



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-NINTH SERIES

March 1987



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PARLIAMENT OF AUSTRALIA
JOINT COMMITTEE ON THE AUSTRALIAN CAPITAL TERRITORY

PARLIAMENT HOUSE
CANBERRA, A.C.T. 2600
TEL 72 1211

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	Mrs R. J. Kelly, MP
Deputy Chairman	Senator M. E. Reid
Members:	Senator P. J. Giles
	Mr J. V. Langmore, MP
	Senator A. W. R. Lewis
	Mr F. S. McArthur, MP
	Senator J. Morris
	Mr J. R. Sharp, MP
	Mr J. H. Snow, MP
	Mr K. W. Wright, MP
Secretary	Mr Bjarne Nordin

Recommendations

89th Series of Variations

The Committee approves the Variation on the basis that the following recommendations set out in the Committee's report are implemented:

- 1) that an undertaking be made between the National Capital Development Commission and the Department of Local Government and Administrative Services to ensure that no more government offices will be located in Civic Centre until the situation has been thoroughly reviewed (paragraph 21);
- 2) that a trust fund account be set up and administered by the Department of Territories by the end of 1987 to enable revenue generated from parking fees to be redirected to the policing of parking restrictions, provision of further parking facilities and/or expansion of the ACTION bus fleet. Regulations governing the trust fund should provide for its termination three years from commencement unless there are specific reasons for its continuation beyond this period (paragraph 44); and
- 3) that the National Capital Development Commission make public by June 1987 a revised policy plan for Civic Centre outlining the likely consequences of the present level of development and future planning intentions and setting out in full the implications of this development on traffic flows and parking generally. Included in this revised plan must be an environmental assessment of the total impact of all development in Civic (paragraph 52).

INTRODUCTION

1. In the Commonwealth of Australia Gazette, 16 December 1986, 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 and Manager of the National Capital Development Commission within 21 days of the publication specifying the grounds of those objections. This period was subsequently extended for a further seven days.

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 5 occasions between 17 December 1986 and 3 January 1987. Displays showing the proposals were arranged by the Department at the Belconnen Library, Monaro Mall, Woden Shopping Square, Cooleman Court, the Erindale Centre Public Library, Wanniasa, and the Canberra Building Society, City Walk.

3. On 15 December 1986, pursuant to paragraph 1(a) of the Resolution of Appointment of this Committee, the item contained in the Minister's proposal and designated the 89th Series of Variations, was formally referred by the Minister for investigation and report. The Minister's letter referring the proposal 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 proposal on 5 March 1987 and 12 March 1987. 29 witnesses, representing various organisations and appearing as private individuals

gave evidence at the hearings. A list of the witnesses who appeared before the Committee is at Appendix II. The transcript of evidence given at the hearings will be available for inspection at the Committee Office of the House of Representatives and at the National Library.

5. The National Capital Development Commission and the Department of Territories supplied jointly prepared briefing notes which set out the background to the variation. These briefing notes form Appendix III. For the sake of brevity, details contained in the briefing notes are not repeated, unless necessary, in the Committee's report. The briefing notes 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.

6. The cost involved in the proposals dealt with in this Report is approximately \$1.23 million with the remaining costs being met by the developer.

89TH SERIES OF VARIATIONS

Background

7. The 89th (Special) Series of Variations provides for the deletion from the City Plan of Ainslie Avenue between City Walk and Bunda Street and minor additions and deletions from the Plan in Bunda Street, Ainslie Avenue, Akuna Street, Ballumbir Street and Petrie Street to provide further development by the Canberra Building Society of Sections 38 and 53 and part Section 56 City for offices, retailing and carparking.

8. The minor deletions are currently part of gazetted roads, with the Bunda Street areas being used for pedestrian footpaths, the Ainslie Avenue area being the exit point from the boom gate controlled carpark, and the Ballumbir Street areas being landscaped verges. The additions to Bunda Street, Akuna Street, Petrie Street and Ainslie Avenue will enable the development of improved verge areas and facilitate possible future road expansion.

9. The Variation proposes the degazettal of Ainslie Avenue between City Walk and Bunda Street to permit the development of an atrium to cover the space between the city's two major shopping malls, Monaro Mall and the proposal on Section 38. The atrium will integrate these two malls into one large centre which will provide improved retail facilities for both local and regional shoppers. It will also provide a focus for community entertainment and tourist activity.

10. The National Capital Development Commission and the developers argued strongly that this development is of critical importance to the future growth of Civic as the dominant retail centre. It was stated that Civic has suffered from the development of both Woden and Belconnen Town Centres and at a stage when Civic was to benefit from the development of Section 38, shortly after the release of the Boulevard development, there was a downturn in the economy and no further progress on increased retailing in Civic. (Transcript of Evidence page 208).

11. For some years, retailing opportunities had remained static and subsequent planning intentions were designed to assist the recovery of Civic as the major metropolitan centre. In order for this to be achieved it was considered that Civic had to provide sufficient retailing to act as a magnet and that the magnet had to be supported also by specialised and specialty retailing. (Transcript of Evidence page 209).

