

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-FIFTH SERIES

AUGUST 1985



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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
- (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.


MEMBERS OF THE COMMITTEE

Chairman  
Deputy Chairman  
Members:

Mrs R. J. Kelly, MP  
Senator M. E. Reid  
Senator P. J. Giles  
Mr J. V. Langmore, MP  
Senator A. W. R. Lewis  
Mr F. S. McArthur, MP  
Senator J. P. McKiernan  
Mr J. R. Sharp, MP  
Mr J. H. Snow, MP  
Mr K. W. Wright, MP

Secretary

Mr Bjarne Nordin



## RECOMMENDATIONS

The Committee approves Variations 1, 2, 3, 4 & 5.

With regard to Variation 2, the Committee is concerned about traffic flows and accident figures at the Bowen Drive/Brisbane Avenue intersection. Therefore, approval is given on the basis that the National Capital Development Commission and the Department of Territories satisfy themselves that proper arrangements are made for the intersection, taking into account present and anticipated traffic flows and accident rates.

Approval is given for Variation 3, relating to the Tuggeranong Town Centre project, while concern is expressed about potential pollution hazards affecting the Murrumbidgee River as a result of pressures associated with the construction of the Town Centre. The Committee recommends that the Department of Territories, in the initial stages of development of the project, institute effective monitoring procedures to prevent pollution of the Murrumbidgee River and that funds be made available for this purpose.

The Committee is also conscious of the level of expenditure involved in the construction of the Town Centre and is aware that recovered costs will be absorbed in consolidated revenue and may not directly benefit residents of the ACT. Therefore, consideration should be given to making costs associated with the second stage of the project part of the development package for private developers without delaying the development timetable.

## INTRODUCTION

1. In the Commonwealth of Australia Gazette, 23 April 1985, the Minister for Territories, the Hon, Gordon Scholes, 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 details of the variations are discussed in the body of the report. Members of the public were invited to lodge objections in writing with the Secretary of the Department of Territories within 21 days of the publication specifying the grounds of those objections.

2. As part of its policy to stimulate public interest in and discussion on the proposals, the Department of Territories advertised the variations in the Canberra Times on 4 occasions between 27 April and 8 May 1985. Displays showing the proposals were arranged by the Department at the Belconnen Mall, Monaro Mall, Woden Shopping Square, Cooleman Court, Dickson Library, and the Erindale Centre Public Library, Wanniasa.

3. On 22 April 1985, pursuant to paragraph 1(a) of the Resolution of Appointment of this Committee, the items contained in the Minister's proposals and designated the 85th (Special) 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 a public hearing on the proposals on 21 June 1985. Twenty-two witnesses appearing as individuals, representing eight organisations, appeared at the hearing. A list of the witnesses who appeared before the Committee is at Appendix II. The transcript of evidence given at that hearing 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 in representing the views of the citizens of the ACT and invited a representative from the Assembly to provide comments on the proposed variations at the public hearing. 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 85th Series of Variations to the City Plan. The House of Assembly Committee report is at Appendix III.

7. The House of Assembly Standing Committee has recommended that all variations in the 85th Series be agreed to. It does, however, have some reservations about the arrangements to protect the Murrumbidgee River from urban run-off caused by the establishment of the Tuggeranong Town Centre before Lake Tuggeranong is constructed.

8. The National Capital Development Commission and the Department of Territories supplied jointly prepared briefing notes which set out the background to the variations. These briefing notes 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 variations 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.

9. The cost involved in the proposals dealt with in this Report is approximately \$55.1 million of which the major item of expenditure is infrastructure for the Tuggeranong Town Centre.



## 85TH SERIES OF VARIATIONS

### Variation No. 1 - Belconnen, Section 65

10. This Variation proposes the deletion from the City Plan of Philips Place, an existing access road and parking area. The proposed deletion will enable the area to be included in the site identified by NCDC for the development of the third secondary college in Belconnen.

11. Philips Place provides access to a Canberra College of Advanced Education student residential facility, known as Arscott House, and to a small public car park giving access to the John Knight Memorial Park.

12. The proposed college is a two-storey building with a floor space of 10.500 square metres set on 2.23 hectares.

13. Following extensive consultation between the Commission, the ACT Schools Authority and other interested groups, the Minister for Education and the Trades and Labor Council of the ACT agreed to support development of the site.

14. The Ginninderra Community Council and the Canberra College of Advanced Education have both objected to the proposal.

15. The Ginninderra Community Council is opposed to any further building on Section 65 and favours the gazettal of this land as open space. The Council believes that the site proposed by the NCDC on the Southern portion of Section 65 will have the effect of a high enclosure or "wall" thus alienating this open space and blocking views of the Lake.

16. The CCAE is concerned about the development of the pathway linking the CCAE to the Belconnen Town Centre and the loss of the tennis courts at Arscott House and voiced criticism about early lack of consultation by the NCDC. The NCDC has now conducted separate discussions with the CCAE about this proposal.

17. The Commission informed the Committee that alternative access and parking for Arscott House will be provided from Aikman Drive and alternative visitor parking for the John Knight Memorial Park is to be provided from Townsend Place to the North of the Park.

18. The Committee was told that a number of locations for the proposed college had been considered. The site chosen meets the access requirement of being close to a transport interchange so as to cater for the existing population of Belconnen. It will also, during the early life of the college, provide direct transportation links to the first settled areas of Gungahlin thereby affording direct access to the college from this new town.

19. Section 55, suggested by the Ginninderra Community Council as an alternative site for the college, is considered by the Commission as unsuitable because of topographic constraints.

20. The transport links to other proposed sites were not considered to be satisfactory. In terms of college use by the community, the proposed site is in an advantageous position in that it is close to the bus interchange and the commercial centre of Belconnen.

21. A public promenade will be created by the proposed eight metre setback of the building from the lakeshore. Officers of the National Capital Development Commission informed the Committee that tree planting and substantial landscaping will be carried out to soften the visual effects of the proposed buildings.

22. An officer of the ACT Schools Authority told the Committee that the Authority believes that the priority to build a third secondary college in Belconnen was more urgent than to establish a college in Tuggeranong. The Committee was provided with projected enrolment figures from 1986 to 2000. (Appendix V).

23. The estimated cost of the college at May 1985 prices is \$12 million. The Committee approves the Variation and notes that criticism made concerning inadequate consultation with the CCAE regarding the site has now been remedied.

Variation No. 2 - Barton, Section 6

24. This Variation proposes the deletion of part of the road reservation at the North-West corner of the Brisbane Avenue and Bowen Drive intersection so that it may be included in the site for the planned Salvation Army National Headquarters.

25. The Commission considers the site to be slightly too narrow to accommodate an office building. The degazettal affects 500 square metres of existing road reservation. There is no cost involved.

26. The proposed development will provide approximately 3000 square metres of floor area on 3/4 storeys and will provide all car parking on site, with one car space for every 33 square metres.

27. Mr S.P.K. Brown in his submission is not opposed to the proposal, but suggests that the Committee give some consideration to possible rearrangements of the Brisbane Avenue/Bowen Drive intersection. A submission from T. & G. Snow objects to the proposal on town planning and architectural grounds.

28. The proposed Variation, which is a minor increase to the site, allows for 20 metres of verge to be maintained between the boundary of Bowen Drive and the edge of the site. The development will face Brisbane Avenue and have access to Brisbane Avenue.

29. The Commission believes that the proposed reduction in the road reservation will not limit future options for rearrangements of the intersection to improve traffic safety.

30. Mr George Snow, an objector to the proposal representing T. & G. Snow, believes that the Variation will create a substantial traffic hazard and severely compromise the landscaping verge to Bowen Drive.

31. Maunsell and Partners Pty Ltd, in their submission, support Mr Snow and believe that with the completion of the New and Permanent Parliament House, redevelopment of Barton, development of additional offices in the Parliamentary Triangle, combined with the expected construction of the Eastern Parkway, traffic flows will dramatically increase along Bowen Drive and Brisbane Avenue.

32. The National Capital Development Commission told the Committee that Brisbane Avenue is essentially a local distributor road, not an arterial road carrying through traffic. If a build up of traffic were to occur, improvements and controls would be carried out at both ends of Brisbane Avenue.

33. Discussion at the public hearing concerning traffic flows and accident figures at the Bowen Drive/Brisbane Avenue intersection indicate that there is some conjecture about the extent of traffic problems experienced at this location. Accident figures provided by NCDC do not quite match those supplied by the Department of Territories. Nevertheless, the Committee is of the view that, despite remedial work on the intersection carried out by the Commission in 1984, this intersection still has an unfortunate accident record and this is not likely to improve with the construction of another institution on this site.

34. The Committee is aware that construction of the proposed building can proceed without approval for this Variation but it is not considered that withdrawal of approval would serve any real purpose in terms of mitigating traffic flows.

35. Therefore, the Committee approves the Variation on the basis that the NCDC and the Department of Territories satisfy themselves that proper arrangements are made for the intersection, taking into account present and anticipated traffic flows and accident rates.

Variation No. 3 - Tuggeranong Town Centre

36. This Variation provides for the addition of roads to access and serve the proposed Tuggeranong Town Centre site and deletion of roads previously added to the Plan no longer required.

37. The National Capital Development Commission's metropolitan planning policy provides for the development of a major town centre for each of Canberra's new towns to provide significant employment opportunities, higher order retail and commercial facilities, and to act as the focus for community, leisure and recreation activities.

38. In accordance with this policy, the first planning studies undertaken by NCDC for Tuggeranong Town Centre commenced in the early 1970's. Following the initial planning work a number of actions were undertaken, including gazettal of the first stage of the road network, construction of two buildings (Telecom and Australia Post) and advance planting, particularly on the Urambi Hill/Stranger Hill spine.

39. As a result of the decline in Canberra's growth in the late 1970's and early 1980's, further development of the Town Centre did not proceed.

40. An upturn in Canberra's economy in 1983 led to increased growth rates, additional population and subsequently greater demand for retail, commercial and community facilities, particularly in Tuggeranong.

41. In February 1984, the Minister for Territories and Local Government announced that the Canberra Commercial Development Authority (CCDA) would construct a centre of 24,000 square metres on the Town Centre site, and that additional land would be reserved for expansion of the shopping centre to

40,000 square metres. The retail development would act as a catalyst for the development of the Town Centre. The Centre would also include support retail and service trades uses, government offices and community and recreation facilities.

42. On 13 May 1985, Mr Gordon Scholes, Minister for Territories, announced that in the current budgetary climate, the Government was unable to provide the necessary funds to the CCDA to undertake the development and it would not expect this situation to alter in the foreseeable future. In his press release, the Minister stated that "The private sector will therefore be invited to build and operate the retail mall and other elements of the Town Centre including, in Stage 1, one of the biggest private office buildings in Canberra, two service stations, a secondary retail and service trades area, and other commercial developments".

