March 1984.

VARIATIONS TO THE CANBERRA
CITY PLAN (82ND SERIES)

MARCH 1984

PERSONNEL OF THE COMMITTEE

CHAIRMAN Mr Valles
..... Mrs Cains
..... Mr Clements
..... Mr Doyle
..... Mr Whalan

CLERK TO
THE COMMITTEE Ms K. Newton

INTRODUCTION

1. The Standing Committee on Planning and Development has examined the 82nd Series of Variations to the Canberra City Plan contained in the Commonwealth of Australia Gazette No. S81 of 1 March 1984.
2. The Committee was briefed on the proposals on 20 March 1984 by representatives of the National Capital Development Commission and the Department of Territories and Local Government. The Committee wishes to express its appreciation to these representatives for their co-operation and assistance to Members.
3. Brief details of the eighteen proposed variations follow. Specific comments which the Committee wishes to draw to the Assembly's attention have been included. The proposed variations are supported without any objections.

SERVICE AREA : EVATT (VARIATION NO. 1)

4. This deletion from the Plan of part of the service area in McClure Place will enable extensions to the existing supermarket. The Committee noted that the extensions would provide an additional 120 sq m to the existing 300 sq m supermarket, which increased size was in accordance with the plan for such Local Centres.

NEW HOUSING : HAWKER (VARIATION NO. 2)

5. This variation will provide access roads to enable the development of 67 standard residential blocks on land at the junction of Belconnen Way and Murrانji Street. The Committee considered in particular the location of the proposed access road into Murrانji Street and was advised that the site of the road junction as proposed was the most appropriate location.

ACCESS ROAD : SCULLIN (VARIATION NO. 3)

- 6. This addition to the Plan of an existing car park will provide access and off street parking to the Scullin Health Centre and Community Hall, and to an adjacent site reserved for a proposed early childhood education centre.

MODIFICATION OF ROADS : BRUCE (VARIATION NO. 4)

- 7. This variation will provide access to proposed car parks, improve access to existing car parks, and modify an existing road to provide dual carriageways and a central median strip at the National Sports Centre. The Committee was satisfied that the proposed road layout and modifications would accommodate future proposed developments at the Sports Centre, and were necessary to facilitate the holding at world class sports events. The Committee noted that discussions were shortly to be undertaken by the NCDC and the Department to resolve some outstanding issues relating to bus access and routing through the Centre, but that these would not affect the road and parking framework as proposed in this variation.

NEW HOUSING : LYNEHAM (VARIATION NO. 5)

- 8. This variation provides for access roads to enable residential development and the provision of community facilities on land at the junction of Ginninderra Drive and Ellenborough Street Lyneham. The Committee noted that the proposed road system would provide for a residential development of 544 sites, for various types of housing. The development, which is expected to be completed in late 1985 or early 1986, will go some way towards meeting the particular need for housing in the inner Canberra area.

ACCESS ROAD : CITY (VARIATION NO. 6)

- 9. This variation provides for an access road and vehicular layby on the site of the proposed Australian Federal Police Headquarters Building, at Section 61, City (adjacent to Farrell Place, and between Marcus Clarke Street & London Circuit).

TOURIST ACCESS : PARKES (VARIATION NO. 7)

10. The variation modifies the road reservation and relocates the cycleway in Kings Park and provides for tourist access to Aspen Island and the Carillon by way of Kings Avenue. The Committee agreed there was an urgent need to improve access so as to provide for an increased tourist focus at Kings Park, and was satisfied that the proposals set out in this Variation would substantially achieve this aim.

CYCLEWAY : LAKE BURLEY GRIFFIN (VARIATION NO. 8)

11. This addition to the Plan will complete the cycleway around Lake Burley Griffin. The variation adds the final section of the cycleway from Kings Park via Jerrabomberra Wetlands to link with Barton. The cycleway has been planned to accord with the Wetlands Development Plan, and, when completed, will provide a significant national cycle circuit.

RESIDENTIAL SITES : PHILLIP (VARIATIONS NOS 9 & 10)

12. These variations will provide for access roads to enable the development of medium density residential sites at Swinger Hill, Phillip. These will complete the Swinger Hill development by providing some 80 to 155 residential units. The Committee was advised that the developers in conjunction with the NDCD, would determine the actual number of units, design standards etc, for the development.

ACCESS ROAD AND CAR PARKING : OXLEY (VARIATION NO. 11)

13. This variation deletes from the Plan an as yet unconstructed access road and parking area for a proposed small shop site not now to be developed. The site will instead be subdivided for standard residential blocks.

UNCONSTRUCTED ROAD : OXLEY (VARIATION NO. 12)

14. This variation deletes an as yet unconstructed road originally designed to service a proposed residential development. The land will instead be included in the surrounding Hill Reserve.

SERVICE AREA : WANNIASSA (VARIATION NO. 13)

15. This will delete from the Plan sections of Sangster Place to enable the construction of service and storage areas for the existing supermarket.

RESIDENTIAL SITES : KAMBAH (VARIATION NO. 14)

16. This variation will provide access roads to enable the development for residential purposes of vacant land at the junction of Athlon and Sulwood Drives. The Committee noted that 144 blocks would be developed in the area, and that these were expected to be released in late 1985 or early 1986.

CHISHOLM CENTRE : CHISHOLM (VARIATION NO. 15)

17. This addition to the Plan provides for access roads to proposed retail, commercial, municipal and community sites at the Chisholm Centre. The proposal includes sites for a 2500 sq m retail centre, a fire station, a service station, tavern, take away food shop, and club and church sites. The Committee noted that it was intended to release the retail centre and certain other sites for auction later this year.

RESIDENTIAL SITES : MACARTHUR (VARIATIONS NOS 16 & 17)

18. These variations provide for access roads and the extension of roads to allow development of further residential sites on land off Isabella Drive (10 sites) and off Jackie Howe Crescent (40 sites) Macarthur.

THARWA ROAD : THARWA (VARIATION NO. 18)

19. This variation provides for the gazettal of an existing section of road which had previously been de-gazetted in the 66th Series of Variations. This present gazettal is to regularise the continued use of the section of road due to the postponement of plans to construct a new bridge at Tharwa. The Committee was advised that current major upgrading work on the existing bridge would extend its life by a further 10 years. The Committee intends to pursue with the NCDC, future proposals for the replacement of the present bridge and details of design, location and costings, as a separate issue from this proposed Gazettal.

COMMITTEE COMMENT RE: RESIDENTIAL DEVELOPMENTS

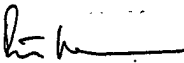
20. The Committee was pleased to note that several of the proposed Variations (Nos 2,5,9,10,14,16, & 17) related to proposed residential developments which would eventually yield approximately 1000-1100 housing sites. The Committee urges that land servicing work on these proposed sites should be expedited so that they can be released for construction at the earliest opportunity.

RECOMMENDATIONS

The Committee recommends:

- (1) That the 82nd Series of Variations to the City Plan be approved; and
- (2) That this Report and recommendation be transmitted by message to the Minister.

22 March 1984


(PETER VALLEE)
Chairman

Department
of
Territories
and Local
Government

National
Capital
Development
Commission

Seat of Government
(Administration)
Act 1910

**Proposals for Variation
to the Plan of Layout
of the City of Canberra
and its Environs**

82nd Series

**Briefing
Material
Public
Comments
and
Objections**

Prepared for the
Parliamentary
Joint Committee
on the ACT

Canberra
March 1984

SEAT OF GOVERNMENT ADMINISTRATION ACT 1910

PROPOSALS TO VARY THE PLAN OF LAYOUT OF THE
CITY OF CANBERRA AND ITS ENVIRONS (82ND SERIES)

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 No. S 81 of 1 March 1984. The material has been prepared for the public enquiry by the Joint Committee on the Australian Capital Territory into the 82nd series of variations.

These variation proposals were referred to the Committee for investigation and report by the Minister for Territories and Local Government in a letter dated 29 February 1984 pursuant to paragraph 1(a) of the Committee's instrument of appointment.

The 82nd series of variations comprise 18 items, all of which are being sponsored by the National Capital Development Commission.

Copies of all public comments and objections received as a result of the Department's publicity of the proposals are forwarded to the Committee.

MINISTER FOR TERRITORIES AND LOCAL GOVERNMENT
AND MINISTER ASSISTING THE PRIME MINISTER FOR
COMMUNITY DEVELOPMENT AND REGIONAL AFFAIRS

PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600

Mr K.L. Fry, M.P.
Chairman
Joint Committee on the A.C.T.
Parliament House
CANBERRA A.C.T. 2600

29 February 1984

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

Eighteen variations to the plan are included in this series. In accordance with normal procedures public participation will be encouraged through media releases, press advertisements and displays. All comments or objections relating to the variation proposals which are received by the Department will be forwarded to the Committee for consideration during its examination of the proposals.

Yours fraternally

TOM UREN

PUBLIC INFORMATION

As part of its policy to stimulate public interest in the proposals, the Department mounted displays showing the intended variations at the Belconnen Mall, Monaro Mall, Woden Shopping Square, Coleman Court, Dickson Library and the Public Library, Erindale Centre, Wanniasa. A display relating to the proposed variation in Tharwa was also mounted at Jeffery's Store, Tharwa. The Department also advertised the variations in the Canberra Times on three occasions.

MEDIA STATEMENT

Department of Territories
and Local Government

The Department of Territories and Local Government has announced eighteen proposed changes in the 82nd Series of Variations to the City Plan.

The changes provide for:-

- . *Addition of new roads and extension of existing roads in the suburbs of Macarthur, Kambah and Hawker to permit further development for residential purposes.*
- . *Addition of new roads in Lyneham to permit the development of Section 57 for residential and some community purposes.*
- . *Addition of new roads to enable the development of the proposed Chisholm Centre which is to include retail, other commercial, municipal and community facilities.*
- . *Modification of the road system in Bruce, Sections 4, 8, 9 and 20 to improve access to the National Sports Centre and associated proposed carparking.*
- . *Additions of new roads in Phillip to enable the development of medium density residential sites.*
- . *Deletion of parts of existing service roads associated with shops in Evatt and Wanniasa to permit the improvement of existing supermarket facilities.*
- . *Deletion of two unconstructed roads in Oxley which will in one area increase the area available for the hill reserve and in another allow for further residential development.*
- . *Modification of Wendouree Drive and the cyclepath associated with Kings Park, Parkes to improve tourist access and enable the provision of further facilities.*

- . Addition of new cycleway from Kings Park via the Jerrabomberra Wetlands to Bowen Park which will complete the recreational cycleway around Lake Burley Griffin.
- . Addition of an existing car park which gives access to existing and proposed community facilities in Scullin.
- . Minor road additions to enable access to the site for the proposed Australian Federal Police Headquarters on Section 61 City.
- . Addition of existing sections of Johnson Street and Tharwa Road which were degazetted in conjunction with the proposal to provide a new bridge. The life of the existing bridge will not be extended by approximately ten years postponing the need for a new bridge.