12. The proposed development scheme is based around three levels of retailing comprising two full scale department stores (David Jones and Grace Bros), a full scale supermarket (Coles New World), discount department store and specialty shops, and incorporates an office tower, overhead pedestrian walkways and carparking areas. Provision has been made for a three level pedestrian mall between Sections 51 and 38 with community - entertainment facilities including a child care centre, atrium stage and associated seating area. (CBS Submission p.2).

13. Overall, the proposed development scheme would add approximately 35 000 square metres of retail floor space to the four city blocks bringing the retail floor space provision to a total of over 55 000 square metres. In addition, a further 11 700 square metres is to be devoted to non retail uses, in the main comprising office space. The total scheme involves a floor space of nearly 67 000 square metres of leaseable floor area.

14. One of the aims of this development is to create a dominant city retail centre for Canberra in line with the objectives of the NCDC's Civic Centre policy plan. During the hearings it was stated that this will make Civic competitive on an equal footing with retail facilities available in the Woden and Belconnen Town Centres. Moreover, in evidence to the Committee the NCDC stated that from a planning point of view this development is of great importance not only to the City of Canberra but to the whole region. It will assist in providing a compact, intensive and lively shopping environment and essential retailing necessary in a dominant City Centre as well as providing retailing facilities for the whole region, thus enhancing Canberra's role as a tourist centre. (Transcript of Evidence p.205).

Historical Framework

15. The Committee was informed during the public hearing that the development of Section 38 is part of a general proposal for retail development in Civic Centre which has been under consideration since the late 1950's and early 1960's. In fact, NCDC plans dating from 1962 illustrate that Section 38 was to be developed as a retail centre. This idea was reinforced in the next major proposal to develop Section 38 for retailing activities in 1982, when the draft Civic Centre policy plan stressed the importance of a retail development on this site and stated that this development would do more than any other to consolidate the retail core of Civic.

16. Even though the Civic Centre Policy Plan did not include the earlier proposal to close off part of Ainslie Avenue, the developers consider this closure to be of paramount importance to the success of the development. They further state in their submission to the Committee that "the exclusion of this area (portion of Ainslie Avenue) from the development would severely impact on the financial viability of the centre".

(Transcript of Evidence p.200). The link across Ainslie Avenue was also stated to provide pedestrian access through both retail spaces on either side of the street on three levels and increase the attractiveness of the development to the general public.

17. In 1984, development conditions were released seeking expressions of interest for the development of this area. The 1984 invitation included the objectives that the development must ensure the early restoration of Civic as the premier retail centre in the region and that it must offer a variety of retail tenancies, including a major department store. The conditions also required effective integration with the Monaro Mall, with Sections 53 and 56 being seen as containing carparking structures. The proposal before the Committee is substantially larger than that envisaged in the 1984 development conditions. In terms of provision of retail space the original proposal stipulated that retailing on Section 38 was to comprise not less than 8 000 square metres and not more than 40 000 square metres of retail floor space. The current proposal provides for a total of 35 200 square metres for retailing purposes.

18. When Commission and Departmental Officers were requested to provide information regarding the discrepancy between the original lease proposal and development conditions and those finally approved, the Committee was told that the original development conditions related to a smaller development in that the original retailing proposal only encompassed Section 38, with Sections 53 and 56 intended entirely for carparking. However, the Committee was advised that after extensive discussions with major traders, following the expressions of interest, it was decided that retail trade generally would benefit from the addition of further retail facilities on the adjoining Sections 53 and 56. (Transcript of Evidence pages 403 - 405).

19. The successful Canberra Building Society proposal thus includes additional retailing on Sections 53 and 56 to provide an even stronger core in the Civic area and provides 3 000 carparking spaces on the 6 700 square metres of retail space on Section 56 comprising a supermarket and farmers market and the discount department store on Section 53.

Rate of Development and Employment Levels

20. In relation to the question of employment levels associated with the growth in business activity in Civic Centre the NCDC was asked to provide detailed figures of such employment levels based on approved development projects. During the hearing figures of 38 000 to 40 000 employees in Civic Centre were quoted. (Transcript of Evidence page 272). However, on the basis of the Commission's estimates, the cumulative total employment at the end of 1987 will be 25 200 and at the end of 1992 will be 32 750. (Attachment A Appendix IV).

21. The Committee is concerned about the rate of development which has occurred in Civic and the number of approvals which have been granted. For this reason it recommends that an undertaking be made between the NCDC and DOLGAS that no more government offices will be located in Civic Centre until the situation has been thoroughly reviewed. A commitment from the NCDC is detailed in Appendix VII to this Report.

Provision of Retail Space

22. Concern was expressed by several witnesses at the hearings about the impact of releasing such a large amount of retail space at the one time. This was considered likely to result in reduced trade for existing retailers in Civic and in other centres.

23. In response to the Committee's request for further information regarding the impact of such a release of retail floor space, the NCDC provided figures on planned retail floor space distribution between districts in Canberra, metropolitan floor space provision expressed in square metres per capita and office floor space supply in Civic and adjacent areas at present and projected for the next three years. This information is contained in Appendix IV to the Report.

24. The figures indicate that the Canberra wide floor space provision in 1980 was 1.45 square metres per capita, which in 1986 reduced to 1.43 square metres per capita and is projected to increase in 1989 to 1.75 square metres per capita. This compares with an average level of retail provision of 1.40 for all capital cities. Moreover, as the initial impact is reduced by a greater spread of retailing and consolidation in other centres, the 1995 level is estimated to be 1.64 square metres per capita which is less than the current floor space provision in some capital cities. However, changes to the nature of retailing from small to larger premises has also resulted in a greater demand for floor space and this has a bearing on these figures.