43. The National Capital Development Commission will undertake construction of the roads and other infrastructure development including:

- . the servicing of the retail mall, other retail and commercial sites, and associated car parking;
- . the extension of Erindale Drive and a bridge over the proposed Lake Tuggeranong to provide initial access to the Town Centre;
- . the extension of Isabella Drive and Drakeford Drive and associated hydraulic works; and
- . construction of access roads to the Town Centre from the South.

44. The Town Centre site lies between the proposed Lake and the Murrumbidgee Corridor, and between Pine Island Road and Tuggeranong Creek/Athllon Drive. The site contains a small ridge which forms the natural boundary to the two main drainage catchments. Land to the East will naturally drain to the Lake and to the West directly to the river.

45. The Town Centre is confined within the catchment that drains to the Lake. The intention is to drain effluent to each end of the Lake so that the water quality in the main part of the Lake can reach a standard adequate for a number of recreation activities.

46. The Lake is the key element in the Town Centre development, its main purpose being water quality control. However, because of budgetary constraints it is not possible for the Lake to be completed before the start of construction of the Town Centre.

47. The Commission informed the Committee that it is possible to avoid direct run-off from the Town Centre to the Murrumbidgee River by use of a series of diversion drains which intercept all run-off from the Town Centre and direct it to the Lake. Development should be limited to low intensity institutional uses which are developed in accordance with point source retention of any associated run-off.



48. In order to prevent pollution by urban run-off from the Tuggeranong Town Centre to the Murrumbidgee River prior to the completion of the Lake, the National Capital Development Commission proposes a three tiered approach:

- (1) The contractor will be required to progressively stabilise work as the work in the area proceeds so that there is a minimum of area exposed to the wash-off of soil, sediment and other pollutants during that period;
- (2) "Off stream ponds" will be constructed to absorb the run-off from the works area. The capacity of these ponds will be sufficient to fully retain up to a one in five-year run-off event. This will achieve the standards set down in the Water Pollution Ordinance;
- (3) Retention of the grassed area along Tuggeranong Creek as a buffer strip.

49. The Department of Territories informed the Committee that it was satisfied with the interim measures proposed by the Commission. Provided that the contracts clearly specify certain control measures and that the Department has the capacity to monitor them.

50. During the inquiry an officer of the Department told the Committee that no funds would as yet be available to carry out the required monitoring but that an approach would be made to obtain the necessary funds. The Committee recommends that funds be made available for the Department to carry out its monitoring procedures. Estimated cost is \$100,000 per annum during the construction stage.

51. The Commissioner for the National Capital Development Commission, Mr Powell, told the Committee that unless pollution control measures were implemented, the full impact of pollution, such as siltation, bacteria development, oil spillages etc generated by the urban development in Tuggeranong would affect the whole downstream system of the Murrumbidgee River.

52. The overall cost of establishing pollution control works for the whole Town Centre and Tuggeranong is estimated at \$16 million.

53. The estimated cost for the public works associated with the Tuggeranong Town Centre development including roads, services and landscaping is \$49 million. The estimates of expected revenue likely to arise from the sale of the retail mall, the office development, the secondary retail areas service stations and other commercial developments are expected to exceed the cost of the development.

54. The Committee is nevertheless conscious of the level of expenditure involved in this proposal and is aware that recovered costs will be absorbed in consolidated revenue and may not directly benefit residents of the ACT. Therefore consideration should be given to making costs associated with the second stage of the project part of the development package for private developers without delaying the development timetable.

55. The Committee has long recognised the need for more adequate retail community facilities in Tuggeranong and approves the Variation.

56. In approving the first stage of this development the Committee recognises that there must be a continuing Government commitment to complete the Town Centre project. The second stage of the development would include the extension of Athllon Drive,

the construction of the Dam and Lake Tuggeranong, the extension of Isabella Drive, and land development for sites for about 500 housing units.

57. Both the South Tuggeranong Progress Association and the Canberra Chamber of Commerce support the proposal for the Town Centre.

#### Variation 4 - Tuggeranong Town Centre Housing West

58. This Variation provides for the addition to the City Plan of access roads to enable the development of approximately 160 medium density housing units on the North-Western side of the Lake associated with the development of the Tuggeranong Town Centre.

59. The Canberra Ornithologists Group objects to the proposal on the grounds that it is not feasible to maintain bird habitat so close to residential development and after consultation with the NCDC remains opposed to the housing development. The National Capital Development Commission has, however, agreed to further consult with the Group concerning the need for bird habitat on the proposed Lake.

60. Access to the area is to be from two locations on Athlon Drive from midway between Drakeford Drive and Learmonth Drive.

61. Houses will be required to be set back a minimum of 30 metres from the foreshore thus providing public access to the Lake foreshore, and recreational facilities.

62. It is proposed to install a system of drains to intercept and divert stormwater run-off from the housing development to the Lake.

63. The revenue raised from the sale of the blocks is expected to considerably exceed the development costs which are estimated at \$2.2 million.

64. The Committee approves the Variation.

Variation No. 5 - Tuggeranong Town Centre Housing East

65. This proposal provides for the addition of roads to access the housing and special development area on the Eastern side of the Lake associated with the development of Tuggeranong Town Centre.

66. This Variation includes a proposal to extend Athllon Drive and enables the development of 240 medium density housing units on the North-Eastern side of the Lake planned for the Tuggeranong Creek/Village Creek catchment. A site with special development conditions suitable for broadacre institutional development is identified within the proposed road layout.

67. Public access to the proposed new Lake, recreational facilities, diversion of stormwater are similar to those outlined in Variation 4.

68. The estimated cost of this item is \$3.9 million.

69. The Committee approves the Variation.



(Ros Kelly)  
Chairman

2 August 1985



MINISTER FOR TERRITORIES

HON. GORDON SCHOLLES, M.P.  
MEMBER FOR CORIO

22 April 1985

Mrs Ros Kelly MP  
Chairman  
Joint Committee on the ACT  
Parliament House  
Canberra ACT 2600

Dear Mrs Kelly

I anticipate that on 23 April 1985 notice of my intention to vary the plan of the City of Canberra and its environs representing the 85th (Special) series of variations will be published in the Commonwealth Gazette.

Five variations have been included in this series and in accordance with normal procedures public participation has been encouraged through the media and by means of public displays.

In accordance with the provisions of paragraph 1 (a) of the Committee's resolution of appointment I formally refer the proposed variations to the Committee for investigation and report. All comments or objections relating to the variation proposals which are received by the Department will be forwarded to the Committee for consideration.

Yours sincerely

GORDON SCHOLLES

List of Witnesses

Australian Capital Territory House of Assembly

Mr P. Vallee, Chairman

National Capital Development Commission

Mr A. J. W. Powell, Commissioner

Mr G. J. Campbell, Chief Planner

Mr G. J. Deas, Chief Architect

Mr D. L. Daverin, Acting Chief Engineer

Mr M. P. Smith, Principal Town Planner

Mr A. I. Lawrence, Principal Engineer

Mr J. A. Giles, Assistant Secretary

Department of Territories

Mr R. G. Gallagher, First Assistant Secretary

Mr J. A. Turner, Acting Deputy Secretary

Mrs C. A. Parsons, Assistant Secretary

ACT Schools Authority

Mr R. P. Sadler, Deputy Chief Education Officer

Mr R. B. Mitchell, Chairman

Ginninderra Community Council

Mr B. R. Wells, Secretary

Ginninderra Community Council

Dr C. L. Watson, Committee Member

Mr A. M. R. Jones, Committee Member

Canberra College of Advanced Education

Dr R. L. Jory, Registrar

T. and G. Snow Pty Ltd

Mr G. R. Snow, Director

Maunsell and Partners Pty Ltd

Mr P. P. Woods, Senior Engineer

The Salvation Army

Major W. R. Guy, Divisional Commander

Mr A. P. Kenyon, Adviser

Canberra Chamber of Commerce

Mr P. J. Donaghue, Vice-President

AUSTRALIAN CAPITAL TERRITORY HOUSE OF ASSEMBLY



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REPORT NO. ...34....  
OF THE  
STANDING COMMITTEE ON  
PLANNING AND DEVELOPMENT

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VARIATIONS TO THE CANBERRA CITY PLAN  
(85TH SERIES)

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MAY 1985



PERSONNEL OF THE COMMITTEE

CHAIRMAN Mr Vallee  
Mrs Cains  
Mr Clements  
Mr Doyle  
Mr Whalan

CLERK TO  
THE COMMITTEE Miss A Leach

#### INTRODUCTORY MATTERS

1. The Standing Committee on Development and Planning has examined the variations to the layout of the City of Canberra and its Environs as set out in the 85th Series.
2. The Committee has been briefed on the variations by officers of the NCDC and the Department of Territories.
3. Brief details of the 5 proposed variations follow. Specific comments which the Committee wishes to draw to the Assembly's attention are also included.

#### THE VARIATIONS

Variation No.1 - Belconnen: Section 65 (road deletion)

4. This variation proposes that Philips Place, an access road and parking area off Emu Bank, be degazetted to enable the construction of a third Belconnen Secondary College.
5. Philips Place provides access to Arscott House and to a small public carpark servicing the John Knight Memorial Park. Replacement access and parking for Arscott House will be provided from Aikman Drive and alternative visitor parking for the John Knight Memorial Park is available from Townsend Place to the north of the Park.

6. The proposed development and location of the Belconnen College has been the subject of extensive consultation by the NCDC with the A.C.T. Schools Authority and other interest groups. The Minister for Education and the Trades and Labour Council of the A.C.T. have also indicated support for the site chosen.
7. The College will be well served by local cycle paths and the near-by bus terminus will provide easy access to public transport for students.
8. The Committee discussed with the NCDC's officers concern about the water quality in the lake basin adjoining the College site. Members were advised that the Commission was aware of the problem and that steps were being taken to ameliorate the problems being experienced.
9. The detailed design of the College will take into account the need for good environmental relationships with the lake, the John Knight Park and Arscott House. Public access to the lake edge promenade will be retained even though the path may be designed as an integral part of the College pedestrian system.
10. The Committee supports the proposed variation.

16. Members of the Assembly have previously been briefed by the NCDC on the policy plans for the Tuggeranong Town Centre. In brief, the proposal is for the government to construct a centre of 24,000 m<sup>2</sup> with additional land being reserved for future expansion to 40,000 m<sup>2</sup>. The NCDC has since acknowledged that due to the delayed opening date of the centre sufficient population growth and retail demand has now developed so as to support an expanded first stage of 32,000 m<sup>2</sup> of retail space.
  
17. The major environmental issue relating to the development of the Town Centre concerns water quality and the protection of the Murrumbidgee River. The NCDC's plans involve preventing run-off from the Town Centre to the Murrumbidgee River through the use of a series of diversion drains which would intercept the run-off and direct it to the proposed new lake which will act as a substantial retention basin.
  