Twenty one days are allowed for public submissions or objections to the intended changes, which must be sent to the Department of Territories and Local Government. All submissions received by the closing date of 21 March 1984 will be forwarded to the Parliamentary Joint Committee on the ACT for consideration during their public hearing into the proposals.

The intended changes will be on display at Belconnen and Monaro Malls, Woden Shopping Square, Dickson Library, Cooleman Court and the Erindale Library, Wanniassa until the closing date for lodgement of submissions. Jeffery's store at Tharwa will also display details of the item concerning Tharwa. 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.

1 March 1984



DEPARTMENT OF TERRITORIES AND LOCAL GOVERNMENT

82ND SERIES OF VARIATIONS TO THE CITY PLAN

In the Gazette No 881 of Thursday 12.8.84 the Minister for Territories and Local Government, the Hon. Jack Urban, gave notice of his intention to vary the layout of the City of Canberra and its various City Plans. Members of the public who wish to lodge comments or objections on any of the proposals are invited to do so. All submissions must be lodged, in writing, with the Secretary, Department of Territories and Local Government, GPO Box 184, Canberra City, 2061, no later than 5.00pm on Wednesday 21-24.84. Submissions may also be lodged by hand at Room 365, South Building, Civil Office, London Circuit, Canberra City.

The proposed variations and any objections or comments received will be referred to the Parliamentary Joint Committee on the ACT which will conduct a public hearing into the proposals and will report to Parliament before the variations take effect.

Detailed drawings of all the proposed changes will be available at the Bassman and Manlyra Health, Weston Shopping Square, Connaught Court, Canberra Library, and the Public Library, Southside Centre, West-Beaumont. A display relating to the proposed variations in Tharwa will be at Jeffery's Book, Tharwa.

VARIATION 1

EVATT, McCure Place: Deviate from the plan of that part of McCure Place when forms part of the reserved area at the rear of Block 15 Section 21, to enable the extension of the existing sewerage main.

VARIATION 2

HANCOCK Section 1: Addition to the Plan of residential access roads off Murray Street to enable the development of 27 standard residential blocks under Section 1 Housing.

VARIATION 3

SCULLIN, Section 42: Addition to the Plan of an existing car park which provides access and off street parking to the South Hatch Centre and Community Hall. The car park will also provide access and parking to an existing site selected for an early child care education centre and community centre.

VARIATION 4

BRUCE, Sections 5, 6, 9 and 20: Addition and deletion of roads which will provide access to proposed car parks associated with the National Sports Centre on the western side of Lovering Crescent and improve access to existing car parking at the site. The road reservation of Lovering Crescent will be modified to provide dual carriageway to a carpark nearby.

VARIATION 5

LYTHEHALL, Section 57: Addition to the Plan of access and reserved roads to permit the development of Section 57 Lythehall for residential purposes including some community facilities.

VARIATION 6

CITY, Section 81: Addition to the Plan of an access road to the site for the proposed Australian Federal Police Headquarters Building on Section 81 and a new access to the London Circuit road reservation to provide a vehicular loop for the site.

VARIATION 7

PARKES, King Park: Modifications to the road reservation of Windward Drive and extension of the driveway in King Park to improve road access to the Carlton, the MALLS Canberra Museum, Grandstand Park and to enable the provision of further facilities at King Park.

VARIATION 8

KINGS PARK TO TOLONA PARK VIA WETLANDS: Addition to the Plan of a roadway from Kings Park, Parkes via the Wetlands Wetlands through to Barton linking with existing roadways in Tolonea Park and Seven Park, thus completing the existing roadway around Lake Burley Griffin.

VARIATION 9

PHILLIP, Sections 102 and 120: Addition to the Plan of roads to provide access to enable the development of medium density residential sites in Sections 102 and 120 Phillip.

VARIATION 10

PHILLIP, Sections 82 and 120: Addition to the Plan of roads to provide access to enable development of medium density residential sites in Sections 82 and 120 Phillip.

VARIATION 11

OSLEY, Road HOR and HOD: Deviate from the Plan of an unreserved access road and off parking area previously associated with a shop site on Section 48 which is now to be developed as standard residential blocks.

VARIATION 12

OSLEY, Road HED: Deviate from the Plan of an unreserved road originally designed to service residential development in part of Section 42 Osley. The area will now be redeveloped in the full reserve.

VARIATION 13

WARRAMBA, Sangster Place: Deviate from the Plan of two sections of Sangster Place, Warramba, to enable the construction of carvats and storage areas rearward by the existing

VARIATION 14

KAMBRAH, Section 499: Addition to the Plan of access roads to permit the development of approximately 12.5 hectares of vacant land in Section 499 Kambrah for residential purposes.

VARIATION 15

CHISHOLM, Section 875: Addition to the Plan of roads to access sites for retail, other commercial, residential and community uses to be located on the proposed Chisholm Centre. It is intended that the Chisholm Centre form include three blocks Drive, Precinct Street and one a residential at the intersection of Monmouth and Henry Crescents.

VARIATION 16

MACARTHUR, Section 204: Extension of an existing cul-de-sac to enable the development of a further 10 standard residential blocks in Section 204 MacArthur.

VARIATION 17

MACARTHUR, Sections 244 and 287: Addition to the Plan of roads to enable the development of a further 48 standard residential blocks in Sections 244 and 287 MacArthur.

VARIATION 18

THARWA, Section 8 and Tharwa Road: Addition to the Plan of a section of an existing road between Tharwa Road from the western Tharwa Bridge to the intersection of Tharwa Road. The result will be (depending on the 84th Series of Variations as part of the process) to provide a new bridge. However the site on the existing bridge is to be extended by approximately ten years' occupying the road for a new bridge.

Telephone inquiries should be directed to Mr H. Galloway on 68980 at 815 8, Priority on 40261.

1-84

This advertisement appeared in the Canberra Times on three separate occasions, Saturday 10.3.84 (erratum published 13.3.84), Wednesday 14.3.84 and Saturday 17.3.84

NOTES ON THE 79TH 81ST AND 81A SERIES OF VARIATIONS

On 28 February 1984 the Minister tabled a formal notice of variation in both Houses of Parliament for item 7 of the 79th series relating to the White Industries development. This variation, agreed to by the Committee, is now effective.

The variation proposal of the 81A series which will enable the enlargement of the office block component of the White Industries development was referred to the Committee on 11 January 1984. The Committee conducted a hearing as part of its investigations into the matter on 23 February 1984.

The outstanding variation proposal of the 81st series, variation 19 relating to Tharwa, was not considered as part of the 81st series at the Minister's request, pending detailed examination of the problems concerning water supply and sewerage disposal in Tharwa.

The National Capital Development Commission have confirmed that the results of these examinations preclude consideration of the proposal at this stage.

Soil absorption tests and sub-surface investigations in the area of Johnson Street, proposed for residential development, show that the area is unsuitable for waste water disposal by means of absorption systems. Other options considered were rejected on the basis of being uneconomic or unsuitable for the area and were not supported by Government authorities.

The examination also indicated that alternatives in providing a permanent water supply to Tharwa are not economically viable and the most desirable solution of providing water from Tuggeranong would not be feasible until development extended further south. Residents will therefore continue to be responsible for their own water supply.

Accordingly the Minister has informed the Committee that it is no longer his intention to proceed with the variation proposal.

EXPLANATORY STATEMENT

82ND SERIES OF VARIATIONS

VARIATION 1

EVATT, McClure Place: Deletion from the Plan of that part of McClure Place which forms part of the service area at the rear of Block 15 Section 31, to enable the extension of the existing supermarket.

VARIATION 2

HAWKER, Section 1: Addition to the Plan of residential access roads off Murranji Street to enable the development of 67 standard residential blocks within Section 1 Hawker.

VARIATION 3

SCULLIN, Section 43: Addition to the Plan of an existing car park which provides access and off street parking to the Scullin Health Centre and Community Hall. This car park will also provide access and parking to an adjacent site selected for an early childhood education centre and community creche.

VARIATION 4

ERDCE, Sections 5,8,9 and 20: Addition and deletion of roads which will provide access to proposed car parks associated with the National Sports Centre on the western side of Leverrier Crescent and improve access to existing car parks in this area. The road reservation of Leverrier Crescent will be modified to provide dual carriageways with a central median.

VARIATION 5

LYNEHAM, Section 57: Addition to the Plan of access and residential roads to permit the development of Section 57 Lyneham for residential purposes including some community facilities.

VARIATION 6

CITY, Section 61: Addition to the Plan of an access road to the site for the proposed Australian Federal Police Headquarters Building on Section 61 and a minor addition to the London Circuit road reservation to provide a vehicular layby for this site.

VARIATION 7

PARKES, Kings Park: Modifications to the road reservation of Wendouree Drive and relocation of the cycleway in Kings Park to improve tourist access to the Carillon, the RMAS Canberra Memorial, Grevillea Park and to enable the provision of further facilities in Kings Park.

VARIATION 8

KINGS PARK TO TELOPEA PARK VIA WETLANDS: Addition to the Plan of a cycleway from Kings Park, Parkes via the Jerrabomberra Wetlands through to Barton linking with existing cycleways in Telopea Park and Bowen Park, thus completing the recreational cycleway around Lake Burley Griffin.

VARIATION 9

PHILLIP, Sections 103 and 130: Addition to the Plan of roads to provide access to enable the development of medium density residential sites in Sections 103 and 130 Phillip.

VARIATION 10

PHILLIP, Sections 52 and 129: Addition to the plan of roads to provide access to enable development of medium density residential sites in Sections 52 and 129 Phillip.

VARIATION 11

OXLEY, Road HDR and HDD: Deletion from the Plan of an unconstructed access road and car parking area previously associated with a shop site on Section 46 which is now to be developed as standard residential blocks.

VARIATION 12

OXLEY, Road HEH: Deletion from the Plan of an unconstructed road originally designed to service residential development in part of Section 47 Oxley. This area will now be included in the hill reserve.

VARIATION 13

WANNIASSA, Sangster Place: Deletion from the Plan of two sections of Sangster Place Wanniasa to enable the construction of service and storage areas required by the existing supermarket.