25. The Committee has no doubt that there will be an initial period of oversupply of retail space and difficult trading conditions for many retailers as a result of this development, the development of the Tuggeranong Town Centre and expansion of the Belconnen Mall. This will take the total amount of retail floor space to 95 000 square metres and result in the present overall provision in the ACT of 375 000 square metres being increased to 484 000 by 1989. However, no comments or criticism were received from Civic traders or from representatives of such groups as the Canberra Development Board, Canberra Association for Regional Development and the Canberra Chamber of Commerce. It is the Committee's view that the question of supply of retail space should be determined by market forces and that the economic viability of such ventures are a matter for private sector investment. It is inevitable that some adjustments will have to be made and it is probable that there will be a reassessment of some present high rental charges in the market.

Visual Impact

26. Since the 1920's, Canberra has been provided with a gazetted, legally binding plan of its road layout and with machinery which reserves exclusively to the Parliament the power to vary it. The plan is based on the original vision of Walter Burley Griffin and the Joint Committee became the Parliamentary guardian of that plan and Burley Griffin's vision. It is thus also the national guardian of the basic concepts that underlie the national capital, its plan and development.

27. One of the objections to the proposed Variation relates to the role of Ainslie Avenue as a major avenue providing a direct visual axis from Mount Ainslie to City Hill. This was part of Griffin's plan to provide a series of avenues radiating from Mount Ainslie and Black Mountain. This point was raised by several individuals appearing before the Committee as well as representatives of the Reid Residents' Association. (Transcript of Evidence pages 283, 284).

28. The Committee in its investigations and inspection of the site in question was made aware of the significance of this axis but is not convinced that its significance is well understood or appreciated by residents of the ACT, at present. It is also noted that the line provided by Ainslie Avenue was broken with the construction of the Monaro Mall in the 1960's. By allowing the Monaro Mall development into the road reservation with a consequent reduction in width of Ainslie Avenue, the plantation element of this vista was substantially reduced. It could be argued that with hindsight this should not have occurred, but with the break in the avenue already existing, the development of the adjacent shopping centre is a complementary and justifiable development. There is considerable community support for extending the pedestrian area along City Walk to include Ainslie Avenue between the Monaro Mall and Section 38.

29. The original architectural design for the atrium would have further blocked this visual line but subsequent modifications to the original plan by the provision of a triangular glass roof extending from the existing roof line of the Monaro Mall through to Section 38, for the entire length of the proposed road closure, will enable the visual line to be preserved. An added advantage is that appreciation of the axis will be enhanced within the atrium at the top level providing sight lines in both directions.

Traffic Movements

30. One of the major issues raised during the Committee's investigations was the effect on the existing road network of this development. The developers commissioned a traffic simulation study by Ove Arup Transportation Planning which provided a traffic impact assessment for Canberra Centre on the basis of the development in question.

31. Based on traffic count information supplied by the NCDC, the existing operating conditions of local intersections were calculated. It was concluded that each of the intersections immediately adjacent to the site had a reasonable level of service with the exception of the Northbourne Avenue, Barry Drive, Cooyong Street intersection which was found to be operating at or near its capacity, as is Ballumbir Street. (The NCDC has elaborated on the condition of Ballumbir Street in Appendix VIII). This study also showed that the circulation of traffic and nearby streets would not be unreasonably affected by the closure of Ainslie Avenue between City Walk and Bunda Street and then proceeded to give more detailed comments relating to certain street improvements which were considered to be required.

32. Pedestrian movements to City Walk were considered to be assisted by the provision of pedestrian overbridges from Sections 53 and 56, the closure of Ainslie Avenue (West of Bunda Street) and pedestrian phases in adjacent signals. The Ove Arup study

recommended that serious consideration be given to the closure of Ainslie Avenue east of Bunda Street and provision of grade separated pedestrian facilities at the intersection of City Walk with Akuna Street.

33. Some consideration was also given to public transportation and it was considered that the development is well located in relation to available bus stops and the Civic Interchange and that further stops could be provided in consultation with ACTION.

34. The assessment concluded that on traffic grounds there was merit in closing Ainslie Avenue west of Bunda Street as this was claimed to assist in promoting public safety and amenity in the vicinity of the road closure. One of the problems in assessing the reliability of the figures provided is that all empirical evidence regarding traffic flows and vehicle numbers are based on figures supplied by the NCDC. These figures are also used by other organisations commissioned to undertake survey work. Therefore, as there is no independent source of such data it is difficult to know whether the NCDC figures are an accurate indication of the true situation and whether their predictions accurately reflect future trends.

35. The Committee in examining the overall implications of traffic in Civic on the basis of figures provided by the Commission, is not satisfied that sufficient consideration has been given to existing traffic movements in relation to detailing where traffic originates from or its final destination. The proposed Monash Drive and other proposed access roads for Gungahlin would reduce traffic pressure in Civic but the Committee is concerned that the routing of traffic from Monash Drive down Ainslie Avenue would add to congestion in other roads when Ainslie Avenue is closed off.