18. The Committee strongly supports the development of the Tuggeranong Town Centre and recommends that the construction of roads and services should be funded in the 1985/86 financial year. Accordingly, the Committee is in agreement with the proposed variation.

Variation No.4 - Tuggeranong Town Centre Housing West (road additions)

19. This variation provides approximately 1.6 km of additional roads on the western side of the proposed new lake in connection with the housing centre associated with the development of the Tuggeranong Town Centre. The cost involved will be approximately \$2.2 million.
  
20. The site is currently uncommitted Commonwealth land and the proposed new roads will facilitate the development of about 160 medium density units, including town houses and courtyard homes. It is proposed that up to 20% of these housing sites would be utilised for government housing.
  
21. Access to the area would be from two locations on Athllon Drive from midway between Drakeford and Learmonth Drives. The Committee was advised that the arrangement of the access roads would maximise the potential for good solar orientation, and that the housing layout would visually enhance the western side of the new proposed lake.
  
22. Public access to the lake foreshore would be preserved by requiring houses to be set back a minimum of 30m from the foreshore. It is intended that pedestrian and cycle paths, picnic areas and boat launching facilities, would be provided within the public open space.

23. The Committee was further advised that bacteriological pollution of the lake's proposed swimming areas would be avoided by the intended installation of a system of drains to intercept and divert stormwater run-off from the housing development to the Village Creek inlet end of the lake.

24. The Committee is in agreement with the proposed variation.

Variation No. 5 - Tuggeranong Town Centre Housing East (road additions)

25. This variation proposes approximately 2.7 km of new roads on the eastern side of the lake to serve the proposed housing and special development area associated with the new Tuggeranong Town Centre. The proposal will cost about \$3.9 million.

26. The proposed roads will provide for the development of approximately 240 medium density units, about 20% of which will be utilised for government housing. The proposed housing units will include town houses, courtyard homes and a small site for special development.

27. Access to the area will be from two locations on Drakeford Drive, from opposite Taverner Street, and from an existing intersection between Taverner Street and Erindale Drive.

Again, the arrangement of the proposed roads will maximise the potential for solar orientation, and the design of the whole estate is intended to visually enhance the eastern side of the lake and contribute towards the achievement of the recreational and aesthetic potential of the area.

28. Public access to the proposed new lake, the recreational facilities and provisions to prevent pollution, are similar to those outlined in the previous variation. Development of the proposed small special site will be limited to low intensity institutional use.

29. The variation is supported by the Committee.

#### RECOMMENDATIONS

30. The Committee recommends:

- (1) that the 85th Series of Variations to the Layout of the City of Canberra and its Environs be agreed to; and
- (2) that this Report be transmitted by Message to the Minister.

1 May 1985

P Vallee  
Chairman

Department  
of  
Territories

National  
Capital  
Development  
Commission

Seat of Government  
(Administration)  
Act 1910

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

**85th Series (Special)**

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**Briefing  
Material  
Public  
Comments  
and  
Objections**

Prepared for the  
Parliamentary  
Joint Committee  
on the ACT

Canberra  
May 1985



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VARIATIONS

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4. Tuggeranong Town Centre Housing West:	Road Additions	NCDC	35
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PUBLIC COMMENT AND OBJECTIONS

<u>VARIATION NO.</u>	<u>COMMENTS/OBJECTIONS SUBMITTED BY</u>	
1.	Ginninderra Community Council	14
2.	S.P.K. Brown	20
2.	T & G Snow Pty Ltd	21
3.	South Tuggeranong Progress Association Inc.	33
4/5.	Canberra Ornithologists Group	41

SEAT OF GOVERNMENT ADMINISTRATION ACT 1910

PROPOSALS TO VARY THE PLAN OF LAYOUT OF THE  
CITY OF CANBERRA AND ITS ENVIRONS (85TH SPECIAL 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. 134 of 23 April 1985. The material has been prepared for the public enquiry by the Joint Committee on the Australian Capital Territory into the 85th (special) series.

These variation proposals were referred to the Committee for investigation and report by the Minister for Territories in a letter dated 22 April 1985 pursuant to paragraph 1 (a) of the Committee's instrument of appointment.

The 85th (special) series of variations comprise 5 items, all of which are 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  
HON. GORDON

22 April 1985

Mrs Ros Kelly MP  
Chairman  
Joint Committee on the ACT  
Parliament House  
Canberra ACT 2600

Dear Mrs Kelly

I anticipate that on 23 April 1985 notice of my intention to vary the plan of the City of Canberra and its environs representing the 85th (Special) series of variations will be published in the Commonwealth Gazette.

Five variations have been included in this series and in accordance with normal procedures public participation has been encouraged through the media and by means of public displays.

In accordance with the provisions of paragraph 1 (c) of the Committee's resolution of appointment I formally refer the proposed variations to the Committee for investigation and report. All comments or objections relating to the variation proposals which are received by the Department will be forwarded to the Committee for consideration.

Yours sincerely

GORDON SCHOLES

#### 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, Cooleman Court, Dickson Library and the Public Library, Erindale Centre, Wanniasa. The Department also advertised the variations in the Canberra Times on four occasions.

**● MEDIA STATEMENT ● MEDIA STATEMENT ● MEDIA STATEMENT ● MEDIA STATEMENT ● MEDIA STATEMENT**

Medium density housing in Tuggeranong and road development in the planned Tuggeranong Town Centre are among five changes proposed to the City Plan and announced today by the Department of Territories.

The proposals are contained in the 85th (Special) Series of Variations. The changes provide for:

- . Deleting from the Plan an access road and parking space known as Philips Place so the area may be included in the site identified for Belconnen's third secondary college (Belconnen Section 65)
  
- . Deleting part of the road reservation at the north-west corner of the Brisbane Avenue and Bowen Drive intersection so it may be included in the site for the planned Salvation Army Headquarters (Barton, Section 6)
  
- . Deleting planned roads in the Tuggeranong Town Centre that had previously been added to the Plan and adding an alternative road to serve the proposed Centre

- Access roads to be added to the Plan for the development of approximately 400 medium density sites beside the lake planned for the Tuggeranong Town Centre/Village Creek catchment. Athllon Drive will be extended and a site for broadacre institutional development is identified within the proposed road layout.

Twenty-one days are allowed for public submissions or objections to the intended changes, which must be sent to the Department of Territories. All submissions received by the closing date of 13 May 1985 will be forwarded to the Parliamentary Joint Committee on the ACT for consideration during its public hearing into the proposals.

The intended changes will be on display at the Belconnen and Monaro Malls, Woden Shopping Square, Dickson Library, Coolemen Court and the Erindale Library, Wanniasa, until the closing date for lodging submissions.

Copies of the Commonwealth of Australia Gazette containing the Notice of Intention to vary the Plan are available at the Government Bookshop in Alinga Street, Canberra City.

23 April 1985

## 85th (SPECIAL) SERIES OF VARIATIONS TO THE CITY PLAN

In the Gazette No. S134 of Tuesday 23.4.85 the Minister for Territories, The Hon. Gordon Scholes, gave notice of his intention to vary the plan of layout of the City of Canberra and its environs (City Plan). 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, GPO Box 158, Canberra, 2601 no later than 5.00pm on Monday 13.5.85. Submissions may also be lodged by hand at Room 266, South Building, Civic Offices, London Circuit, Canberra.

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 can take effect.

Displays showing all of the intended changes will be available at the Belconnen and Monaro Malls, Woden Shopping Square, Cooleman Court, Dickson Library and the Public Library, Erindale Centre, Wanniassa.

### VARIATION 1

**BELCONNEN**, Section 65: Deletion from the Plan of Philips Place, an existing access road and parking area, to enable the deleted area to be included in the site identified for the development of the third secondary college in Belconnen.

### VARIATION 2

**BARTON**, Section 6: Deletion from the Plan of part of the road reservation at the north-west corner of the Brisbane Avenue and Bowen Drive intersection to enable the site proposed for the development of the Salvation Army National Headquarters to be extended.

### VARIATION 3

**TUGGERANONG**, Tuggeranong Town Centre: Deletion of roads previously added to the Plan for the purpose of developing the Tuggeranong Town Centre and addition of an alternative road layout to access and serve the Tuggeranong Town Centre as it is now proposed.

### VARIATION 4

**TUGGERANONG**, Town Centre Housing-West: Addition to the Plan of access roads to enable the development of approximately 160 medium density housing units on the north-western side of the lake planned for the Tuggeranong Creek/Village Creek catchment. The proposed road additions are associated with Variation 5 — Tuggeranong Town Centre. Variation 5 includes a proposal to extend Athillon Drive and this extension will enable the housing development to have two access points onto Athillon Drive.

### VARIATION 5

**TUGGERANONG**, Town Centre Housing-East: Addition to the Plan of access roads to enable the development of approximately 240 medium density housing units on the north-eastern side of the lake planned for the Tuggeranong Creek/Village Creek catchment. A site with special development conditions suitable for broadacre institutional development is identified within the proposed road layout.

Any telephone enquiries may be directed to Mr N. Gascoigne on 462466 or Mrs S. Priestly on 462316.

Published in The Canberra Times on : 27 April 1985

1 May 1985

4 May 1985

8 May 1985

## NOTES ON THE 83RD AND 84TH SERIES OF VARIATIONS

On 28 March 1985 the Parliamentary Joint Committee on the ACT reported on the outstanding variations of the 83rd series recommending the approval of all items except variation 4 in Stirling. The Committee deferred consideration of variation 4 pending the receipt of further information concerning the associated proposed residential development. The Minister accepted the Committee's recommendations and variations 3, 9, 10, 11 and 14 have now been formally adopted.

The Minister's notice of intention to vary the Plan representing the 84th series was published in the Gazette on 26 February 1985 and on 11 March 1985 the acting Minister referred the series to the Committee for investigation and report. On 9 April the Minister advised the Committee that it was no longer his intention to proceed with the road additions and deletions in Weston Park as proposed in Variation 6.

The Committee conducted a public hearing into the 84th series on 11 April 1985 and tabled a report in Parliament on 9 May 1985 approving the remaining item of the 83rd series and variations 1-5, 7-9, 11, 12, 15, 16 of the 84th series.

The Minister has been informed of the Committee's conditional approval of variations 10 and 14 and has been advised that the Committee approved only part of variation 13 which involves the extension of Drakeford Drive. Approval was deferred on the section of Drakeford Drive from Johnson Drive to Tharwa Drive pending further information concerning the intersection with Tharwa Drive and proposed land development in South Tuggeranong.



**EXPLANATORY STATEMENT  
85TH (SPECIAL) SERIES OF VARIATIONS**

**VARIATION 1 (DETAIL MAP P5)**

BELCONNEN, Section 65: Deletion from the Plan of Philips Place, an existing access road and parking area, to enable the deleted area to be included in the site identified for the development of the third secondary college in Belconnen.