VARIATION 14

KAMBAAH, Section 499: Addition to the Plan of access roads to permit the development of approximately 19.5 hectares of vacant land in Section 499 Kambah for residential purposes.

VARIATION 15

CHISHOLM, Section 575: Addition to the Plan of roads to access sites for retail, other commercial, municipal and community uses to be located in the proposed Chisholm Centre.

VARIATION 16

MACARTHUR, Section 394: Extension of an existing cul-de-sac to enable the development of a further 10 standard residential blocks in Section 394 Macarthur.

VARIATION 17

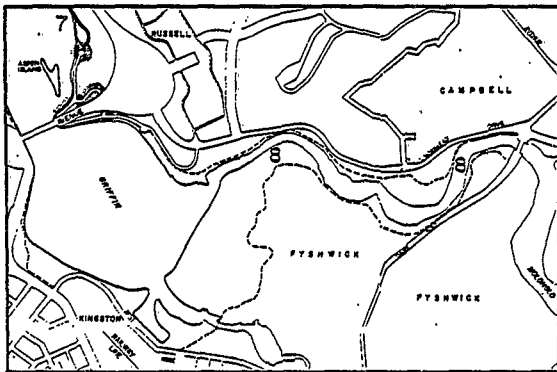
MACARTHUR, Section 344 and 391: Addition to the Plan of roads to enable the development of a further 40 standard residential blocks in Section 344 and 391 Macarthur.

VARIATION 18

THARWA, Section 5 and Tharwa Road: Addition to the Plan of a section of an existing road between Tharwa Street and Johnson Street and a section of the existing Tharwa Road from the historic Tharwa Bridge to the existing gazetted road. The roads were degazetted in the 66th Series of Variations as part of the proposal to provide a new bridge. However the life of the existing bridge is to be extended by approximately ten years postponing the need for a new bridge.

VARIATION 8

KINGS PARK TO TELOPEA PARK VIA WETLANDS: Addition to the Plan of a cycleway from Kings Park, Parkes via the Jerrabomberra Wetlands through to Barton linking with existing cycleways in Telopea Park and Bowen Park, thus completing the recreational cycleway around Lake Burley Griffin.



KINGS PARK TO TELOPEA PARK VIA WETLANDS
- CYCLEWAY ADDITIONS

1. Purpose

This proposal provides for the completion of the recreation cycleway system around Lake Burley Griffin.

2. Length

The total length of the proposed cycleway is approximately 8.6 km.

3. Estimated Cost

The estimated cost is approximately \$1.0M.

4. Existing Development

The area on the northern side of the Lake's East Basin and the Molonglo River is all part of Lake Burley Griffin's lakeside parkland which, although not gazetted has the status of public parkland.

The southern side of the river is largely undeveloped however, part of this section, to the south west of Dairy Road Bridge, is heavily used for fishing. Also on the southern side of the river, ACTEA has two stockpiles of fill, 60m x 60m, for construction of flood protection mounds across the Jerrabomberra Wetlands for the City East to Kingston 132kv transmission line.

The land between Molonglo River and Jerrabomberra Creek is leased for grazing purposes.

The Causeway Oval and Mundaring Drive-Newcastle Street are south of Jerrabomberra Creek. There are four developed blocks (the Department of Territories and Local Government's Lake Ecology Laboratory, Canberra Cruises and Tours (2) and the Department of Housing and Construction) between Mundaring Drive and Kingston Boat Harbour. Bowen Park on the south western side of East Basin is part of Lake Burley Griffin's lakeside parkland.

5. Proposed Development

It is proposed that the cycleway be developed from Kings Park by crossing to the lake side of Wendouree Drive just west of its junction with the new access road off Kings Avenue. The Kings Park cycleway links to the ramp on Kings Avenue Bridge from this crossing.

The cycleway will remain on the lake side of Wendouree Drive as it passes under the bridge and continues on through Grevillea Park. It will pass to the north of East Basin pavilion, away from the lake edge, to rejoin the shoreline behind a dense row of willows lining the banks in this area, the start of Molonglo Reach.

Below Mount Pleasant the route follows an existing gravel trail in close proximity to the river at the base of a high retaining wall which supports Morshead Drive.

The cycleway will generally be routed close to the river in the remaining Molonglo Reach area. Existing recreation facilities and drainage ways in some areas cause the route to be located further from the river bank.

However, because of the future realignment of Morshead Drive and its bridge crossings, the eastern section of the route follows fairly close to the river bank. The cycleway will cross the river on the new Dairy Road bridge.

The popular fishing spot south-west of the bridge has been considered in locating the route far enough away from the banks to allow fishing to continue uninterrupted.

The cycleway will move away from the river bank at the broad bend in order to protect an important riverine wildlife habitat.

It will then return to the river bank where it will remain until reaching the end of the existing water channels where it will turn south to cross Jerrabomberra Wetlands. The

route across the Wetlands has been determined in relation to flood protection mounds for ACTEA's City East to Kingston 132kv transmission line, existing causeways across the 'fingers' of water and views across the lake to the city and the new Parliament House.

A bridge will be required to cross Jerrabomberra Creek. After leaving the Wetlands the cycleway will be routed at the edge of the Causeway Oval. As the oval has a low level of use, no conflict is envisaged.

From the oval the cycleway will curve into the road reserve of Mundaring Drive and remain in the road reservation until it joins the existing cycleway at the Wentworth Avenue end of Bowen Park.

6. Particular Planning Considerations

It is desirable to limit road crossings. Three are required; in Kings Park near Kings Avenue bridge; in Grevillea Park near East Basin pavilion; and in Bowen Park near Mundaring Drive. A bridge will be required to cross Jerrabomberra Creek.

7. Environmental Considerations

Development of the cycleway will necessitate removal of a relatively small number of trees, including two-three mature poplars and four-six young poplars in Grevillea Park; some trees in Molonglo Reach; two-three poplars near Causeway Oval, and a row of casuarinas adjacent to Mundaring Drive. The proposed tree removals will not have either a significant visual or environmental impact.

The proposal will incorporate treatments to ensure stability and drainage control with particular attention to the special requirements for the Molonglo Reach and Jerrabomberra Wetlands areas.

The artificial water channels associated with the wetlands section of the cycleway will be carefully designed to minimise any hydraulic and ecological change to the existing wetland environment.

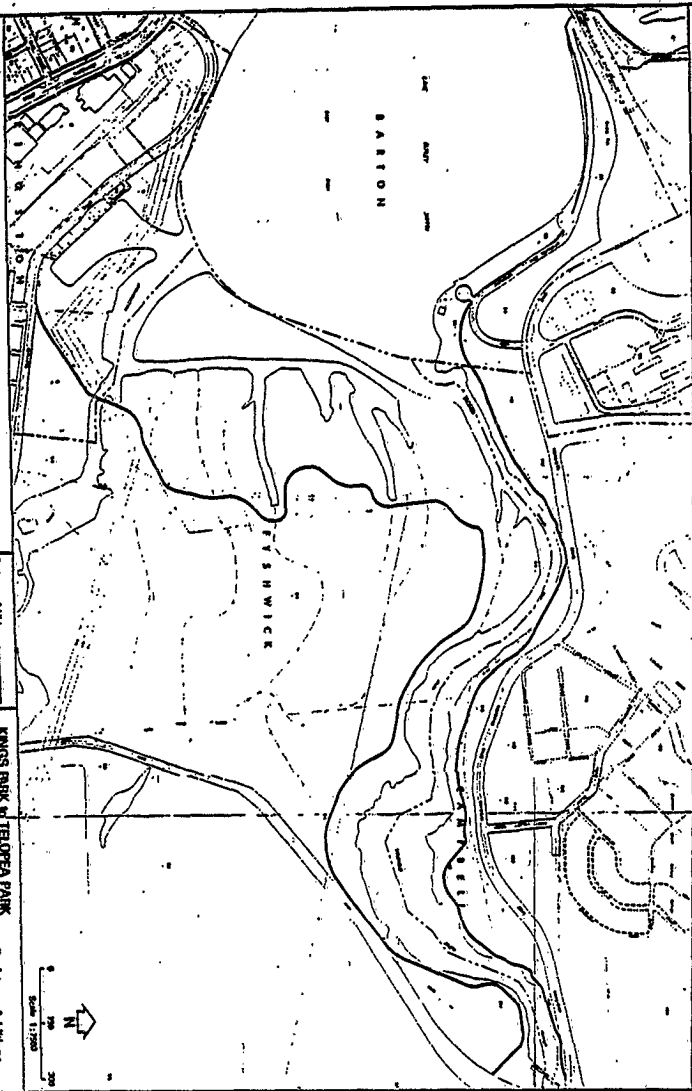
8. Public Consultation

The route of the proposed cycleway has been discussed with Pedal Power and the Canberra Ornithological Group. Pedal Power expressed the view that commuter cyclepaths should be established in existing areas ahead of this cycleway. However, this link will complete the recreational cycleway system around Lake Burley Griffin and is given a high priority because of the very large numbers of cyclists which will be attracted by the completion of the system.

The Ornithological Group while generally in favour of the proposed cycleway preferred a longer route which would directly connect with a proposed trail system for the Viewing and Interpretation area. The extra cost involved and a possible conflict between cyclists and pedestrians in the Viewing and Interpretation area mitigate against this alternative.

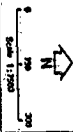


VARIATION No. 8



Openly Added
Openly Added
Openly Added

KINGS PARK to TELFER PARK
and WETLANDS
Openly Added



168

21 March 1984

The Secretary
Department of Territories
and Local Government
GPO Box 158
CANBERRA ACT 2601

Dear Sir

CITY OF CANBERRA: 82ND SERIES OF VARIATIONS

I write in response to the notice of the proposed variations to the plan of the City of Canberra as set out in the Special Gazette No. S81 of 1 March 1984.

I wish to object to part of the proposed Variation 8 as it appears in the Gazette.

I am concerned that the proposed cycleway through the area described as the Jerrabomberra Wetlands will have a detrimental effect on the quality of the Wetlands as a developing or evolving refuge for fauna.

I note from the maps that the cycleway will essentially follow the lake shore from near the Dairy Road bridge until it cuts across the land to the south to cross Jerrabomberra Creek. At present, I am aware that the only significant intrusions into the Wetlands are a series of power lines; however, these lines do not intrude into the Wetlands as far as the proposed cycleway.