36. The Reid Residents' Association, in their appearance before the Committee, also voiced concern about the effects of the traffic generated on traffic congestion generally and on pollution levels and accidents. The NCDC have provided the Committee with further information relating to measurement of lead levels and its likely impact on Civic and adjoining areas. This is set out in Appendix V.

37. Attachment D to Appendix V concludes that at present no residential areas in Reid or Braddon experience traffic levels in excess of that which would produce the upper lead limit set by the National Health and Medical Research Council. Although streets are cited which experience traffic volumes in excess of those recommended and therefore above the recommended health standard, it is pointed out that these high lead levels are restricted to the immediate vicinity of the road and that there is little residential land use along these roads and therefore these lead levels are not considered to be a serious threat to residents.

Parking Issues

38. The NCDC informed the Committee that two independent carparks are planned within the development, with access from retri and Ainslie Streets and egress to Ainslie and Akuna Streets respectively. These carparks have been planned with internal circulation and entrance and exit arrangements designed to meet expected peak demand traffic flows and designed to replace all existing parking on Sections 53 and 56 as well as meeting the total parking needs of new uses proposed on Sections 38, 53 and 56.

39. The present position in relation to carparking in the development area is that there is an existing supply on these three vacant sites of some 1 241 cars. These are spread between the three sites and will be lost as the sites are developed.

According to the NCDC, there will be a staging of this loss of carparking in that the conditions require that a carparking structure be built on Section 56 before development permits the removal of carparking on the other sites.

40. The two major carparking sites provide for 1 737 cars and 1 257 cars respectively. This combined with a small provision on Section 38 gives a total of 3 017 cars to meet a demand generated by the development of 3 070 cars. In further written advice to the Committee, the NCDC has provided more detailed parking figures which are set out in Appendix VI to the Report.

41. Thus there is a shortfall of 53 car parking spaces related to the development. As well as this shortfall there is a further displacement of 271 cars already accommodated on site giving an overall shortfall of some 321 cars, although the NCDC thinks that this number may be overstated. The net result of this development will be to place a greater emphasis on short term carparking in the main City Centre and it should be noted that the development meets the conditions requiring a minimum of 3 000 cars within the retail development.

42. As previously indicated, with the overall development of new office buildings in Civic, the number of people employed will rise from the present level of approximately 18 700 to a projected level of 32 750 by 1992. This latter figure includes all developments presently approved and at varying stages of completion and some still to be commenced. This rapid increase has been causing a severe shortage of both long and short stay parking for a year or two and realistic policies for addressing this problem are long overdue. The NCDC and the Department have provided the Committee with detailed plans for satisfying the need for short term carparking in and around Civic (a summary of this proposed strategy is included in Appendix VII of this Report). The Committee is concerned that this will still not cope adequately with demand for parking space but welcomes the Commission's proposals and urges that they be implemented as soon as possible.

43. The estimated shortfall in parking will lead to increased demands on public transport. The Department of Territories advised that they estimate the need for another 110 buses to service the increased patronage from 17% at the present to an estimated 25%. (Transcript of Evidence p.411). The Department indicated that some consideration has been given to setting up a trust account which would enable revenue derived from parking fees and fines being channelled directly back to the provision of further parking facilities and public transport.

44. The Committee recommends that a trust fund account be set up and administered by the Department of Territories by the end of 1987 to enable revenue generated from parking fees to be redirected to the policing of parking restrictions, provision of further parking facilities and/or expansion of the ACTION bus fleet. Regulations governing the trust fund should provide for its termination three years from commencement unless there are specific reasons for its continuation beyond this period.

45. In relation to traffic problems presently being experienced in surrounding areas of Civic, the NCDC and the Department of Territories are presently conducting a traffic management study of the Reid and Braddon area with the aim of recommending ways of reducing the potential impact of increased vehicular traffic to and from Civic Centre. The Committee is not satisfied with present arrangements regarding the policing of illegal parking in Reid and considers that there is urgent need for improvement. (Transcript of Evidence p430). The Committee therefore requests that the results of the traffic management study be made available in the form of a presentation to the Committee once the study has been completed.

Environmental Considerations

46. The environmental consequence of increased traffic levels with associated pollution was raised as an issue by several witnesses appearing at the public hearing. Reference has already been made to levels of lead pollution in the atmosphere

and possible consequences for the local population and nearby residents. The NCDC has been monitoring pollution levels in and around Civic over a period of time and acknowledge that at certain peak traffic times under specific environmental conditions there is a significant localized impact of lead pollution. The extent to which lead concentrations dissipate over distance is set out in Appendix V to this Report.

47. The Committee questioned the NCDC concerning the lack of an environmental impact study of the proposed development and was informed that it was not considered to be required under the provisions of the Environment Protection (Impact of Proposals) Act 1974 by the Department of Arts, Heritage and Environment. The Committee acknowledges that the environmental impact of this particular development, while contributing to car exhaust levels, will not greatly increase the combined effect of all development activities presently occurring in Civic. However, the Commission does have a responsibility to monitor pollution levels and ensure that these are minimised.

Conclusion

48. The Committee, in examining this significant proposal which was stated to constitute the largest single private sector investment in Canberra's history, is conscious of the importance of this development for the future of Civic Centre, the ACT and the South East Region of New South Wales. It is important for Canberra's continued development to broaden its economic base thus reducing its reliance on government expenditure. This project will provide employment opportunities, increased tourism potential for Civic and Canberra, and greater opportunities for recreational and cultural pursuits outside business hours in Civic Centre.