**VARIATION 2 (DETAIL MAP N5)**

BARTON, Section 6: Deletion from the Plan of part of the road reservation at the north-west corner of the Brisbane Avenue and Bowen Drive intersection to enable the site proposed for the development of the Salvation Army National Headquarters to be extended.

**VARIATION 3 (DETAIL MAPS L5 AND K5)**

TUGGERANONG, Tuggeranong Town Centre: Deletion of roads previously added to the Plan for the purpose of developing the Tuggeranong Town Centre and addition of an alternative road layout to access and serve the Tuggeranong Town Centre as it is now proposed.

**VARIATION 4 (DETAIL MAP L5)**

TUGGERANONG, Town Centre Housing-West: Addition to the Plan of access roads to enable the development of approximately 160 medium density housing units on the north-western side of the lake planned for the Tuggeranong Creek/Village Creek catchment. The proposed road additions are associated with Variation 5 - Tuggeranong Town Centre. Variation 5 includes a proposal to extend Athllon Drive and this extension will enable the housing development to have two access points onto Athllon Drive.

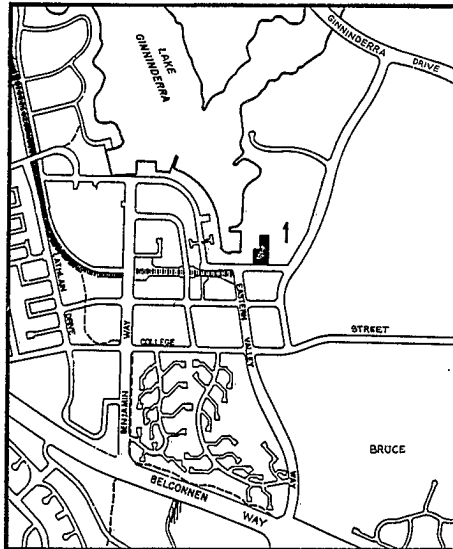
**VARIATION 5 (DETAIL MAP L5)**

TUGGERANONG, Town Centre Housing-East: Addition to the Plan of access roads to enable the development of approximately 240 medium density housing units on the north-eastern side of the lake planned for the Tuggeranong Creek/Village Creek catchment. A site with special development conditions suitable for broadacre institutional development is identified within the proposed road layout.

# Variation No. 1

## VARIATION 1

BELCONNEN, Section 65: Deletion from the Plan of Philps Place, an existing access road and parking area, to enable the deleted area to be included in the site identified for the development of the third secondary college in Belconnen.



BELCONNEN : SECTION 65 - ROAD DELETION

1. Purpose

Deletion from the Plan of an access road and parking area to enable the construction of the third Belconnen Secondary College.

2. Background

Philps Place was gazetted in the 57th Series in November 1974 for the purposes of providing road access and parking for community facilities, take-away food services, a YMCA residential facility and indoor sports facilities.

The site is now required for the Belconnen Secondary College.

The Minister for Education and the Trades and Labor Council of the ACT agreed to support the site following extensive consultation between the Commission, the ACT Schools Authority and other interest groups.

Alternative access and parking for Arscott House will be provided from Aikman Drive.

Alternative visitor parking for John Knight Memorial Park is provided from Townsend Place to the north of the Park.

3. Area

Approximately 6755m<sup>2</sup>.

4. Estimated cost

Nil.

5. Existing development

Philps Place provides access to Arscott House and to a small public carpark giving access to John Knight Memorial Park.

6. Proposed development:

The proposed development is for the Belconnen College, a Secondary College for the ACT Schools Authority. The College is to be in operation by first term of 1987. To achieve this target it will be necessary for construction to commence in August 1985.

7. Particular planning considerations

Vehicular access and parking for Arcscott House will be relocated.

The detailed design of the College will take into account the need for good environmental relationships with the lake, the John Knight Park and Arcscott House. While the lake edge promenade will remain accessible to the public at all times it may be designed as an integral part of the College pedestrian system.

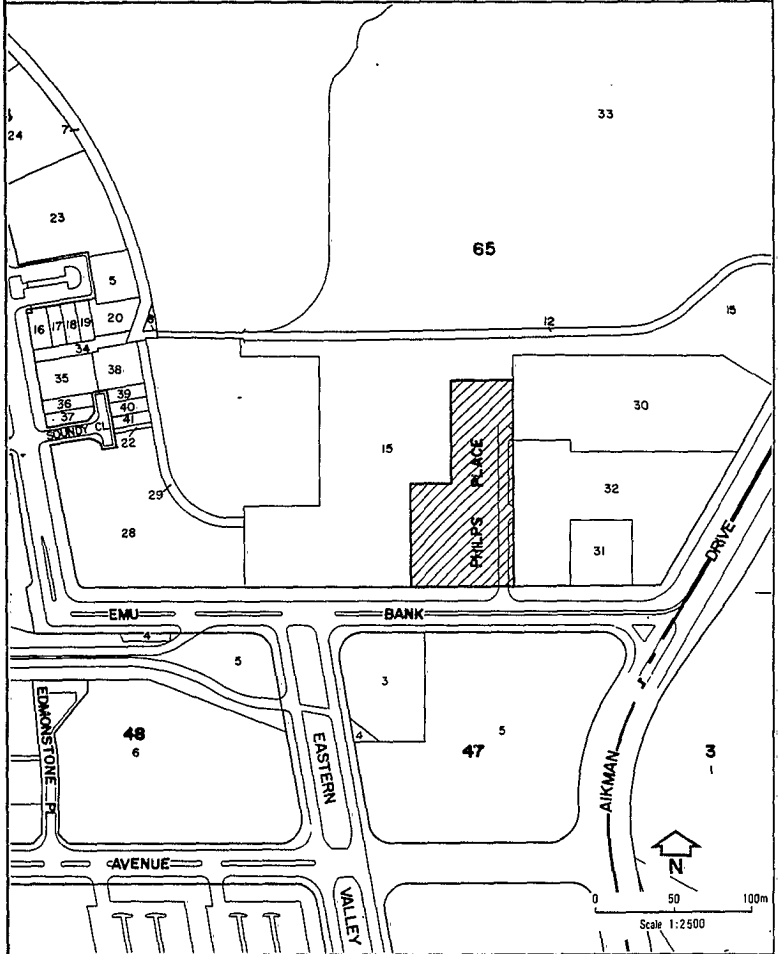
8. Environmental considerations

Nil.

9. Public participation

There is no policy change proposed for the functions served by the road and the relocation is the result of withdrawal of a parcel of land formerly held by CCAE and now included in the College site.

The question of the location of the College has been the subject of extensive consultation with the client body and other interest groups.



ROAD DELETION



**BELCONNEN** Section 65: Road Deletion

Ginninderra Community  
Council  
PO Box 526  
DICKSON ACT 2608

7 May 1985

The Secretary  
Department of Territories  
GPO Box 158  
CANBERRA ACT 2601

Dear Sir

Re: Variation 1 - Belconnen, Section 65

The Ginninderra Community Council wishes to register an objection to the Variation 'Deletion from the Plan of Philips Place...'.

The Ginninderra Community Council remains implacably opposed to any further building on Section 65. Gazettal of this land as open space is our immediate objective as part of the whole surrounds of Lake Ginninderra and Ginninderra Creek. The relatively narrow foreshore strip of Emu Bank gives continuity to the other recreational areas around the Lake; it allows a corridor for passive recreation use and allows unimpeded views to be maintained from the adjacent Section 55 and from vehicles using Emu Bank Road itself. The travesty of allowing the two massive three and two storey structures on Section 65, as a sample of what is to come, shows only too well how views of the Lake are obstructed.

When two buildings were erected on Emu Bank (section 65) alongside Lake Ginninderra in 1982, we obtained about 1500 signatures opposing any further construction.

The site proposed by the NCDC on the southern portion of Section 65 will have the effect of a high enclosure or "wall" thus alienating this open space and blocking views. We see this land as a corridor and continuation of the parkland surrounding the lake.

We hope that land will be found that will be suitable for the educational role of a secondary college but not encroach on a prime recreational asset. One possibility for a town-type college would be on Section 55 between Emu Bank Road and Chandler Street. A bridge across Chandler Street would provide access to the public library and town park now being developed. Of course, NCDC has this area earmarked for "commercial" uses (Section 55).

We therefore wish to be represented at any public hearing, and look forward to notification of the date of such hearing.

Yours faithfully

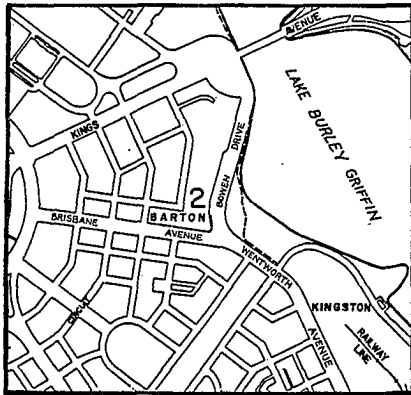


B R WELLS  
SECRETARY  
GINNINDERRA COMMUNITY COUNCIL

## Variation No. 2

### VARIATION 2

BARTON, Section 6: Deletion from the Plan of part of the road reservation at the north-west corner of the Brisbane Avenue and Bowen Drive intersection to enable the site proposed for the development of the Salvation Army National Headquarters to be extended.



BARTON: SECTION 6 - PART ROAD DELETION

1. Purpose

This proposal provides for the creation of a block on the north-west corner of Brisbane Avenue and Bowen Drive, Barton for use for the development of an office building.

2. Background

The remaining land between Block 19 and the Bowen Drive road reservation is slightly too narrow to accommodate an office Building. The variation will permit the release of a further development site.

3. Length

The proposed degazettal affects approximately 500m<sup>2</sup> of existing road reservation.

4. Estimated Cost of Road Construction

Nil.

5. Existing Development

The site is currently vacant. Its main address is to Brisbane Avenue to the south. To the west is a former service station site which is currently being redeveloped for a 4 storey office building. The site slopes upwards to the north where it is bounded by vacant land.

6. Proposed Development

The proposed site is approximately 2800m<sup>2</sup> and is intended to accommodate a three/four storey building of approximately 3000m<sup>2</sup> gross floor area. All the car parking generated by the



building will be required to be accommodated on site at the rate of 1 space per 33m<sup>2</sup> G.F.A. The building will be designed to recognise the significance of Brisbane Avenue as a National Avenue and of the area generally as an Area of Special National Concern. The Salvation Army is interested in this site as the location for their National Headquarters building.