I question the planned location of this cycleway, therefore, for two main reasons:

- (i) The route as proposed through the Wetlands does not follow the bank of the lake at all times; consequently, I do not see the need for the path to follow the bank for part of the time and for it then to wander through the inner area of the Wetlands. I believe that an adequate route and one which would give an appropriate recreation facility would be one which essentially follows the existing Dairy Road;
- (ii) Under the current plan, a rather substantial bridge would be required over Jerrabomberra Creek - as the crossing appears to be in the vicinity of where the power lines cross the Creek at present. From my knowledge of these matters, I estimate that this would be a rather expensive component in this cycleway - and, yet, one which could be ameliorated for no loss of amenity to the cycleway.

In summary, I register my concern that the cycleway, as planned, would intrude unnecessarily into the Wetlands and would, as a result, disturb the Wetlands as they now exist.

Yours faithfully

(T. R. McGhie)



National Capital Development Commission

220 Northbourne Ave., Canberra, A.C.T. G.P.O. Box 373 Canberra 2601, Australia
Telephone: 46 8211 Area Code: 062 Telegrams: Comdev Canberra Telex: 62672
All correspondence to be addressed to The Secretary and Manager.

In reply please quote: 83/1283 B Nesbitt:adp



Dear Mr Elder

Following the recent presentation by the Commission on the proposed cyclepath around the East Basin of Lake Burley Griffin the Committee raised a number of questions about possible disturbance to birdlife which might be caused by people using the cyclepath. Before coming to the specific information a general description of the project may be of interest.

The Wetlands were made at the time that Lake Burley Griffin was constructed and are a unique feature of Canberra. It is rare that such an extensive habitat is found so close to an urban area and is capable of offering so much potential for education and recreation. A survey carried out in 1982/83 showed that the Wetlands were supporting some 50 species of waterbird, some of which are rare. About half of these species are known to be found in other parts of Lake Burley Griffin, for example Acacia Inlet and Warrina Inlet.

The Commission initiated a Development Plan to conserve the Jerrabomberra Wetlands in the interests of education and recreation. Our intention was threefold:

- . The protection of the waterbird habitat by the construction of refuge areas.

- . The incorporation of essential works which if not carefully planned and constructed would adversely affect the potential of the Wetlands. The principal work to be constructed shortly is a 132KV transmission line to replace the existing 66KV line across the Wetlands.

.../2

This work will be undertaken by the ACTEA and is associated with the provision of an upgraded power supply to the Kingston sub-station and to the New Parliament House.

The development of the final section of the cyclepath around Lake Burley Griffin.

The problem to be resolved by the Development Plan was to enable an appropriate balance to be struck between the preservation of the habitats, especially those frequented by rare species, and accessibility for people to understand and enjoy this unique feature on the doorstep of Canberra.

The Wetlands are and will be subjected to pressures of change arising from their proximity to urban Canberra. For example, the eventual construction during the next three to five years of the Eastern Parkway will have some impact on the western edge of the Wetlands in the vicinity of Dairy Flat Road. Similarly, future bridge connections across the Molonglo River will create some disturbance to the existing environment on the north eastern edge of the Wetlands. The imminent construction of the new 132KV transmission line will cause much more significant disturbance. ACTEA intends to begin work to erect towers for this line in July. The towers will be high and will have substantial earth mounds constructed around their bases to protect them from flood-borne debris. ACTEA and the Commission are working to minimise visual and construction impacts of the transmission line but there is no doubt that considerable disturbance will arise during its construction over a period of six to eight months.

The Commission believes that it is possible to accommodate the general pressures resulting from urban development around the periphery of the Wetlands and yet preserve and conserve the habitat as an important scientific, educational and recreational feature.

The alignment proposed for the cyclepath was arrived at as a result of analysis by the Commission's environmental scientists, town planners and engineers in discussion with expert staff of the Department of Territories and Local Government. The Commission's objective in selecting a route was essentially to achieve a balance among the many competing interests in the Wetlands.

Not the least of these is the Department of Aviation whose concern arises from the existence of water bodies and the birds they attract so close to Canberra Airport. Available knowledge indicates that it would be possible to construct further habitats and large water bodies which may enhance the attraction of the Wetlands to some species. The Department of Aviation would resist significant increases in the size of the Wetlands because of the likelihood that more birds in the area will create a potential for hazards and aircraft bird strikes.

The options that were considered for the cycle route were:

- . An alignment along the lake edge across the Wetlands so as to continue the relationship between the cyclepath and the lake established by sections of the cyclepath constructed earlier.
- . An alignment on the eastern side of the Wetlands near to Dairy Flat Road, removed from the lake.
- . An alignment approximating that of the ACTEA transmission route with adjustments as required to maintain minimum distances and separation from the Wetlands proper.

A path along the edge of the lake was rejected on environmental and scientific advice because its impact would be direct and adverse on the most sensitive part of the waterbird habitat.

The route on the eastern side near Dairy Flat Road was rejected because of the proximity of part of it to Dairy Flat Road and the unattractiveness of this part of Dairy Flat for the cyclepath in comparison with the reaches of the Molonglo River and the glimpses that would be afforded of Lake Burley Griffin with an alignment further to the west. It is also relevant to note that one of the few vantage points for viewing the New Parliament House occurs on the proposed route near the north eastern end of the cyclepath just before it enters the Wetlands after traversing the section along the Molonglo River.

The route which is the subject of the gazettal variation was finally selected because the Commission judges that the compromise is a reasonable one and that certain advantages accrue from constructing the cyclepath at the same time and in the same alignment as the transmission line. It was felt that the location should meet the need of cyclists and people who would use the cyclepath to gain some experience of the Wetlands while yet offering a reasonable degree of protection to the Wetlands habitat.

It is known that waterbirds have lower tolerance of people and domestic pets, especially dogs, than of disturbance arising from general urban development or even the visible movement of vehicles on a roadway. Actual evidence of the effect of disturbance by people at various distances is unclear. It is interesting to note the results in this regard of a survey carried out during construction of the cyclepath bridge across Warrina Inlet at the western end of Lake Burley Griffin. The study found that:

- there was little change in the number of birds using the Inlet over the survey period
- breeding success was low, but this was a general condition affecting the whole area and arose from severe drought.

The principal conclusions that were drawn from the survey were:

- . the results did not provide a clear indication concerning the impacts on birds since the building of the bridge, which involved pile driving, was already underway at the time of the survey
- . the results did show that large numbers of birds continued to use the Inlet and that few significant decreases in species numbers happened
- . no obvious indications were found of serious disturbance or damage to habitat except that caused by the physical interruption of the bridge itself.

In addition to this particular study, which could not of course indicate long term impact, the Commission is reassured by experience with other locations in Canberra besides Warrina Inlet. In particular, Acacia Inlet and Tidbinbilla provide some experience of the ways in which it is possible to combine people activity with bird habitats. In the case of Tidbinbilla, interpretation areas have been constructed, as they are intended to be constructed in the Wetlands, utilising hides and pathways such that people may enjoy the birdlife without causing so severe intrusion as to diminish the quality of the habitat.

In applying these experiences to the Jerrabomberra Wetlands, particularly the cyclepath, the Commission sought the best means by which a physical separation could be constructed between the cyclepath and the refuge areas. Had the cyclepath been proposed further to the east, the land area would have provided the required separation. The intended route requires an effective physical break that will provide adequate protection by keeping out of the refuge people and animals who may otherwise damage the habitat. The proposed solution is the construction of a continuous moat system, details of which have been supplied to the Committee in earlier correspondence.

The effect of the moat system will be to physically segregate the refuge from the "mainland" and the interpretation areas. The refuge will become an island. The moats will be deep enough and wide enough to keep out people and animals. If there are people who are bent on getting into the refuge under any circumstances they cannot be absolutely prevented, regardless of the location of the cycleway. Access by boat will remain in any event.

The location of the cyclepath and the construction of the moat system are interrelated. The cyclepath can not be constructed on the proposed alignment without the moat; all the basic refuge protection objectives would be jeopardised if there were to be no moat.

Design details of the moat and its associated planting are still being investigated and discussed with DTLG officials and organisations such as the Canberra Ornithologists Group (COG). To date it appears that the best answers will lie in a combination of reed planting which will help make the moats even more impassable while at the same time screen the parts of the refuge areas nearest the cyclepath from the people using it. All of the vegetation in the Wetlands area must be designed to allow the passage of floods and this condition also points to the use of typical wetlands reed vegetation. We are confident on our experience elsewhere on Lake Burley Griffin Lake Ginninderra and Tidbinbilla that any chosen combination of wetland vegetation can be successfully established in the Jerrabomberra Wetlands.

As development planning and design work continue, the Commission's officers will engage in more discussions with organisations such as COG. Following the Committee's hearing on 10 May, COG wrote to the Commission in terms somewhat different to our understanding of their position prior to May 11, the date of their letter. The Joint Committee has a copy of this letter. Copies of the earlier minutes of a meeting with COG are enclosed.

In order to straighten out any misunderstanding that had arisen the Commission convened a further meeting with COG on 17 May and discussed the whole proposal including the cyclepath and its relationship with the refuge. COG's view is that it would be preferable to locate the cyclepath away from the refuge area. The Group feels that the moat system could well be an effective barrier but would prefer to maximise protection of the refuge by minimising access to it.

The Commission's view is that the general pressure of urban expansion in Canberra will gradually change the apparent remoteness of the Wetlands in any event. It would be better to respond to future change by constructing a Wetlands with adequate protection and accessibility now, so that people are educated about this superb asset on their doorstep and become interested in appreciating it is the right ways.

None of us actually knows the extent to which habitats of the kind existing at the Wetlands are adaptable to human disturbances. There is some evidence that the more common species (about half of those at Jerrabomberra) are fairly robust in this regard. Others may not be but their tolerance is not known so precisely as to be able to predict cause and effect relationships. The Commission believes the risks are manageable. With active management by DTLG of the refuge and interpretation areas and appropriate education of the public using this section of the proposed cycleway system it will be possible to achieve a balance among all of the different interests involved.

At an earlier hearing on this variation the Committee had insufficient time to receive a full presentation of the development proposals. It had been our intention to request a further hearing in order to make a presentation and to give COG an opportunity to comment. I understand this has now been arranged for 31 May.

Yours sincerely



B M BROWNING
SECRETARY AND MANAGER

21 May 1984

Mr D R Elder
Secretary
Joint Standing Committee
on the ACT
Parliament House
CANBERRA ACT 2600

CYCLEWAY - KINGS PARK TO BOWEN PARK

Meeting: To discuss with the Canberra Ornithologists Group the cycleway and its impact on the Jerrabomberra Wetlands.
23 Feb. 1984

Attendance: Brian Fitzgerald)
Chris Davis) COG
Henry Nix)
Helen Penkethman)
Gary Scott) NCDC
Janice Stanford)

Helen Penkethman gave a detailed description of the cyclepath alignment and the factors which were taken into account in its selection.