49. The question of whether the NCDC's Civic Centre Policy Plan accurately reflects developments in Civic is canvassed in greater detail in the Committee's report on the Metropolitan Plan

for Canberra which is to be tabled in Parliament soon. The necessity for a revision of the Civic Centre Policy Plan is evident not only in terms of Civic's own development and impact on adjacent suburbs but also in terms of the overall Metropolitan Plan itself.

50. As a consequence of its appearance before the Committee, the NCDC has agreed to undertake a Civic plan review to revise land use and transport policies which are no longer relevant and give a more accurate indication of the development of Civic and Canberra during the 1990's. The Commission has indicated that the revised draft Civic Plan will be available for release and public consultation in May/June 1987. This undertaking is set out in Appendix VII to the report and the Committee stresses the importance of this review in terms of outlining explicit planning guidelines and intentions for Civic.

51. During the Committee's extensive investigation of this proposal and in evidence taken from 29 witnesses over two days of hearings no-one was opposed in principle to the development of Section 38 and associated carparks. Concern was expressed mainly about the timing of the development, its size, (which was greater than that originally proposed) and a perceived lack of environmental impact assessment.

52. The Committee does not think it appropriate that the developer should be responsible for detailing the impact of this development on the whole of Civic but recommends that the NCDC make public by June 1987 a revised policy plan for Civic Centre outlining the likely consequences of the present level of development and future planning intentions and setting out in full the implications of this development on traffic flows and parking generally. Included in this revised plan must be an environmental assessment of the total impact of all development in Civic.

53. The Committee approves the Variation on the basis that recommendations set out in the Committee's Report are implemented.

A handwritten signature in black ink, appearing to read "Ros Kelly". The signature is fluid and cursive, with the first name "Ros" written in a larger, more prominent script than the last name "Kelly".

ROS KELLY
(Chairman)

March 1987



MINISTER FOR TERRITORIES

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

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

Dear Mrs Kelly

I anticipate that on 16 December 1986, notice of my intention to vary the plan of layout of the City of Canberra will be published in the Commonwealth Gazette. It will be the 89th Series of Variations to the City Plan.

This Special Series relates to the road deletions and additions required to provide for the development of sections 38, 53 and part 56 City by the Canberra Building Society.

Consistent with normal procedures, public comment will be encouraged through the media and by means of public displays.

Paragraph (a) of the Terms of Reference of the Joint Parliamentary Committee on the ACT provides for the consideration by the Committee of

"all proposals for modification or variation of the 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"

I wish to refer the proposed variation to the Joint Parliamentary Committee for inquiry and report.

All comments and or objections relating to the variation proposal which are received during the period of public participation will be forwarded to the Committee for consideration.

2.

I request that the Committee consider this Special Series as a matter of urgency. You are aware of the importance of this development and your assistance in reporting to Parliament early in the Autumn Session would be appreciated.

Yours sincerely

~~Original Signed~~
~~GORDON SCHOLES~~

GORDON SCHOLES

15 DEC 1986

82TH SERIES
LIST OF WITNESSES

NATIONAL CAPITAL DEVELOPMENT COMMISSION

Ms J Lang - Associate Commissioner
Mr G J Campbell - Chief Planner
Dr R F Care - Chief Engineer
Mr G J Deas - Chief Architect

DEPARTMENT OF TERRITORIES

Mr J A Turner - Deputy Secretary
Operations
Mr K T Lyon - Deputy Secretary
Co-ordination
Mr R S Adcock - A/g Assistant Secretary
Business Leases Branch
Mrs C A Parsons - Assistant Secretary
Traffic and Transport Branch

REID RESIDENTS' ASSOCIATION INC.

Mr J G Tucker, President
Mr M J Moore, Member

CANBERRA DEVELOPMENT BOARD

Mr J Fulton Muir, Chairman

CANBERRA ASSOCIATION FOR REGIONAL DEVELOPMENT

Mr R Schall, Chairman
Dr D Killen, Chairman, Economic and Planning Committee

BUILDING OWNERS AND MANAGERS ASSOCIATION OF AUSTRALIA

Mr G R W Snow, President

CANBERRA CHAMBER OF COMMERCE

Mr J Notaras, President
Mr R Winnel, Vice-President

CANBERRA BUILDING SOCIETY

Mr A P Kenyon, Chairman
Mr D J Bastian, Chief Executive
Mr P Holland, Consultant
Mr N Ingham, Town Planner
Mr G T Butterworth, Architect
Mr P Twiney, Consultant

PRIVATE CITIZENS

Mr P M Troy
Mr K G Enright
Rev. J P Haldane-Stevenson
Mr E G Wensing
Mr C G Harris
Mr P McQuin

SEAT OF GOVERNMENT ADMINISTRATION ACT 1910
PROPOSALS TO VARY THE PLAN OF LAYOUT OF THE CITY OF
CANBERRA AND ITS ENVIRONS (89TH 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. S647 of 16 December 1986. The material has been prepared for the public enquiry by the Joint Committee on the Australian Capital Territory into the 89th series of variations.