7. Particular Planning Considerations

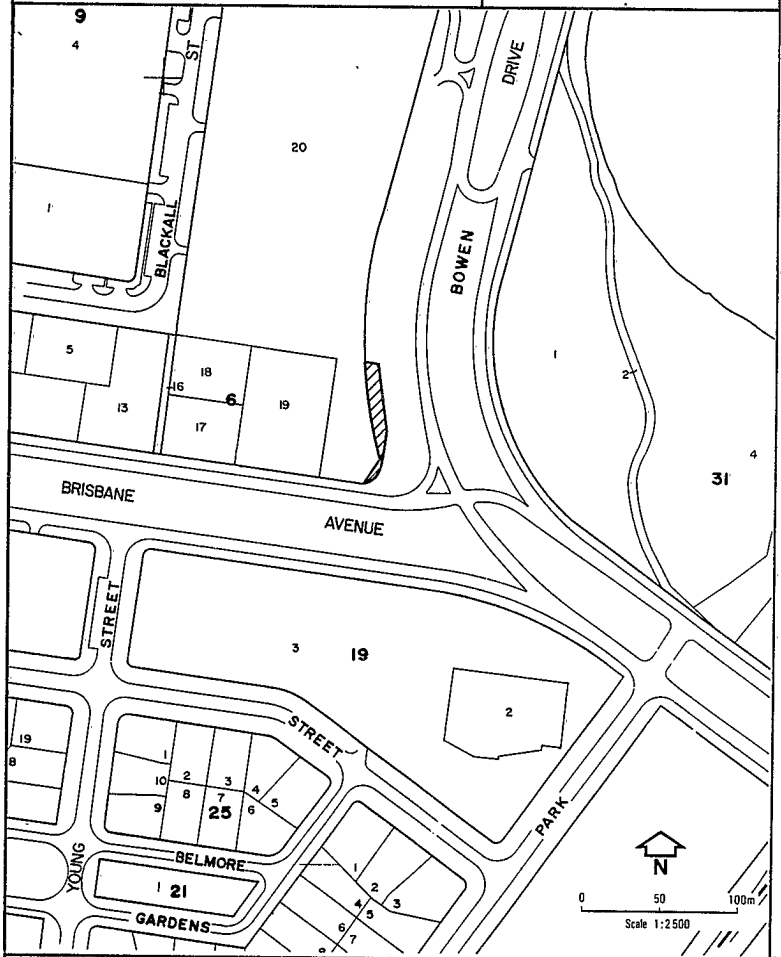
The creation of the site will provide for a further and final building on the north side of Brisbane Avenue. Appropriate development conditions as outlined above will be drawn up prior to the leasing of the site.

8. Environmental Considerations

The site boundaries have been defined to take account of the existing continuous landscaped verge effect of Bowen Drive. In particular, the 20 metre setback from the existing carriageway on the north eastern corner of the site is designed to maintain this effect from the northbound carriageway. As many as possible of the existing trees on the site will be maintained. These are mostly located along the front boundary and on the sloping area in the north-east corner of the site.

9. Public Consultation

No public consultation process has taken place. However, the proposal complies with the National Area Draft Policy Plan contained within the Parliamentary Zone Development Plan Report (June 1982). The neighbouring lessees are aware of the proposal.



ROAD DELETION 

**BARTON** Section 6: Part Road Deletion

28/4 Lachlan Court  
BARTON ACT 2600

9 May 1985

The Secretary  
Department of Territories  
GPO Box 158  
CANBERRA ACT 2601

Dear Sir

CITY PLAN - 85TH SERIES OF VARIATIONS

I refer to the invitation for comments on the proposed 85th Series of Variations to the Canberra Plan of Layout.

Variation 2 comprises deletion of portion of the road reservation at the Brisbane Avenue/Bowen Drive intersection.

This intersection, which also involves a junction with Wentworth Avenue, is accident-prone and has been the site of a number of fatalities over the years. On any rational assessment, it is urgently in need of redesign and reconstruction to reduce the safety hazard which it currently presents. Some recent re-alignment work arguably has increased rather than reduced the hazard.

May I suggest that in its consideration of Variation 2 the Joint Committee bear these facts in mind. In particular, I suggest that the Committee should ensure that the proposed reduction in the road reservation will not limit future options for rearrangement of the intersection to improve traffic safety.

Yours faithfully



(S.P.K. Brown)

**T. & G. SNOW** Pty. Ltd.  
Licensed Real Estate Agents

COMMERCIAL REAL ESTATE  
AND PROPERTY CONSULTANTS

G. R. W. Snow B.Ec.  
T. M. Snow A.A.S.A.

Phone (062) 47 4333

TG.ac

9th May 1985

The Secretary,  
Department of Territories,  
Room 266, South Building,  
Civic Offices,  
London Circuit,  
CANBERRA CITY A.C.T. 2601

Dear Sir,

RE: 85TH (SPECIAL) SERIES OF VARIATIONS TO THE CITY PLAN  
OBJECTION TO VARIATION 2

We advise that we act on behalf of Stirling Finance Co. Pty. Limited, Crown Lessees of Block 19, Section 6, Barton, who wish to make an objection to the proposed Variation number 2 on fundamental town planning and architectural grounds.

To assist us in the preparation of our report we have retained Maunsell & Partners Pty. Limited who are consulting engineers with a specialist background in traffic engineering. Their report will indicate severe problems with the Brisbane Avenue and Bowen Drive intersection, it will highlight the bad traffic accident record of this intersection and background current and future traffic flows which will compound this problem. This report is currently being prepared and will not be available until 14th or 15th May 1985 when it will be forwarded to you under separate cover. We have also retained Dr. Enrico Taglietti, a distinguished architect practising in Canberra who will make some comments about architectural implications of the proposed development. This report also will be to hand at the same time as Maunsell & Partners Pty. Limited's report which will then be submitted for your consideration.

Two fundamental bases of good town planning must be the preservation of the existing amenity of areas within the concept of an overall plan and a proper regard for the future demand for and pressures on infrastructure facilities such as road systems.

We would propose to make brief comments on a number of headings at this stage and expand further on these areas when we lodge our final submission together with the above reports and photographs of the site.

### 1. Traffic Analysis

Traffic and accident information from the A.C.T. Federal Police and the records held by the National Capital Development Commission, indicate that the Brisbane Avenue and Bowen Drive intersection is extremely dangerous with a number of fatalities in the past. The current development of Block 19, Section 6 and the proposed development of Blocks 17 and 18 by the Australian Democrats will add from 250 to 350 additional employee based car movements immediately adjacent to the traffic intersection. The current redevelopment of Industry House at the corner of National Circuit and Brisbane Avenue and other possible developments in the immediate area together with the completion of Parliament House in three years, will significantly add to the traffic intensity in Brisbane Avenue compounding the problems at an already treacherous intersection. To consider against this background, the proposed release of a further site immediately at the intersection with up to 250 employees and a minimum of 90 cars, would seem to be flagrant abuse of good town planning practices. Our engineer's report will examine this aspect in considerably more detail.

### 2. Landscape and Environmental Setting

The National Capital Development Commission has gone to considerable trouble at this part of Bowen Drive to substantially emphasise the existing tree setting by extensive plantings of native and exotic trees. This has been particularly successful in the area of Brisbane Avenue and Bowen Drive with considerable emphasis being placed on the Bowen Drive plantation and the area immediately east to the Lake's edge. It is a matter of history that at the time of the construction of the Lake and the planning of these roads and landscaped areas, a considerable amount of planning took place particularly in relation to the "Old Sand Wash Road" in the vicinity of Bowen Drive and Kings Avenue Bridge.

It should be a matter of pride to the town planning authorities that the objects set out have been substantially achieved in the transition from the Kingston Causeway area of Wentworth Avenue into Bowen Drive which has been harmoniously accomplished by an attractive landscape setting at the threshold of the Parliamentary Zone. With the inevitable removal of trees with regard to the Development Proposal the building constructed on the proposed site will be an intrusive builtform at the verge of Bowen Drive severely detracting from the landscaping objective. The development intensity of the proposed site together with the owner's requirement of onsite carparking of at least ninety cars, will require the development of a basement and extensive onsite carparking further detracting from the landscaped impression.

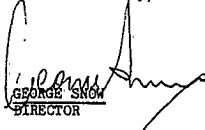
### 3. Development and Architectural Considerations

From an analysis of the proposed site and having regard to the previously mentioned carparking requirements, there will be a severe limit on the proposed scale of the building perhaps necessitating a two to three storey development which would be out of character with the scale and bulk of the other developments in Brisbane Avenue. In our view it is a basic tenet of the National Capital Development Commission's approach to architecture that they wish to see some uniformity in bulk and scale of adjacent developments and it would seem that at the end of a principal avenue in an area of National concern such as the Parliamentary Zone, they would encourage or be forced to accept by economic realities a building completely out of harmony with adjacent structures. Our architect's report will pursue this matter in considerably more detail.

We believe that because of traffic engineering, landscaping and the quality of the existing environment and objectives of the development plan and for architectural reasons, we wish to object in the strongest possible terms to the proposal to create a development block at the north west corner of Brisbane Avenue and Bowen Drive. We would seek the opportunity on our behalf and our consultants to appear before the Parliamentary Joint Committee on the A.C.T. to personally present our objection and to provide such additional information as the Committee may require.

I confirm my discussions with Mr. M. Gascoigne that it is acceptable for additional material to be supplied after the closing date and as mentioned I would hope that this can be done no later than 15th May 1985.

Yours faithfully,

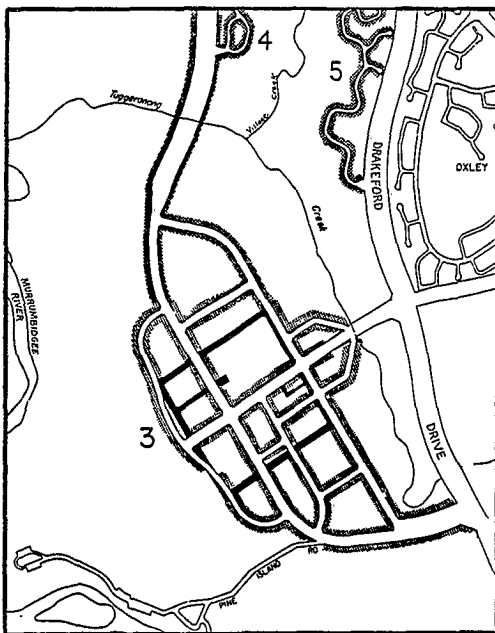


GEORGE SNOW  
DIRECTOR

## Variation No. 3

### VARIATION 3

TUGGERANONG, Tuggeranong Town Centre: Deletion of roads previously added to the Plan for the purpose of developing the Tuggeranong Town Centre and addition of an alternative road layout to access and serve the Tuggeranong Town Centre as it is now proposed.



## TUGGERANONG TOWN CENTRE - ROAD ADDITIONS AND DELETIONS

### 1. Purpose

The proposal provides for the addition of roads to access and serve the proposed Tuggeranong Town Centre, and for the deletion of gazetted roads no longer required.

### 2. Background

A well established metropolitan planning policy provides for the development of a major town centre for each of Canberra's new towns to provide significant employment opportunities, higher order retail and commercial facilities, and to act as the focus in a town for community, leisure and recreation activities.