A number of issues were raised in the discussion following:

There is an important bird breeding area on the south bank of Molonglo Reach which should be protected. The location of any proposed parking area and pedestrian access should take this into account. Cyclists could be deterred from leaving the cyclepath by carefully placed shrub planting.

It is important to minimise disturbance 2-3 metres either side of the shoreline in areas such as Molonglo Reach. The provision of jetties will probably assist in discouraging dispersed use along the shoreline.

COG indicated that the moat solved many of the problems they had perceived in allowing cyclists near the bird refuge, and that the area available as a distinct bird refuge was adequate.

The success of the interpretation area on Jerrabomberra pool is dependant on the unrestricted movement of birds into the area from the refuge to the north. The location of the cyclepath and the bridge crossing as shown may interfere with this.

movement. It was recognised that an alternative route with a bridge crossing to the east of Jerrabomberra pool also presented problems. However, COG considered that this alternative was worthy of further consideration. It was pointed out that the current alignment was included in the forthcoming 82nd Series of Gazettals.

For similar reasons COG had concerns about the form and location of the Outdoor Education Area recognising that this was presented only as an option for future development.

The restraints which the pylons placed on the wetlands area were discussed. The use of the cyclepath for ACTEA maintenance was supported and suggestions made by COG concerning access to the pylons near the outdoor education area will be investigated further.

The possibility of the cyclepath following the Moreshead Drive alignment and crossing Jerrabomberra Creek upstream of the pool was discussed and the reasons for the rejection of this alignment were given.

COG indicated their support for the maintenance of the grazing regime on the meadows area, the fencing proposals and the possibility of grazing the area immediately adjacent to the cycleway.

SUMMARY

COG still had some concerns about the cycleway as expressed in discussion at the meeting. Having the proposals explained in the context of associated developments had overcome many of their original fears, particularly concerning intrusion into the bird refuge from the cycleway. The constraints affecting the alignment of the cycleway were recognised. The moat was considered to be a good solution to the problem of separating cyclists and birds.



National Capital Development Commission

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All correspondence to be addressed to The Secretary and Manager.

In reply please quote: B.NESBITT:ve
83/1283

Dear Mr Elder

At the Joint Committee meeting on 2 July, it was agreed that the Commission would provide more information to assist the Committee in arriving at a decision on the gazettal of the proposed cycleway from Kingston to Kings Park. The information requested was about the programme of works, costs, estimated usage, and the preparation of a development plan (with more detail about proposed planting) and a management plan.

The delay in gazettal has caused some delay in the programme but at present our intended works programme is as follows:

Final Design	-	March 1985
Committal of Works	-	June 1985
Completion	-	June 1986

The overall cost of the project is \$1.35M which includes substantial sums for elements which would be built in any event, regardless of the cycleway, because they form part of related projects.

Currently the estimated costs are as follows:

- cycleway, including earthworks pavement, and surfacing \$500,000
- bridge over Jerrabomberra Creek (required for the proposed interpretation facilities) \$330,000
- channel connections to create the moat \$300,000

Wendouree Drive access into Kings Park to allow part of the cycleway construction work to proceed concurrently.	\$220,000
	<hr/>
TOTAL	\$1,350,000
	<hr/>

There are a number of points to make with regard to these estimates. The cycleway would be about 8.6 km long on the alignment put forward for gazettal. As is clear from the above figures the actual cycleway construction cost is about \$500,000. The Jerrabomberra bridge is required and will be constructed for the interpretation facilities and is not a cost upon the cycleway project.

The channel connections are associated with the cycleway in the sense that the cycleway would not be constructed without the channels. If the Committee did not approve the cycleway, it may be that the channels might be constructed anyway. As the field inspection revealed the construction and access road built by ACTEA will ensure a potential walkway into the Wetlands from both ends after completion of the Jerrabomberra Bridge. Therefore, it may be desirable to construct the channels in order to ensure protection of the major part of the refuge by converting it to an island. This matter would need to be examined further in the light of the Committee's decision.

The Wendouree Drive element is a road connection into the western end of Kings Park which was approved by the Joint Committee in the 82nd Series. It is the Commission's intention to construct this road at the same time as the cycleway for reasons of efficiency and cost saving. Therefore the allocated \$220,000 is not a cost on the cycleway project but would be undertaken as part of the development of Kings Park.

It is difficult to estimate usage of the proposed cycleway. Since the link on the western side of Lake Burley Griffin over Scrivener Dam was completed, recreation and tourist cycling on the Lake cycleway has increased rapidly and consistently. The most recent count shows that weekend usage is approaching 600 per day on the section between the Yacht Club along the Yarralumla

frontage. In order to place this figure in context, the most heavily used segment of the whole metropolitan cycleway system is Commonwealth Avenue Bridge, which carried 556 cyclists per average weekday measured in June 1984. We estimate that usage of the proposed Wetlands cycleway will be in the order of 100-200 per weekday and about 250 per weekend day.

Completion of the Lake Burley Griffin cycleway has long been an objective of the Commission. Canberra's cycleway system is second to none and is regarded widely as the best example in Australasia of a network providing recreation, tourist and commuter travel as an alternative to vehicular means. The system compares favourably with European examples even in countries like the Netherlands, where cyclepaths are a part of the way of life. So highly is the Canberra system thought of that the Lake Burley Griffin cycleway has recently received a civic design award from the Royal Australian Institute of Architects, even though the project had not been nominated for such prestigious recognition.

The Committee was also interested to know how planting along the route could be arranged to screen cyclists from sensitive parts of the Wetlands refuge, yet preserve the openness and aspects from the cycleway which are attractive. Detailed work is now being undertaken on this matter and sketch plans will be made available to the Committee in about 3-4 weeks.

In relation to the preparation of a management plan, discussions are going on with the Department of Territories and Local Government. The Commission has offered staff resources to assist the Department to undertake the work and it is expected that an outline management plan could be available to the Committee at about the same time as a development plan showing the proposed planting in more detail.

Throughout the Committee's lengthy and detailed consideration of the proposal, the Department and the Commission have offered reassurances and a great deal of further information. In the Commission's case, the Committee's questions have resulted in some acceleration of development planning and aspects of detailed design in order to provide

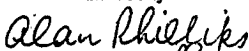
acceptable answers. Such information would not normally be obtained until design work was undertaken after gazettal approval.

If, despite all the information and assurances, the Joint Committee refuses approval to that section of the cycleway across the Wetlands, then we suggest a partial approval. The contested part of the cycleway is 2.75 km long, from the Molonglo River near Dairy Flat Bridge to the Jerrabomberra Creek. The remainder of the cycleway is 5.85 km long and has drawn neither objection to, nor questions from, the Joint Committee. Approval of the uncontested sections shown on the attached plan could be achieved if the Committee chose to approve the gazettal except for the portion across the Wetlands. In this event, the Commission would proceed with construction as planned upstream to the Dairy Flat Bridge and on the Kingston side to the proposed interpretation area. Neither the Commission's route nor the alternative suggested by the Ornithologists Group would be compromised as a result.

Should the Committee choose to resolve the matter in this way, the Commission would try again to achieve the required gazettal approval of its proposed alignment after further discussions with interested parties including the Canberra Ornithologists Group and DTLG. If a second attempt failed, the opportunity to complete the cycleway on the alternative but inferior alignment would remain.

If there is any further information which would help the Committee, please let me know. The additional information referred to earlier in this letter will be supplied as soon as it is to hand.

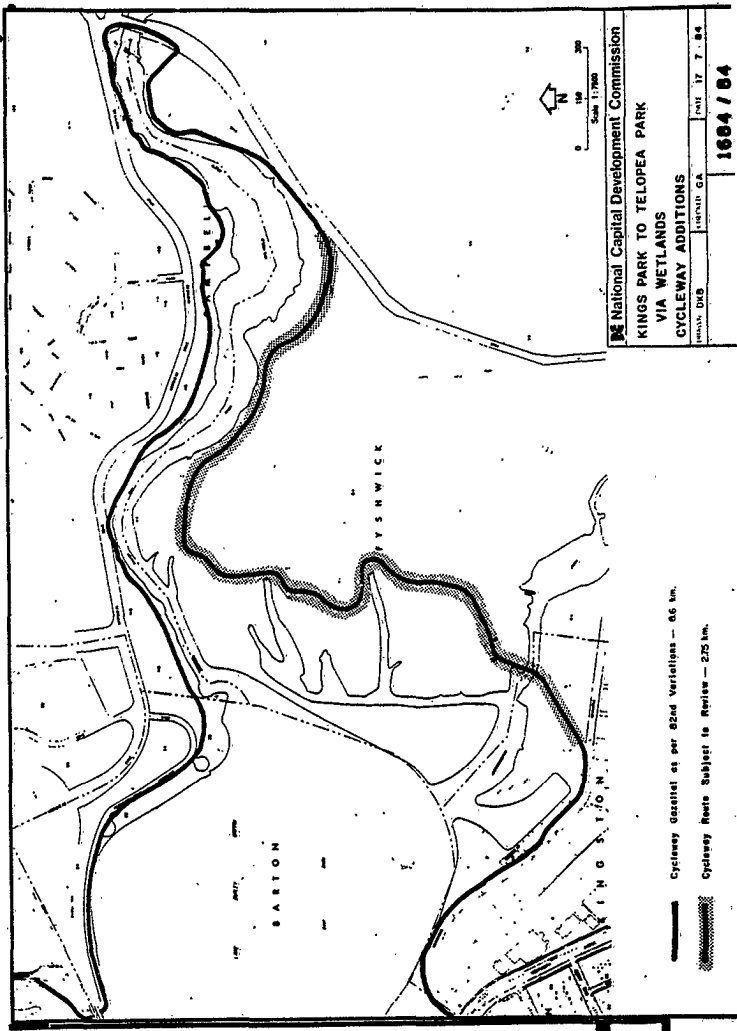
Yours sincerely



ALAN PHILLIPS
ACTING SECRETARY AND MANAGER

20 July 1984

Mr D.R. Elder
Secretary
Joint Committee on the ACT
Parliament House
CANBERRA ACT 2600



National Capital Development Commission
 KINGS PARK TO TELOPEA PARK
 VIA WETLANDS
 CYCLEWAY ADDITIONS
 DRAWN: DMB DRAWN: GA DATE: 17. 7. 84
1984 / 84

——— Cycleway Routes as per 82nd Verteletions — 6.6 km.
 [Hatched Line] Cycleway Route Subject to Review — 2.25 km.