These variation proposals were referred to the Committee for investigation and report by the Minister for Territories in a letter dated 15 December 1986 pursuant to paragraph 1(a) of the Committee's instrument of appointment.

The 89th series of variations comprise 1 item sponsored by the Department of Territories.

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



Commonwealth
of Australia

Gazette

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SPECIAL

COMMONWEALTH OF AUSTRALIA

Seat of Government (Administration) Act 1910

NOTICE OF INTENTION TO VARY THE PLAN OF
LAYOUT OF THE CITY OF CANBERRA AND ITS
ENVIRONS

I, GORDON GLEN DENTON SCHOLES, Minister of State for Territories, pursuant to section 12A of the *Seat of Government (Administration) Act 1910*, hereby give notice of my intention to vary the plan of layout of the City of Canberra and its environs published in the *Gazette* of 19 November 1925, as previously modified or varied, in the manner and to the extent shown in the Explanatory Statement hereunder and in the attached Detail Map N5 the relative position of which is shown in the attached Index of Detail Maps.

No variation will be made before 21 days from the date of the publication of this notice in the *Gazette* to enable any interested parties to lodge submissions and/or objections to the proposed variation indicated in this notice. All correspondence relating to these proposals must be addressed to:

The Secretary and Manager
National Capital Development Commission
G.P.O. Box 373
Canberra City, A.C.T. 2601
Attention: B. Nesbitt

or hand delivered to:

B. Nesbitt
7th Floor
NCDC Office
220 Northbourne Avenue
Braddon, A.C.T. 2601.

Dated this 15th day of December 1986.

GORDON SCHOLES

Minister of State for Territories

EXPLANATORY STATEMENT

89TH SERIES OF VARIATIONS

Variation 1 (Detail Map N5)

City, Sections 38, 53 and part 56: Deletion of Ainslie Avenue between City Walk and Bunda Street and minor additions and deletions from the plan in Bunda Street, Ainslie Avenue, Akuna Street, Ballumbir Street and Petrie Street to provide for the development by the Canberra Permanent Co-operative Building Society Ltd for offices, retail space and carparking.

PUBLIC INFORMATION

As part of its policy to stimulate public interest in the proposal, the Department mounted displays showing the intended variation at the Canberra Building Society, City Walk, Monaro Mall, Belconnen Library, Woden Shopping Square, Cooleman Court and the Public Library, Erindale Centre, Wanniasa. The Department also advertised the variation in the Canberra Times on 17 December 1986, 20 December 1986, 24 December 1986, 27 December 1986 and 3 January 1987.



DEPARTMENT
OF TERRITORIES



National
Capital
Development
Commission

89TH SERIES OF VARIATIONS TO THE CITY PLAN

In Gazette No. S 947 of 18 December 1986, the Minister for Territories, Mr Gordon Scholes MP, gave notice of his intention to vary the layout of the City of Canberra and its environs (The City Plan).

Members of the public who wish to lodge complaints or objections to the proposals are invited to do so no later than 4.30pm on 6 January, 1987. All submissions must be lodged in writing with the Secretary and Manager, National Capital Development Commission, GPO Box 373, Canberra ACT, 2601 or and delivered to Brian Hesbitt, 7th Floor, NDC Building, 220 Northbourne Avenue, Braddon, by the above time and date.

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

Displays showing the intended changes will be available at the following locations: Monaro Mall, Belconnen Library, Wooden Shopping Square, Canberra Building Society Offices, City Walk, Cookman Court, and the Eriandale Library until the lodgement date for the closing of submissions.

VARIATION 1 (Detail Map N5)

City, Sections 38, 58 and part 38: Deletion of Ainslie Avenue between City Walk and Bunda Street and minor additions and deletions from the plan in Bunda Street, Ainslie Avenue, Akuna Street, Balumbie Street and Pease Street to provide for development by the Canberra Building Society LTD for offices, retail space and carparking.

Any telephone enquire may be directed to Brian Hesbitt on Tel. 468860.

#282 #528 / 316

VARIATIONS TO CITY PLAN

The Department of Territories announced today a special series of variations to the City Plan. The series provides for the development of sections 38, and 53 and part of section 56 in Civic.

The changes provide for the deletion of Ainslie Avenue between City Walk and Bunda Street and minor additions to and deletions from the plan in Bunda Street, Ainslie Avenue, Akuna Street, Ballumbir Street and Petrie Street to provide for the development by the Canberra Permanent Co-operative Building Society Ltd for offices, retail and car parking.

Public submissions or objections to the intended changes should be sent to the National Capital Development Commission within twenty one days. All submissions received by the closing date of 6 January 1987 will be forwarded to the Parliamentary Joint Committee on the ACT for consideration during its public hearing on the proposal.

The intended changes will be on display at the Belconnen Library; Monaro Mall; at Canberra Building Society office in City Walk, Woden Shopping Square, Cooleman Court; and the Erindale Library, until the closing date for lodgment of submissions. Copies of the Commonwealth of Australia Gazette containing the notice of intention to vary the plan are available at the AGPS Bookshop in Alinga Street, City.

16 December 1986

NOTES ON THE 88TH SERIES OF VARIATIONS

The Committee tabled its report on the 88th Series on 19 November 1986. Consistent with the Joint Committee's recommendations, the Minister approved Variations 1-8 and 10-14 on 20 November 1986.