In accordance with this policy, the first planning studies for Tuggeranong Town Centre commenced in the early 1970's. Following from the initial planning work a number of actions were undertaken, including gazettal of the first stage of the road network, construction of two buildings (Telecom and Australia Post), and advance planting particularly on the Urambi Hill/Stranger Hill spine.

As a result of the decline in Canberra's growth in the late 1970's and early 1980's further development of the town centre did not proceed.

An upturn in Canberra's economy in 1983 led to increased growth rates and additional population and subsequently greater demand, particularly in Tuggeranong, for retail, commercial and community facilities.

In February 1984, the Minister for Territories and Local Government announced that the CCDA would construct a centre of 24,000m<sup>2</sup> on the town centre site, and that additional land would be reserved for expansion of the shopping centre to 40,000m<sup>2</sup>. The retail development would act as a catalyst for the development of the town centre. The centre will also include support retail and service trades uses, government offices and community and recreation facilities.



3. Length

The public roadways included in this proposal for the town centre total approximately 9.1km in length of gazetted and 2.4km of roads to be degazetted.

4. Estimated cost

The estimated cost for public works associated with this development including roads, services and landscaping is \$49 million.

5. Existing development

In addition to the two existing buildings, gazetted roads and advance planting mentioned above, there are two temporary leases (one for agistment purposes, the other for a mini-bike track), the Pine Island Park, the temporary link road between Drakeford Drive and Pine Island Road, a Pine Plantation, and a weir on Tuggeranong Creek.

6. Proposed development

The road variations will facilitate the development of Tuggeranong Town Centre in accordance with the Policy Plan for the centre. Features of the plan include:

- . The extension of Athllon Drive to Isabella Drive to form the main north-south distributor with a parallel secondary distributor between Athllon Drive and the lake to complete the north-south network, and an east-west distributor formed by the extension of Erindale Drive;
- . Orientation of the linear structure of the centre parallel to the lake and axis between the summits of Urambi Hill and Stranger Hill;
- . The core of the centre north of Erindale Drive on the area with the best orientation and related to the lake;
- . The shopping centre located between the north-south distributors and on the Urambi Hill/Stranger Hill axis;

- . A town square located on the eastern face of the shopping centre flanked by the bus interchange and business uses and community facilities, and linked, visually and functionally, to the lake and its foreshores by a formally landscaped pedestrian spine;
- . A college complex adjacent to the shopping centre and with convenient access to the bus interchange and recreation facilities;
- . Provision of a town park adjacent to the core and to the highest water quality zone of the lake;
- . Formalised landscape treatment of the lake foreshore adjacent to the core to emphasise the lake/core relationship;
- . Location of trades and depot uses toward the southern end of the site where environmental quality is lowest and least sensitive;
- . Pedestrian spines linking north to the college and business and community facilities areas, west through the ridge area to the river corridor, and south across Erindale Drive to secondary retail, trades and depot uses.

The provision of town centre facilities, particularly retail uses is an urgent requirement for Tuggeranong. Included in the NCDC's first stage works will be the provision of roads and services to facilitate:

- . the construction of the first government office block and the secondary college; and
- . the release of sites for a range of other government and private enterprise uses.

7. Particular planning considerations

The town centre plan reflects the extensive analysis, undertaken during the planning phase, of the site of other town centres both in Canberra and elsewhere, of town centre elements and the extent to which elements are linked, of environmental impacts, and of transport needs and networks.

The results of this analysis are embodied in the following planning principles which guided the structure and form of the centre:

- Provide a simple and legible structure, which is suitable for staged development and has a strong relationship to site features and axial generators.
- Provide an urban design framework which generally encourages small to medium scale buildings and spaces.
- Provide good arrival to the town centre and appropriate address for town centre activities.
- Ensure the road network provides efficient access and distribution to all activities and car parking areas.
- Develop a compact core which contains the full range and diversity of "people generating" activities.
- Develop a strong attractive and convenient pedestrian system which has an identifiable focus e.g. town square and inter-connects the major core activities and the lake and river corridor.
- Ensure main core activities are within reasonable walking distance of each other.
- Ensure the major retail complex efficiently utilises the site levels and provides a positive contribution to the centre structure.
- Provide a continuous lake foreshore open space system incorporating the town park and linked to the core pedestrian system.
- Provide a system of continuous walkways, paths and trails linking the lake, river corridor and town centre.
- Develop a street-based public transport interchange adjacent to the retail complex and convenient to major office, commercial and community activities.

8. Environmental considerations

The major environmental issue relating to the development of Tuggeranong Town Centre is water quality and the protection of the Murrumbidgee..

The principle mechanism of river water quality protection is the interception of urban run-off in Lake Tuggeranong. The Tuggeranong Creek catchment contains 65% of the total proposed Tuggeranong urban development. The location of a major lake (lake Tuggeranong) at the foot of this catchment provides a substantial retention basin for the interception of urban run-off pollutants.

In terms of the town centre itself it is possible to avoid direct run-off to the Murrumbidgee River by use of a series of diversion drains which intercept all run-off from the town centre and direct it to the lake. It is proposed that where development occurs outside the lake catchment, development should be limited to low intensity institutional uses which are developed in accordance with point source retention of any associated run-off.

The question of water quality performance in the lake itself is also important because of the need to maximise its recreation potential. Investigations have indicated the value of retention ponds upstream of the lake as a means of limiting nutrient discharges to the lake and the use of physical/chemical water treatment facilities to manage lake water quality.

It is proposed therefore to develop upstream water pollution control ponds where practicable in association with a programme of monitoring of lake performance and review of the need for further treatment provision at a later date.

9. Public consultation

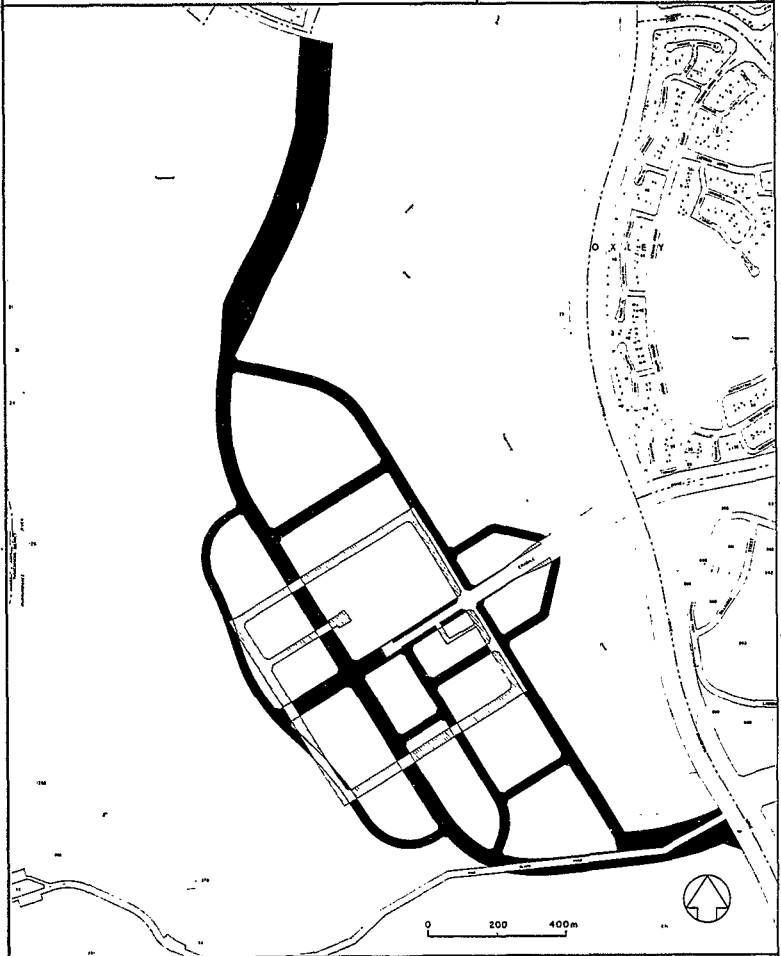
In the planning of the Town Centre a special effort was made by the Commission to involve interested external bodies in the planning process. During the first 3 months presentations were given to over 70 groups, each group being invited to comment both in terms of perceived needs and planning concepts. Subsequently a working group arrangement was established with the Tuggeranong Community Council to allow a

specific community input into the emerging plan. The Draft Policy Plan therefore reflected this extensive community involvement during plan formulation.

The Tuggeranong Town Centre Policy Plan Development Plan Draft for Discussion was released on 19 December 1984. Presentations of the Draft Plans were given to the House of Assembly, the South Tuggeranong Progress Association and the Tuggeranong Community Council. Of the 17 comments received the majority express unqualified support for the Plans and stress the need to implement the Plan as a matter of urgency.

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ROAD ADDITION   
ROAD DELETION 

**TUGGERANONG  
TOWN CENTRE:**

Road Additions and Deletions

COPY

SOUTH TUGGERANONG PROGRESS ASSOCIATION INC.

PO BOX 225, MAWSON ACT 2607.

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13 May 1985

The Secretary  
Department of Territories  
GPO Box 158  
CANBERRA 2601

Dear Sir,

85th Series of Variations to the City Plan

The proposed variations to the city plan have been examined by the South Tuggeranong Progress Association and the Tuggeranong Community Council and the proposals in policy terms are fully supported in respect of variations 3, 4 and 5.

It is noted however that the variations are influenced to a major extent by the plan to develop the Tuggeranong Lake as a central feature of the area. The Lake is important not only as an environmental control measure but also as a facility which will provide residents of Tuggeranong with an increased range of recreational opportunities. Further, the Lake will attract additional birdlife to the area and assist substantially in creating the character of the Town Centre and its surrounds. The variations to the plan should therefore be made conditional on the Lake being established as shown in the draft policy and development plans.

In regard to timing it is considered that development of the Lake should proceed immediately and that servicing of the residential land included in variations 4 and 5 occur concurrently. Release of that land for auction should be effected before the Lake is filled.

Works associated with variation 3 should not be delayed. Residents of Tuggeranong have been denied access to adequate retail and commercial facilities for too long and are inadequately served by recreational, social and cultural facilities. The Town Centre is the most appropriate place for these



to be developed in order to serve the entire community. The need for these facilities is already critical and any delay in their provision is likely to lead to substantial social cost which will increase as the population of Tuggeranong increases. Projections indicate that by late 1986, the current planned date for opening of the retail mall, the population will be in excess of 50,000.

Although the policy plan for the Town Centre is endorsed, there are certain aspects of the development plan which deserve comment. Currently it is planned that the CCDA develop the retail mall and because of a policy within the Department of Territories the CCDA can be given immediate access to that site but sites to be developed by private enterprise would not be released until servicing is completed. This is unacceptable. While it is plain that there is a critical need for the retail mall, there is also a critical need for the other facilities to be established - in particular the swimming centre. Further, to ensure the viability of the Town Centre in the early stages of development there is a need for substantial secondary retailing to be developed concurrently with the retail mall.