BARTON

WYSNWICK

KINGSTON



Department of Territories and Local Government

G.P.O. Box 158, Canberra, A.C.T., 2601
Telephone: (062) 46 2211

Telephone:

In reply please quote:

Your reference:

Mr K.L. Fry
Chairman
Joint Parliamentary Committee
on the A.C.T.
Parliament House
CANBERRA A.C.T. 2600

Dear Mr Fry

At the public hearing of the Joint Parliamentary Committee on the A.C.T. held on 31 May 1984 you sought details of input by the Department of Territories and Local Government to the planning processes of the National Capital Development Commission in relation to the proposed cycleway from Kings Avenue to Bowen Park across the Jerrabomberra Wetlands.

During the period 1977 to 1981 departmental officers participated in discussions with their N.C.D.C. counterparts which culminated in preparation by the N.C.D.C. of the Report of the Jerrabomberra Wetlands Ecological Study Group (N.C.D.C. Internal Report No. 4/82) and the N.C.D.C. Jerrabomberra Wetlands Draft Policy and Development Plans which together outlined proposals for public access and waterbird protection in the area. No reference was made in either document to a cycle path adjacent to the restricted area.

Subsequently it was learned that consideration was being given within the N.C.D.C. to routing a cycle path through the waterbird refuge area. Written comment documenting concern over the proposal was provided by Conservation and Agriculture Section, D.T.L.G. to N.C.D.C. on 9 June 1983 (Attachment A).

During the second half of 1983 additional verbal advice on this matter was offered to N.C.D.C. officers but no further correspondence occurred until receipt of the N.C.D.C. Draft Development Plan for a Cycleway : Kings Park to Bowen Park dated 30 November 1983. In view of the prior

correspondence and discussions no further comment was made on environmental implications of the plan in the D.T.L.G. response forwarded to the N.C.D.C. on 3 January 1984 (Attachment B).

Subsequent documents relating to this proposal are attached as follows:

Attachment C

Letter D.T.L.G. to N.C.D.C., 1 February 1984, stating that several items, including the cycle path, required resolution before the Department could agree to their inclusion in the 82nd Series of Variations to the City Plan.

Attachment D

Letter D.T.L.G. to N.C.D.C., 8 February 1984, stating that the Department still had not agreed to the inclusion of the cycle path in the 82nd Series of Variations.

Attachment E

Copy of relevant section of minutes of D.T.L.G./ N.C.D.C. Liaison Committee meeting, 14 February 1984, at which the proposed cycle path was discussed.

Attachment F

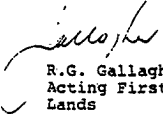
Copy of minutes of meeting between N.C.D.C. and D.T.L.G., 14 February 1984, indicating continuing concern at the proposed route of the cycle path.

Attachment G

Letter Secretary D.T.L.G. to Commissioner N.C.D.C., 22 February 1984, signifying D.T.L.G. agreement to the cycle route as proposed but stating that the Department still had significant concerns at the implications of the proposed cycle path and that it would prefer it to be routed away from the sensitive part of the Wetlands.

I trust that this information is sufficient for your needs.

Yours sincerely


R.G. Gallagher
Acting First Assistant Secretary
Lands

19 June 1984

Proposed Recreational Cycle Route - Jerrabomberra Wetlands

Comments by Conservation and Agriculture Section

Department of Territories and Local Government

The proposal to route a cycle path through the Jerrabomberra Wetlands is of major concern to Conservation and Agriculture Section as the management authority for the area. The proposed route is undesirable for two major reasons, namely:

1. a detrimental impact on a valuable wetland habitat which is an important breeding and refuge area for waterbirds and other aquatic fauna, and
2. a failure to take advantage of major landscaping works and other natural features in the area.

The disadvantage of the currently proposed route together with recommendations for a new route are discussed.

The Jerrabomberra Wetlands is a significant wetland area on which 173 species of birds have been recorded and which also contains significant populations of native water rats, platypus, insects, fish, amphibians and reptiles. A specialist group assembled to comment on issues associated with planning for the area, the Jerrabomberra Wetland Ecological Study Group, recommended that it should be managed to retain it as a primary wetland habitat. However, it also considered that with careful development much of the wildlife could be displayed to the public. Its comments are published by the National Capital Development Commission; Landscape and Environment Branch, Internal Technical Paper No. 4./82, April 1982. A Draft Policy Plan (DPP) was developed subsequently in the light of these comments. Significant proposals in the DPP were the identification of a refuge area (refer DPP) (Area A1) where public access would be restricted and a public viewing and interpretation area (Area A2). Major landscaping works have already commenced in area A2.

The proposed route of the cycle path conflicts with strong recommendations of the Study Group which are also supported by Conservation and Agriculture. If the path proceeds as planned it is likely to have the following impacts:

1. Cyclists would pose a major noise and obvious visual intrusion on the waterbirds in the A1 area. This is of particular concern during the breeding season when irregular intrusions could significantly effect the breeding success of the birds and may cause birds to leave the area. It was because of the likely impact of noise on this area that the Department has excluded power boating events in East Basin during the water bird breeding season - September to December. Much of the visual impact could be prevented by landscape planting but this could take several years to reach an adequate height and would do little to reduce noise problems.

2. Due to limited staff and the extensive boundary between the cycle path and Area A1 it would not be possible to adequately control the public in this sensitive area, particularly outside normal work hours. It was because of the need to closely control public movement in a sensitive wildlife area that the Study Group recommended that development for display mainly be restricted to the Old Causeway Waste Disposal area, even though the Waste Disposal site is poor for viewing much of the wetlands due to the position of the morning sun. To protect the wildlife in the refuge area the cycle path would need to be fenced from Area A1. However, unless the fence is manproof members of the public and the dogs often brought with them could easily enter the A1 area. If a manproof fence was erected it would present yet another major visual intrusion on the area.
3. The proposed route of the cycle path across Jerrabomberra Creek would bring cyclists into conflict with pedestrians wishing to view aquatic animals particularly waterbirds. Wildlife observation usually requires a quiet and cautious approach particularly for shy species such as platypus, marsh crakes, bitterns and small waders. The irregular passage of cyclists past the observation areas would disrupt these activities.
4. It is envisaged that should the airport be moved or technology developed whereby bird strikes were no longer a problem, much of the grazing zone would be developed as additional waterbird habitat by construction of islands and increasing open water areas. An established cycle path in the prime area for future development would severely limit these options.
5. Unless expensive raised water crossings are constructed the cycle path will disrupt water flow in the existing channels and probably change existing drainage patterns. Also the route of the path can be expected to be flooded and the path severely damaged at a frequency in the order of five yearly intervals.

In addition to the aforementioned undesirable features of the bicycle path route as proposed, the route itself is not particularly scenic, flat open land and a major power line easement and does not take advantage of the landscaped viewing areas already under development.

If the cycle path were routed across the grazing land adjacent to Dairy Road it would retain the views offered by the more westerly proposal and would enable the path to pass around Kelly's Swamp into area A2 behind the proposed plant screen, crossing Jerrabomberra Creek just downstream of the silt trap and to link up with the landscaped area on the Old Causeway Tip. This route would give recreational cyclists access to the prime water bird viewing areas of Kellys Swamp and Jerrabomberra Pool. The section of the route through the landscaped area would be similar to cycling through the Botanic Gardens and could be sited to minimise conflict with pedestrians.

It is strongly recommended that the proposed route of the cycle path be reviewed and amended in the light of these comments and recommendations.

B.H. Pratt
Director
Conservation and Agriculture

9 June 1983



Department of Territories and Local Government

G.P.O. Box 188, Canberra, A.C.T., 2601
Telephone: (062) 46 2211

Telephone: 46 3001
In reply please quote: 82/5145 PM:CC
Your reference: HP:RE

3 January 1984

The Secretary and Manager
National Capital Development
Commission
GPO Box 373
CANBERRA ACT 2601

CYCLEWAY: KINGS PARK TO BOWEN PARK

In response to your memorandum and attached Draft Development Plan of 30 November 1983, the Department offers the following comments for consideration.

(A) Technical Aspects

- 1 The Department is concerned at the potential for flooding and pavement instability in relation to the project. Details are required of the pavement construction standards. In particular we need to know if those standards will keep subsequent maintenance costs within reasonable limits.
- 2 It is suggested that in flood prone areas the pavement could be elevated above normal ground level with provision for adequate shoulders. Adoption of this proposal would require the construction of adequate concrete flood inverts to prevent any damming of floodwater. These inverts could be placed along the path at approximately 500 metre intervals and could double as crossing points for maintenance vehicles. The crossing points should be identified by appropriate markers. If inverts are constructed, transition requirements to ensure the safety of cyclists must be considered. Given the chance of flooding, safety provisions such as signs and gates may also need to be included.
- 3 Should the above proposals for crossing points be unacceptable it will still be necessary to reinforce and identify sections of the cycleway to allow access by approved vehicles to the Lake.
- 4 The Department also wishes to know how it is proposed to keep unauthorised vehicular traffic off the cycleways as the route and locale lend themselves to vehicular trespass. A repeat of the problems encountered at Ginninderra Peninsular would be undesirable. It is suggested that a suitable plant screen could protect the cycleway from indiscriminate crossing by vehicles, while also lessening the need for barriers.

- 5 As the cycleway will pass close to existing large poplars and willows, the Department considers that such sections of the path should be trenched to limit upheaval by surface roots.
- 6 The Department wishes to see detailed designs of those parts of the cycleway which either interface with other vehicular facilities or have a radius of less than 30 metres.

(B) Funding of maintenance work


- 1 It is noted that in recent discussions between the Department and the Commission, agreement was reached on the need for greater emphasis in 1904/85 on the construction of municipal facilities. Furthermore, due regard was to be shown to the relationship between funding for construction and funding for repairs and maintenance.
- 2 The Department has in recent years been unsuccessful in receiving adequate funds to maintain and repair existing assets to a standard recommended by the Department of Housing and Construction. This cycleway is likely to exacerbate the situation.

(C) Selection of recreational projects

- 1 This cycleway proposal is considered to be almost entirely a recreational facility. The Department questions the social costs and benefits of this project vis-a-vis alternate recreational options for Territory residents.
- 2 It is felt that further discussions need to be held with the Commission to assess overall recreational priorities for the ACT prior to any firm commitment being taken to proceed with this project.