In accordance with the Seat of Government (Administration) Act 1910, the instrument of Variation was then tabled before both Houses of Parliament for the statutory period of six sitting days. The period will conclude on 17 February 1987.

The Minister accepted the Joint Committee's recommendation that Variation 9, which provides for a parkway access system to Tuggeranong, be deferred pending a full briefing and overview of the proposal. The Committee expressed doubts about the extent to which this road was a priority in the present economic climate. The briefing is expected to occur before mid 1987.

CITY: AINSLIE AVENUE AKUNA STREET BUNDA STREET AND BALLUMBIR STREET-ROAD DELETIONS AND ADDITIONS

1. Purpose

Deletion from the plan of Ainslie Avenue between City Walk and Bunda Street and minor additions to and deletions from the plan in Bunda Street, Ainslie Avenue, Akuna Street, Ballumbir Street and Petrie Street to provide for the development by the Canberra Permanent Co-operative Building Society Ltd of Sections 38 and 53 and part Section 56 City for offices, retail and car parking.

2. Background

The deletion of Ainslie Avenue between City Walk and Bunda Street will enable the Canberra Building Society to link the Monaro Mall, which it now owns with Section 38 City, which it will be developing as a major retail centre. The link will take the form of an atrium and should add to the social amenity of the city, especially in winter.

The minor additions to and deletions from Ainslie Avenue, Bunda Street, Akuna Street, Ballumbir Street and Petrie Plaza will enable sections 53 and part 56 City to assume regular and consistent shapes, suitable for the proposed car parking structures.

3. Area

Total area of additions 1860m².

Total area of deletions 3318m².

4. Estimated Cost

The Cost of reconstructing Petrie Street is estimated to be \$230,000. The cost of providing site servicing, verge paving and landscaping outside the site is estimated to be \$1 M. This will be a Commonwealth expenditure.

The cost of relocation of any sewerage or water mains in Ainslie Avenue is to be borne by the Developer.

5. Existing Development

Ainslie Avenue between City Walk and Bunda Street is currently a gazetted road which provides access to the rear of the Monaro Mall and which provides a link between Bunda Street and London Circuit. The other minor deletions are currently part of gazetted roads with the Bunda Street areas being used for pedestrian footpaths; the Ainslie Avenue area being the exit point from the boom-gate controlled car park; and the Ballumbir Street areas being landscaped verges. The additions to Bunda Street, Akuna Street, Petrie Street and Ainslie Avenue will enable the development of improved verge areas and facilitate future road expansion if required.

6. Proposal Development

The proposed deletion will allow the Canberra Building Society to develop:

- . Offices - approx 12000m² Gross Floor Area;
- . Main Retail - approx 29000m² Net Lettable Area;
- . Discount Store - approx 8000m² Net Lettable Area;
- . Parking Structures - approx 3000 car spaces.

7. Particular Planning Considerations

The primary planning objective for this development is to consolidate Civic as the major metropolitan commercial centre. Particular objectives have been to:

- . ensure the early restoration of Civic as the premier retail centre in the region through the development of a modern facility able to compete with the other retail centres in Woden and Belconnen;
- . offer a variety of retail tenancies including a major department store to consolidate and strengthen the existing retail core;
- . permit effective integration with the Monaro Mall;
- . complement existing retail functions in Civic;
- . enhance Civic both in day time and evenings bearing in mind its role as a leisure, entertainment, dining and tourist centre for Canberra; and

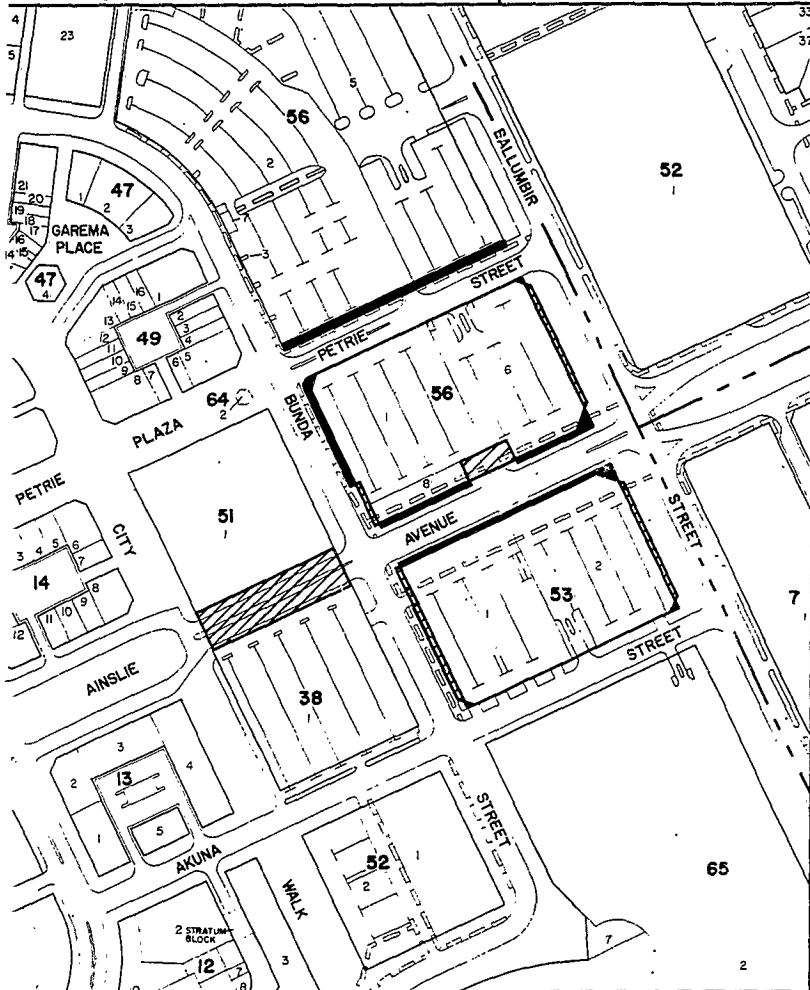
add substantially to the provision of parking in Civic by the development of car parking structures on Sections 53 and 56 which include 'active' street frontage for retail community and tourist purposes and provide approximately 3000 car parking spaces.