The importance of this project to residents of Tuggeranong cannot be underestimated it will be central to forming the character of the valley and to the way of life of the community. It is essential that there be no further delays.

Yours faithfully

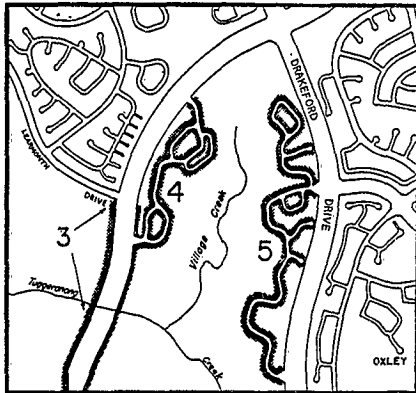
(Signed)

(J.E. MADDEN)  
President

## Variation No. 4

### VARIATION 4

TUGGERANONG, Town Centre Housing-West: Addition to the Plan of access roads to enable the development of approximately 160 medium density housing units on north-western side of the lake planned for the Tuggeranong Creek/Village Creek catchment. The proposed road additions are associated with Variation 5 - Tuggeranong Town Centre. Variation 5 includes a proposal to extend Athllon Drive and this extension will enable the housing development to have two access points onto Athllon Drive.



## TUGGERANONG TOWN CENTRE HOUSING WEST - ROAD ADDITIONS

1. Purpose

The proposal provides for the addition of roads to access the housing area on the western side of the lake associated with the development of Tuggeranong Town Centre.

2. Background

Following the announcement by the Minister for Territories and Local Government in February 1984 that Tuggeranong Town Centre would proceed, planning commenced for the housing areas either side of the northern arm of the lake.

3. Length

The public roadways included in this proposal total approximately 1.6km in length.

4. Estimated cost

The estimated cost for public works associated with this development including roads, services and landscaping is \$2.2 million.

5. Existing development

The site is currently uncommitted Commonwealth land. A sewer easement runs generally north-south through the site.

6. Proposed development

The road variations will facilitate the development of approximately 160 medium density units including town houses and courtyard houses. The housing sites will be released in packages of varying marketable sizes, with a proportion, up to 20%, being reserved for government housing.

Access into the area will be from two locations on Athillon Drive from midway between Drakeford and Learmonth Drives. The collector road serving the subdivision follows natural contour levels to emphasise the existing undulating land form. The arrangement of access roads maximises the potential for good solar orientation, and the housing layout will visually reinforce the western side of the lake and contribute to the realisation of its recreational and aesthetic potential. Public access to the lake and its foreshore will be retained by maintaining a minimum 30 metre setback for the housing from the lake's edge. Opportunities for public recreation including pedestrian and cycle paths, picnic areas, and boat launching facilities will be provided in the open space areas between the housing and the lake.

7. Particular planning considerations

This housing location has good accessibility to the range of employment, retailing, entertainment and community facilities, offered by the town centre. In the development of the housing, particular consideration will be given to achieving a high quality layout and architectural form to complement the lake and associated open space areas. The existing sewer easement has generally been incorporated into road reservations to minimise the loss of developable land.

The nearest infants and primary school is Urambi School and the nearest high school is in Kambah.

8. Environmental considerations

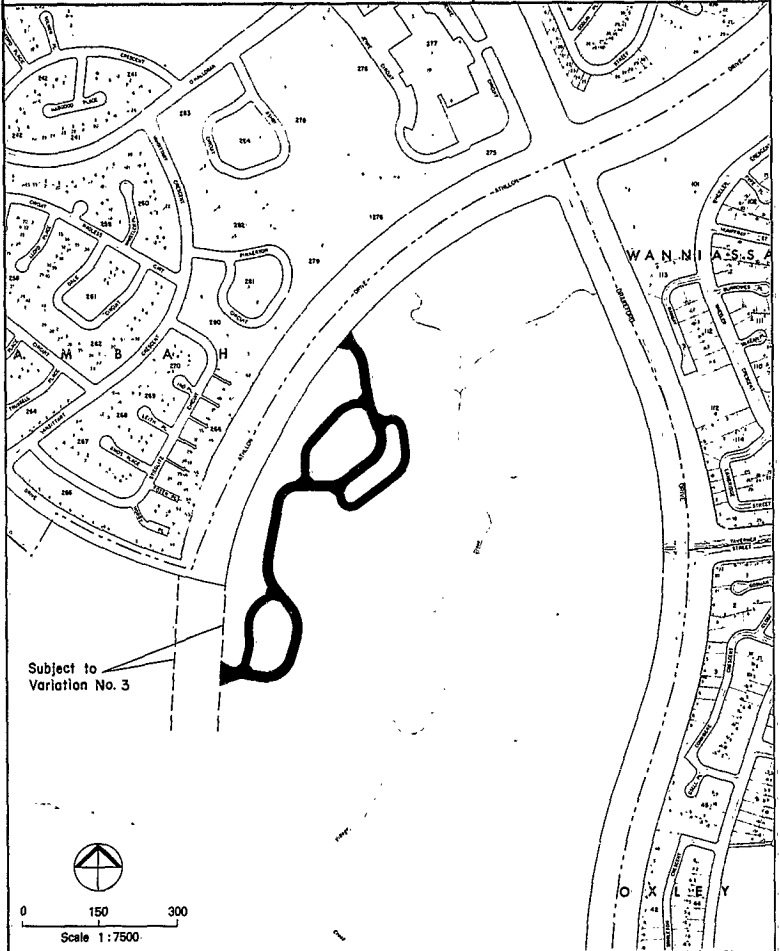
In view of the potential for bacteriological pollution of the lake swimming area from the housing area, it is proposed to incorporate a system of drains to intercept and divert local stormwater runoff from this area, and to redirect it towards the Village Creek inlet end of the lake.

This western housing area will be connected to the Village Creek trunk sewer.

Anticipated noise levels from traffic using Athlton Drive will necessitate restricting a small number of the housing groups adjacent to Athlton Drive to one storey.

9. Public participation

The housing areas associated with Tuggeranong Town Centre were incorporated in the public consultation for the town centre. The NCDC received three comments specific to the housing areas, two strongly supporting the housing plans, and one opposing housing development within 25 metres of the lake because of the likely impact on potential bird habitats. The housing layout incorporated in the final Policy Plan for the Town Centre has a minimum setback from the lake's edge of 30 metres.



Subject to  
Variation No. 3

ROAD ADDITION



**TUGGERANONG TOWN CENTRE**

**HOUSING WEST : Road Additions**



## Canberra Ornithologists Group

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

13 May 1985

The Secretary  
Department of Territories  
GPO Box 158  
CANBERRA ACT 2601

Dear Sir,

### 85th (Special) Series of Variations to the City Plan

The Canberra Ornithologists Group (COG) wishes to comment on variations 4 and 5 of the 85th series of variations to the city plan:

Our main concern is that access roads enabling the development of medium density housing on the north western and north eastern sides of the planned Lake Tuggeranong will alter current habitat and allow the building of houses too close to the lake edge. Our reservations are based on the following three matters:

#### 1. Current Habitat

Approximately at the centre of the north arm of the proposed lake is a small dam on Village Creek. This is sometimes referred to as the Village Creek Dam or the Urambi Wetlands. This shallow dam covers less than one hectare and has abundant aquatic and fringing vegetation. There is also a small area of sand/mud flats upstream of the point where the creek enters the dam. The surrounding often long and dry grassland, combined with the wetlands, produces a habitat not widely represented in the ACT.

Surveys carried out by COG members indicate that waterbirds and species favouring the wetlands/grassland association are attracted to this area. This small dam supports greater numbers and diversity of waterbirds than the existing larger, deeper and more open "silt trap" on Tuggeranong Creek at the opposite end of the proposed lake. Species lists for these two areas may be found in Tables 1 and 2 respectively. The surveys have also underlined the importance of these habitats during periods of drought.

#### 2. The Proposed Lake Tuggeranong

The National Capital Development Commission (NCDC) has released to the public some details of its plans to develop Canberra's third artificial lake on the Tuggeranong Creek/Village Creek catchments. It is proposed that the lake will be in three zones. Upper reaches of both arms are to be "weedy catchment areas" which are considered essential for water quality purposes.

It is stated (NCDC Policy Plan, Vol. 2, p.130) that bird habitat

will be encouraged to provide interest to the lake and further (Vol. 2, p.168) that bird-watching will be one of the interests of the upstream ends of the lake. While COG supports these objectives, the lack of information on the following matters, for example, in NCDC documents, raises concern as to whether the current attractive bird habitat will be maintained:

- . the depth of the water, control of macrophytes in the weedy catchment areas and whether these will need to be periodically emptied and cleared of silt;
- . the location, form and public accessibility of the proposed island sanctuaries;
- . the type of embankment /foreshore (slope, vegetation, etc.) particularly on the weedy catchment areas.

### 3. Foreshore Housing

Of particular concern to COG is the NCDC proposal for residential development along the north western and north eastern sides of the northern arm of the proposed lake. Although NCDC documents lack details it appeared (Vol. 1, p.108) that housing could be as close as 25 metres from the lake edge. From the information available on public display it now appears that as a result of the COG submission the NCDC has extended this distance to 30 metres. Without more detailed information it cannot be judged whether this is adequate and we note in particular the original proposal (Vol. 1, p.47) for a cycle path and equestrian trail in the corridor.

#### Conclusion:

In the light of the lack of detailed information, the Canberra Ornithologists Group must maintain its position put in the COG submission to the NCDC that it is not feasible to provide bird habitat so close to residential development and that the two proposals are quite incompatible, particularly in the "weedy catchment" and adjacent areas. In order to maintain the current attractive bird habitat and to enable maximum waterbird diversity in this area certain characteristics are required. COG would welcome discussions on these matters to enable us to assist in finding the best solution to this problem. Please note that the NCDC has recently been in contact concerning our submission and has arranged a meeting for Tuesday 21 May to discuss our views. We are hopeful this will lead to a fruitful exchange.