In view of the above comments the Department is unable to endorse the Draft Development Plan at this stage.

Should you have any queries relating to these issues the contact officer is Mr Pat McQuin on 463001.


E. H. McGrath
for Secretary

2/1/84

- . Parkes - Kings Park - Road Additions and Deletions;
- . Kings Park to Telopia Park via Wetlands - Cycleway Additions;
- . Evatt - Maclure Place - Part Road Deletion

In addition to the above outstanding matters, further information was requested in relation to items concerning Road Additions, Section 61 City and Part Road Deletion, Sangster Place, Wanniasa. I understand that the Commission has undertaken to provide this information to Policy Co-ordination Branch.

If the Department and the Commission cannot resolve these matters by 7 February those items may have to be omitted from the 82nd series. Even if this deadline can be met, gazettal of the Minister's intention to vary the plan will not occur until at least the end of February.

R.G. Gallagher
First Assistant Secretary
Lands

1 February 1984

RETYPE FROM THE ORIGINAL

83/5778

Secretary and Manager
National Capital Development Commission
G.P.O. Box 373
CANBERRA CITY A.C.T. 2601

82ND SERIES OF VARIATIONS TO THE CITY PLAN

As you are aware two items to be included in the 82nd series of variations remain to be agreed by the Department.

I understand that the item concerning Bruce, Sections 5, 8, 9. and 20 will be the subject of a meeting between the Department and the Commission arranged for Thursday 9 February. I also understand that both this and the Kings Park to Telopea Park via Wetlands Cycleway Additions are to be discussed at the next Commission/Department Liaison Meeting on Tuesday 14 February.

In view of these arrangements to resolve the outstanding items it is now envisaged that the earliest possible gazettal date will be 7 March.

R.G. Gallagher
First Assistant Secretary
Lands

8 February 1984

It was agreed that discussions between the relevant areas would continue, that the NCDC would examine all other DTILG proposals and that at the next meeting of the Liaison Committee a presentation should be provided by the appropriate people in both organisations. It was further agreed that any outstanding proposals would then be resolved by those present at that meeting.

ITEM 3 : KINGS PARK TO BOWEN PARK CYCLEWAY

The meeting noted the view of the Department that, in terms of priority, community expectations may well be that funds should be diverted to other projects on the Minor New Works Program or in the provision of community facilities. It was the view of the NCDC that the circumnavigation of the Lake by the bicycle path was a highly desirable project. The Commission advised that considerable work in the area is to be undertaken by the ACTEA in connection with new high voltage mains and that the Commission would be able to utilise part of the access roads to be constructed by the ACTEA. The Commission also advised that funding of this particular project may be available as a Bicentennial project.

It was agreed that discussions between the two organisations would continue.

On a procedural matter for gazettal items it was agreed that if the Department has problems with the Commission's development intentions, which could not be resolved at officer level, the matter should immediately be elevated to Mentz/Latham or if necessary Secretary/Commissioner level for resolution. It was important that the gazettal timetable should not be delayed.

ITEM 4 : RETAIL FACILITIES IN THE TUGGERANONG VALLEY

The meeting noted the declaration by Mr Hedley of a pecuniary interest in the matter under discussion.

The Commission provided a detailed presentation on its current thinking on the provision of retail space in the Tuggeranong Valley and in particular its proposals for the Tuggeranong Town Centre.

The meeting was also advised that the Canberra Commercial Development Authority through its consultants had concluded that a major retail facility was required in Tuggeranong but that the proposed site at Erindale was unsuitable. The Commission had concluded therefore that

MINUTE PAPER

Attachment F

SUBJECT:

KINGS PARK TO TELOPEA PARK CYCLEWAY

REF: 82/5145
PM:CC

First Assistant Secretary
Community Services

First Assistant Secretary
Lands

First Assistant Secretary
Policy and Program Co-ordination

Assistant Secretary
Technical Services

I refer to the NCDC memorandum of 27 January 1984 on the above proposal and the meeting of 14 February 1984 between Commission and Departmental Officers to discuss the route and various technical issues.

Minutes of the above meeting are attached for your information. Areas requiring a copy of the NCDC Technical Paper Number 27 should contact Mr Pat McQuin (ex. 3086).

Following the joint DTLG/NCDC Liaison meeting, also held on February 14, the Department has agreed to proceed with gazettal of the cycleway. However, this does not imply endorsement of the Draft Development Plan and discussion with the NCDC on the separate issues of priority and maintenance funding will continue.

Cathy Parsons
Director
Transport and Planning

13 March 1984

KINGS PARK TO TELOPEA PARK CYCLEWAY

Report of a meeting between Departmental and NCDC Officers:
Tuesday, 14 February 1984, 9 a.m. Board Room, Tourist Bureau,
Jolimont Centre.

Present

Bob Wardron	NCDC (Programme Management)
John Mills	NCDC (Engineering Design)
Dermot Carvill	NCDC (Engineering Division)
Nick Everett	NCDC (Landscape Branch)
Helen Penkethman	NCDC (Town Planning Division)
Peter Johns	Policy Co-ordination
Allen Lee	Technical Services
Raelene Foley	Lands
Jim Laity	City Parks
Brian Bothwell	Traffic and Transport
Pat McQuin	Traffic and Transport
Bill Logan	Conservation and Agriculture
Mike Braysheer	Conservation and Agriculture
Brian Pratt	Conservation and Agriculture

Purpose

To discuss the route and various technical issues.

Matters Discussed

1) Route - Conservation and Agriculture was opposed to the proposed route between the East Basin Pavillion and the New Dairy Flat Bridge, as the cycleway was considered to be too close to the Lake, leading to conflict between cyclists and other users of open space.

NCDC Officers indicated that the route avoided a more serious conflict between cyclists and motorists, allowed for duplication of Morshead Drive on the Lake side of the present carriageway and avoided existing stormwater outlets.

Concern was expressed by Conservation and Agriculture over the dissection of the wetlands by the cycleway, with resultant problems of security and wildlife disturbance. Commission officers advised that the cycleway would be separated from the waterbird refuge area by a series of deep, interconnecting channels. The route across the wetlands would also make effective use of the mounds and access routes associated with the installation of the City-East to Kingston 132 Kv Transmission Line.

Conservation and Agriculture was concerned at the proposed removal of trees near the Lake Ecology Laboratory, but Commission Officers advised that these would in any case need to be thinned out.

2) Other issues -

- i) The NCDC was advised that the cycleway would need to be closed in late Spring/early Summer of each year when cattle were introduced to the wetlands to remove excessive weed growth.
- ii) The Department emphasized that the cycleway had to be designed to a standard which allowed its use by maintenance vehicles.
- iii) The bridge over Jerrabomberra Creek needed to provide a minimum clearance of at least 1.2 m, though 1.6 m was preferred. A drawbridge design was acceptable to the Department.
- iv) In the discussion of tree root invasion, City Parks agreed to provide control details to the NCDC.
- v) The Commission Officers agreed to provide plans of the proposed Morshead Drive duplication and additional copies of the Technical Paper 37 on Cycleways.
- vi) The Department was advised that a widened cycleway over the Kings Avenue Bridge was scheduled for 1984-85.

Mr Tony Powell
Commissioner
National Capital Development
Commission
GPO Box 373
CANBERRA

2601

Dear Mr Powell

JERRABOMBERRA WETLANDS - CYCLE PATH

At last week's Liaison Meeting, we discussed the cycle path which you propose to route through the Jerrabomberra Wetlands. I undertook to examine departmental objections to the route if they could not be resolved between our officers, noting particularly your concern to avoid delay in the processing of the 82nd series of variations to the City Plan.

As you are aware, my officers have made known their concerns at the implications of the proposed cycle path route on the birdlife, ecology and planned environment of the Wetlands area. Given the nature of the area and the proposed project to develop it further as a bird and wildlife haven, I must say that I support the need for a most cautious approach. I understand some adjustments have been made to the cycle path route as initially proposed and extra protection measures agreed which have tempered the initial objections, but concerns still remain.

The preferred departmental position remains quite clearly that the cycle path should be routed away from the sensitive parts of the Wetlands area through which it is now proposed to pass. However, given your assurances that all practical steps will be taken to protect the environment, the importance you place on the cycle path project and the implications of a delay in obtaining approval to the City Plan variations, I agree that the cycle path route proceed as proposed.

I must ask that the Department be consulted closely on all aspects of this project to ensure that impact on the area is minimized. It may be that some of the details of the Wetlands project may have to be reviewed.

Yours sincerely

Sgd. J. D. ENFIELD

J. D. Enfield

22 FEB 1984

Secretary

Recommended

J. 21/2

CANBERRA ORNITHOLOGISTS GROUP
PO Box 301, Civic Square, Canberra, ACT, 2608

11th May, 1984.

Mr David Elder,
Secretary,
Joint Committee on the A.C.T.,
Parliament House,
CANBERRA. A.C.T. 2600.

Dear Sir,

We understand NCDC has given some evidence to your Committee on "Variation item No. 8 of the 82nd Series of Variations."

Attached are two letters which the Canberra Ornithologists Group has sent to NCDC on the Cycle Path Proposal in the Jerrabomberra Wetlands area. We request that this material is presented to your Committee. We are also prepared to add to this material verbally, if given the opportunity.

I remain,

Yours faithfully,

J.B. FitzGerald.
President, Canberra
Ornithologists Group.

PHONE: 48.5140



Canberra Ornithologists Group

P.O. Box 301, Civic Square, Canberra, ACT, 2608.

Mr A.J.W. Powell, Commissioner
National Capital Development Commission
P.O. Box 373
Canberra City
A.C.T. 2601

30 December 1983

Dear Mr Powell,

As you will be aware, the Canberra Ornithologists Group has a longstanding interest in the Jerrabomberra Wetlands area, at the east end of Lake Burley Griffin. We were pleased to participate for several years in the work of the Jerrabomberra Wetlands Ecological Study Group, which N.C.D.C. convened in 1977 and which produced its final report, 'Jerrabomberra Wetlands: an ecological basis for planning and development', in April last year. Needless to say, we have watched the progress of the current Stage 1 of the wetlands development project with great interest, and we are delighted that the area is to be developed and managed in a way which will both retain and exploit its considerable ecological value and its excellent potential for environmental recreation and education.

Recently, some of our members who regularly visit the area have noted that a number of survey markers have been placed close to the core area of the wetlands, and they have expressed concern about the impact on the wetlands' waterbirds that an inappropriate development at the site of these markers would have. From enquiries I have made with officers of your Landscape and Environment Section, I understand that the markers denote a proposed route for the Dairy Flat section of the Lake Burley Griffin cycleway. Having now walked out the survey line, I believe that the concern of our members is well-founded, and that adoption of the proposed route would mark a significant deviation from the land use regime envisaged by the Ecological Study Group.

You will appreciate that, if the wetlands are to function effectively as a wildlife habitat, and particularly as a refuge and breeding site for the waterbirds of Lake Burley Griffin, it is essential that the habitat contains extensive areas in which the birds are not subject to human disturbance. In recognition of this need, it was proposed during discussions with the Ecological Study Group that the wetlands should be protected on the landward side by a buffer zone, i.e. a zone in which land use is of a type which protects the core waterbird habitat from undesirable outside influences. It was understood that the Dairy Flat meadows which lie between the wetlands and Dairy Road were to be developed and managed in a manner that would be compatible with them

also acting as a buffer zone; development of the area as a Model Farm has been suggested, and this would, in our view, be very satisfactory. Unfortunately, construction of a cycleway along the currently proposed route would very seriously compromise any such buffer zone, as it would provide the very access that it is the primary function of the buffer zone to deny.

It seems likely that, in proposing this route, N.C.D.C. has underestimated the amount of disturbance that the wetlands' birds would suffer from a cycleway. It is appreciated that in human terms, and no doubt according to traditional planning criteria, a cycleway would be considered to be a very low impact development. However, when planning for wildlife, traditional, human-based, criteria have little relevance. For example, there are many examples of prime waterbird and shorebird habitats being situated immediately adjacent to major industrial developments (provided these are non-polluting) or in regions where noise levels are very high (e.g. next to major airports), i.e. in environments that would be regarded as very unpleasant, perhaps even intolerable, for humans. On the other hand, waterbirds are very severely disturbed by the close approach of humans and their pets - harassment by inadequately controlled dogs, and to a lesser extent by children, is a particularly serious problem. Thus the proposed cycleway, by encouraging large numbers of visitors, together with their dogs, to pass closely by the core area of the refuge, must be regarded as a very high impact development in the present context. In contrast, construction of, for example, a pipeline, or even a noisy conveyor belt, along the same alignment, while unsightly to humans, would have relatively very little impact on the waterbirds. A particular problem with a cycleway is that it is, *de facto* if not *de jure*, a public right of way: unlike the public access paths at the Ridgibilla waterbird ponds, for example, there will be no prohibition of dogs, and no possibility of closing the path at night or when the refuge ranger is absent.

It is the need to reduce human disturbance to a minimum that makes the Model Farm proposal for the Dairy Flat meadows so attractive. A farm adjacent to the wetlands, without the intervening cycleway, would provide an excellent buffer zone which would reduce human disturbance to the refuge area to a minimum. The presence of stock, and of the farm's staff, would strongly discourage trespass and the running of dogs, while visitors to the farm would no doubt be effectively supervised and kept away from the wetlands. Moreover, continuity of habitat with the wetlands would be excellent, and doubtless many waterbirds would visit and feed on the wetter parts of the meadows, as they do at present. Construction of the cycleway along the alignment presently proposed would completely compromise the effectiveness of the meadows as a buffer zone.

It is understood that, instead of the buffer zone, a moat is to be constructed in an attempt to *minimise access* into the refuge. This is certainly welcome, and it will probably result in the wetlands retaining some value as a refuge habitat, although the effectiveness of a moat against uncontrolled dogs must be doubtful. However, even with the moat, the presently ~~proposed~~ proposed route runs much too close to the wetlands core area. Indeed, the impression is given that an attempt has been made, especially at the northern end of the wetlands, to push the route as close to the refuge as it could possibly go. It is hard

not to believe that the proposed route reflects a lack of sympathy for the wetland refuge concept, and a determination to minimise the area it occupies; certainly, the degree of disturbance to the waterbirds that will be caused by humans and dogs regularly passing by at distances of only 20 m or so does not seem to have been taken adequately into account.

It is also understood that the proposed route reflects in part the need for vehicle access into the wetlands to service electrical installations. Such access would probably be relatively infrequent, and the disturbance it would cause would be small in comparison with that due to the public use of the cycleway. It would therefore be much more satisfactory if the cycleway could be relocated well back from the wetlands and separate low-cost access tracks provided to the installations; these tracks should be kept locked and made impassable to pedestrians when not in use.

In conclusion, the Canberra Ornithologists Group therefore asks you to reconsider the currently proposed route for the cycleway, and to select instead a route which shows greater appreciation of the special needs of a waterbird refuge, and which is compatible with the concept of the refuge being protected by a buffer zone. We would be pleased to discuss possible routes with your staff, and to help to assess the impact of these routes on the wetlands' waterbirds. Indeed, although the Ecological Study Group has now been wound up, we remain both willing and keen to provide any specialist ornithological knowledge that may be useful in the planning and development of this area.

Yours sincerely,

V.A. Drake

V.A. Drake
(President)

11 May 1984

Mr B.M. Browning,
Secretary and Manager,
N.C.D.C.,
G.P.O. Box 373,
CANBERRA A.C.T. 2601

Your ref. 83/1635 J. Stanford: AL

Dear Mr Browning,

The Canberra Ornithologists Group (COG) appreciated the opportunity for full and frank discussion on proposed development of a cycleway through the Jerrabomberra Wetlands and we accept the summary minutes as a fair report of that discussion. However, we retain the concerns expressed in our letter of 30 December 1983. Of greatest concern is the fact that so much planning and design of structures in a highly sensitive natural area had been completed before we became aware of it. We were not informed of these plans and our meeting resulted from representations made by us when we did learn of plans for the cycleway.

At the meeting on 23 February 1984 with your officers we were presented with detailed plans and designs and were led to understand that these were firm and essentially not-negotiable, except for relatively minor adjustments. We accepted that the proposed cycleway alignment was preferable to a lake shore alternative, but we would have preferred a re-routing around the wetlands. The moat concept allayed some of our worst fears, but the moat will have to be wide enough and deep enough to act as a significant barrier. More importantly, we remained most concerned about the proposed bridge alignment which will place a barrier between the refuge areas and the Jerrabomberra Pool area which is being developed for viewing of wetland birds. It also provides very ready access directly into the wetlands refuge area for human and domestic pet intrusion.

We also expressed concern about the emphasis on high intensity recreation (parking areas, barbecues) development along the south bank of the Molonglo Reach. Such development ultimately will destroy the very amenity that people visit the area to enjoy - from the north bank! That is, abundant and diverse waterfowl, water-rats and platypus.

Unfortunately, none of our officers noted the advertisement for the public hearing by the Parliamentary Joint Committee on the A.C.T. Even so, it is possible that we would not have wished to give evidence, acting on good faith that our concerns and suggestions had been taken into account by your officers. Always we have acted on the firm conviction that consultation is preferable to confrontation. Our working relations with the Commission have been amicable and

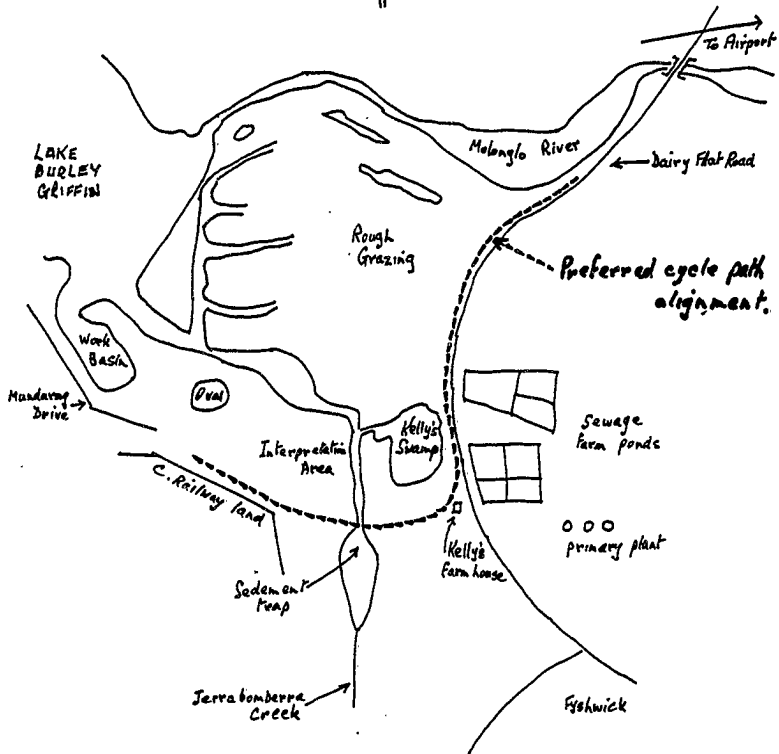
positive and we wish to keep it that way. However, we now understand that the Parliamentary Joint Committee hearing has been held and we wonder whether any of our concerns and suggestions found expression? We do have concerns! We are not and have never been supportive of the proposed cycleway alignment. Given that the cycleway was presented as a fait accompli, we did support the various planning devices to ameliorate its effects. It would be a complete disaster if the cycleway was built without a moat.

We are not unmindful of the difficulties confronting the planner in the face of full public discussion and the difficulties of reconciling diverse views. We think that you must agree that we have not been unreasonable in all our dealings with your Commission. But, the Jerrabomberra wetlands has the potential to be a world-class refuge and public-viewing area, using suitable structures such as hides. Already, without any planning assistance, it is possible to see most of the wetland bird species of southern Australia. With intelligent planting and access it can be enhanced manifold. With the proposed cycleway alignment, at one stroke, you have made that goal unlikely to be attained. Recreation provision by all means! But a relatively small gain for cyclists (at very great cost) may result in a serious devaluation of the area as a wetland bird refuge. Many species will not be affected, but these are relatively common and can be viewed easily elsewhere on the Canberra Lakes.

Rather naively, we had accepted that the cycleway alignment was not negotiable and responded in good faith. Now, it seems, that the Parliamentary Joint Committee on the A.C.T. has some powers that could modify this. Presumably, because we missed that hearing, we have no further recourse in this matter; but we intend to explore possibilities, and are seeking a copy of the Hansard report of the hearings. We regret that this has to be so and accept that it is as much due to our lack of understanding of A.C.T. planning regulations as it is to any act of commission or omission on your part.

Yours sincerely,

G.B. Fitzgerald
 (G.B. Fitzgerald)
 President, COG



Vegetation not shown

Scale 1/15000