Yours faithfully,


  
J.B. Fitzgerald  
President



TABLE 1

Village Creek Dam

Waterbirds

Hoary-headed Grebe  
Australasian Grebe  
Great Cormorant  
Little Black Cormorant  
Little Pied Cormorant  
Pacific Heron  
White-faced Heron  
Cattle Egret  
Great Egret  
Intermediate Egret  
Sacred Ibis  
Straw-necked Ibis  
Yellow-billed Spoonbill  
Feral Duck  
Pacific Black Duck  
Grey Teal  
Chestnut Teal  
Australasian Shoveler  
Hardhead  
Maned Duck  
Baillon's Crake  
Australian Crake  
Dusky Moorhen  
Purple Swamphen  
Eurasian Coot  
Masked Lapwing  
Black-fronted Plover  
Red-kneed Dotterel  
Latham's Snipe  
Silver Gull

(No. of species 30)

Landbirds

Black-shouldered Kite  
Brown Goshawk  
Marsh Harrier  
Australian Hobby  
Brown Falcon  
Australian Kestrel  
Quail sp.  
Galah  
Sulphur-crested Cockatoo  
Eastern Rosella  
Red-rumped Parrot  
Horsefield's Bronze-cuckoo  
Skylark  
Welcome Swallow  
Tree Martin  
Fairy Martin  
Richard's Pipit  
Black-faced Cuckoo-shrike  
Flame Robin  
Rufous Whistler  
Rufous Fantail  
Grey Fantail  
Willie Wagtail  
Clamorous Reed-warbler  
Little Grassbird  
Golden-headed Cisticola  
Superb Fairy Wren  
Weebill  
Yellow-rumped Thornbill  
Noisy Friarbird  
White-plumed Honeyeater  
White-fronted Chat  
Silvereye  
Striated Pardalote  
European Goldfinch  
House Sparrow  
Common Starling  
Australian Magpie-lark  
Australian Magpie  
Australian Raven  
Little Raven

(No. of species 41)

TABLE 2

Tuggeranong Creek Silt Trap

Waterbirds

Hoary-headed Grebe  
Great Cormorant  
Pacific Heron  
White-faced Heron  
Sacred Ibis  
Australian Shelduck  
Feral Duck  
Pacific Black Duck  
Grey Teal  
Australasian Shoveler  
Hardhead  
Maned Duck  
Dusky Moorhen  
Purple Swamphen  
Eurasian Coot  
Masked Lapwing  
Double-banded Plover  
Black-fronted Plover  
Common Sandpiper  
Latham's Snipe  
Silver Gull

(No. of species 21)

Landbirds

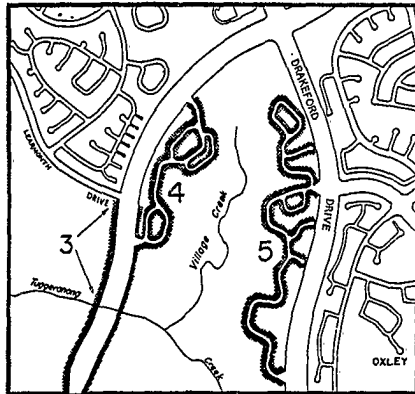
Black-shouldered Kite  
Brown Goshawk  
Australian Hobby  
Brown Falcon  
Australian Kestrel  
Whistling Kite  
Stubble Quail  
Galah  
Budgerigar  
Red-rumped Parrot  
Laughing Kookaburra  
Rainbow Bee-eater  
Singing Bushlark  
Skylark  
Welcome Swallow  
Tree Martin  
Fairy Martin  
Richard's Pipit  
Willie Wagtail  
Clamorous Reed-warbler  
Little Grassbird  
Golden-headed Cisticola  
Brown Songlark  
Noisy Friarbird  
White-fronted Chat  
European Goldfinch  
House Sparrow  
Common Starling  
Australian Magpie-lark  
Australian Magpie  
Australian Raven  
Little Raven

(No. of species 32)

## Variation No. 5

### VARIATION 5

TUGGERANONG, Town Centre Housing-East: Addition to the Plan of access roads to enable the development of approximately 240 medium density housing units on the north-eastern side of the lake planned for the Tuggeranong Creek/Village Creek catchment. A site with special development conditions suitable for broadacre institutional development is identified within the proposed road layout.



## TUGGERANONG TOWN CENTRE HOUSING EAST - ROAD ADDITIONS

### 1. Purpose

The proposal provides for the addition of roads to access the housing and special development area on the eastern side of the lake associated with the development of Tuggeranong Town Centre.

### 2. Background

Following the announcement by the Minister for Territories and Local Government in February 1984 that Tuggeranong Town Centre would proceed, planning commenced for the housing areas either side of the northern arm of the lake.

### 3. Length

The public roadways included in this proposal total approximately 2.7km in length.

### 4. Estimated Cost

The estimated cost for public works associated with this development including roads, services and landscaping is \$3.9 million.

### 5. Existing Development

The site is currently uncommitted Commonwealth land. Some earth mounding and tree planting works were undertaken on the site in conjunction with the construction of Drakeford Drive.

### 6. Proposed Development

The road variations will facilitate the development of approximately 240 medium density units including town houses and courtyard houses and a small site for a special development. The housing sites will be released in packages of varying marketable sizes, with a proportion up to 20% being reserved for government housing.

Access into the area will be from two locations on Drakeford Drive - from opposite Taverner Street and from an existing stub of an intersection between Taverner Street and Erindale Drive. The collector road serving the subdivision follows natural contour levels to emphasise the existing undulating land form. The arrangement of access roads maximises the potential for good solar orientation, and the housing layout will visually reinforce the eastern side of the lake and contribute to the realisation of its recreational and aesthetic potential. Public access to the lake and its foreshore will be retained by maintaining a minimum 30 metre setback for the housing from the lake's edge. Opportunities for public recreation including pedestrian and cycle paths, picnic areas and boat launching facilities will be provided in the open space areas between the housing and the lake.

7. Particular Planning Considerations

This housing location has good accessibility to the range of employment, retailing, entertainment and community facilities offered by the town centre. In the development of the housing, particular consideration will be given to achieving a high quality layout and architectural form to complement the lake and associated open space areas.

The nearest infants and primary school is in Wanniasa, and the nearest high school is in Kambah.

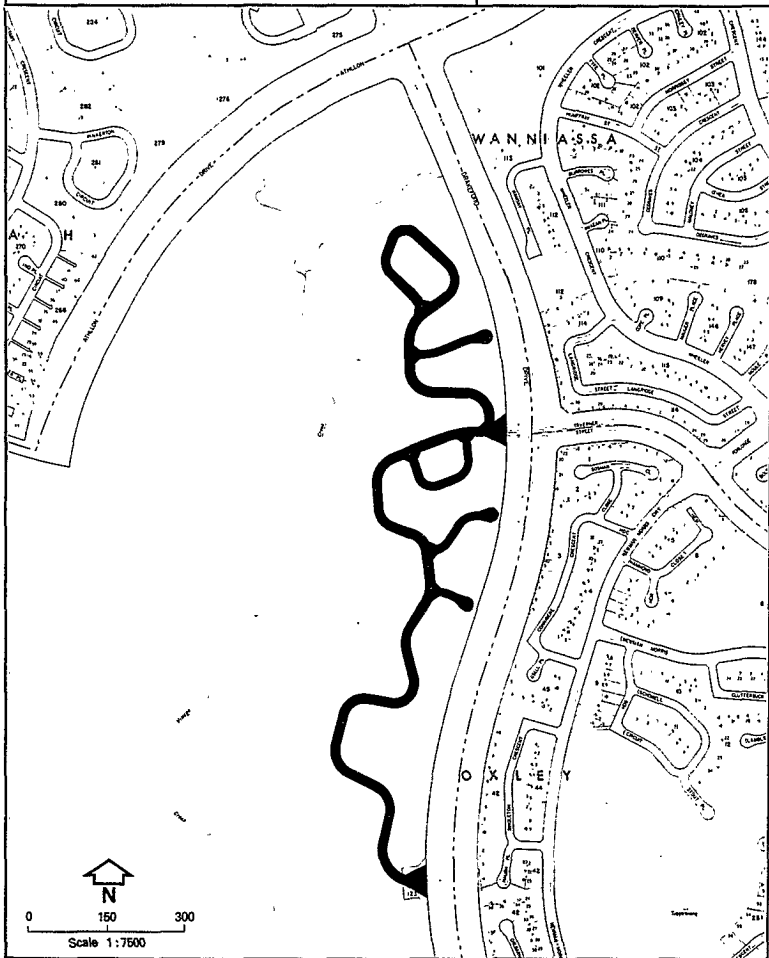
8. Environmental Considerations

In view of the potential for bacteriological pollution of the lake swimming area from the housing area, it is proposed to incorporate a system of drains to intercept and divert local stormwater run-off from this area, and to redirect it towards the Village Creek inlet end of the lake. In the case of the small special development site, development will be limited to low intensity institutional uses which can be developed in accordance with point source retention of any associated run-off.

This eastern housing area will require the installation of a sewerage pump station to lift wastewater to discharge to the Oxley Branch Sewer. Anticipated noise levels from traffic using Drakeford Drive will necessitate restricting a small number of the housing groups adjacent to Drakeford Drive to one storey.

9. Public Participation

The housing areas associated with the Tuggeranong Town Centre were incorporated in the public consultation for the town centre. The NCDC received three comments specific to the housing areas, two strongly supporting the housing plans, and one opposing housing development within 25 metres of the lake because of the likely impact on potential bird habitats. The housing layout incorporated in the final Policy Plan for the Town Centre has a minimum setback from the lake's edge of 30 metres.



ROAD ADDITION



TUGGERANONG TOWN CENTRE

HOUSING EAST: Road Additions

## SOUTH CANBERRA COLLEGE ENROLMENT PROJECTIONS

ACT MA 1003

South Canberra college capacities, existing enrolments and projected demand for places are shown in the following table. The potential shortfall of places is based on existing college capacities i.e. not including the proposed Tuggeranong Town Centre College

## SOUTH CANBERRA COLLEGE CAPACITIES, EXISTING &amp; PROJECTED ENROLMENTS

College	Current Capacity	Actual Enrol.		Projected Demand for Places				
		1985	1986	1987	1988	1989	1990	
Erindale	830	390	625	910	950	880	810	
Narrabundah	695	724	740	780	805	745	680	
Phillip	810	767	830	890	920	860	790	
Stirling	730	715	770	810	840	780	710	
TTC	(800)	-	-	-	-	350	600	
<b>Total</b>	<b>3865</b>	<b>2596</b>	<b>2965</b>	<b>3390</b>	<b>3515</b>	<b>3615</b>	<b>2900</b>	
Potential Shortfall of places without TTC College				325	450	550	500	

Projections are based on:

- (i) a continuation of recent high retention rates and are in line with NCDC population forecasts for new areas of settlement, and
- (ii) a premise that no additional non-government year 11 and 12 places will be provided to serve the southside of Canberra.

ACT SCHOOLS AUTHORITY  
JUNE 1985



TABLE 1  
PROJECTED YEAR 11 & 12 ENROLLMENTS 1986-2000  
NORTHSIDE COLLEGES

	1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000													
Belconnen & North Canberra	2740	3035	3320	3210	3010	2770	2960	2850	2750	2725	2575	2625	2650	2450
Gungahlin	-	-	-	-	-	40	100	200	300	425	575	775	1050	1350
Total	2740	3035	3320	3210	3010	3010	3060	3050	3050	3150	3150	3400	3700	3800

Maximum Capacity

Short Term

Normal\*

With Belconnen College

\*Capacity from 1991 allows for a reduction of Dickson College enrolments to 800 - an acceptable longer term maximum enrolment level.