8. Environmental Considerations

The development provides sufficient on-site car parking for its own needs and for the Monaro Mall. There should be no significant environmental impact.

9. Public Participation

No public consultation has been carried out other than that inherent in the gazettal process and in conjunction with the preparation of the Civic Centre Policy Plan Development Plan (1984).



ROAD ADDITION

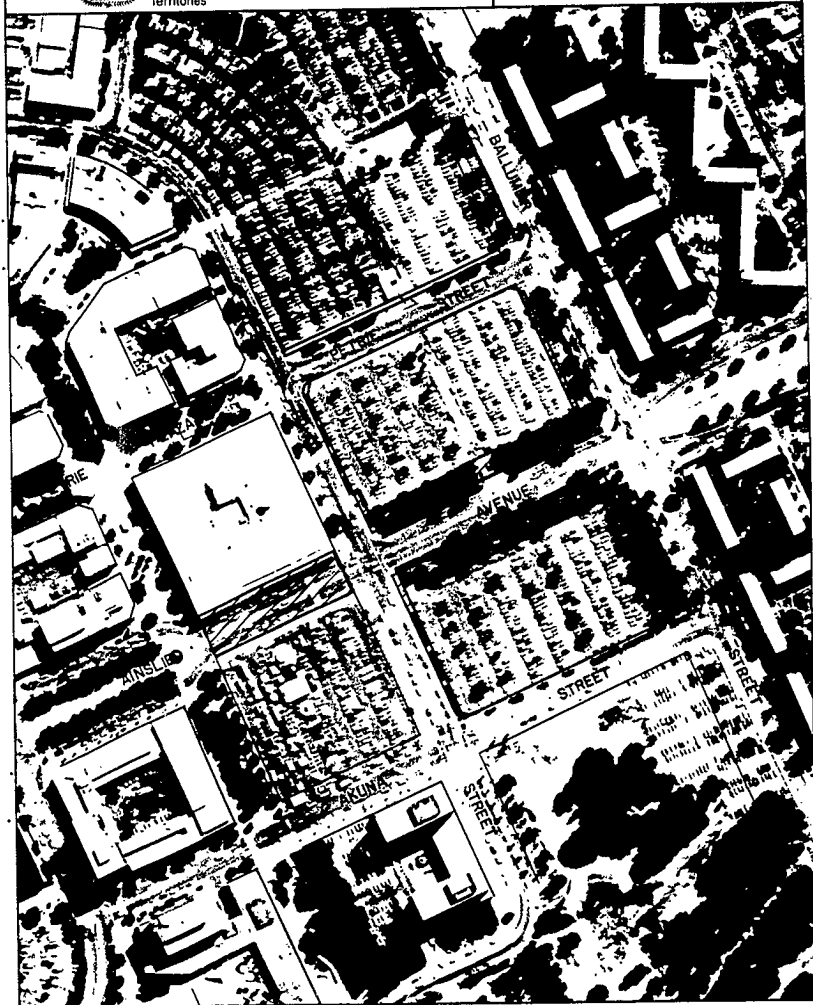


ROAD DELETION



CITY:

Ainslie Avenue, Bunda, Ballumbir, Petrie &
Akuna Streets - Road Additions & Deletions



CITY: Ainslie Avenue, Bunda; Ballumbir, Petrie & Akuna Streets - Road Additions & Deletions



National Capital Development Commission

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 All correspondence to be addressed to The Secretary and Manager.

In reply please quote: 86/1700
 B.Nesbitt:GB

Dear Mr Nordin

During the Committee's consideration of the 89th Series of Variation the Commission undertook to provide figures on:

- (a) planned retail floorspace distribution between districts in Canberra,
- (b) that distribution adjusted to take account of retailing in Fyshwick,
- (c) metropolitan floor space provision, expressed as m² per capita, and
- (d) office floorspace supply in Civic and the adjacent areas; currently and estimates for each of the next three years.

(a) Retail floorspace:

The table below shows the proportion of retail floorspace in planned retail Centres.

<u>Centre</u>	<u>1986</u> %	<u>1989(est)</u> %	<u>1995(est)</u> %
Civic	18.3	23.3	21.8
Belconnen Town Centre	22.5	17.9	16.7

Woden Town Centre	22.1	16.0	16.4
Tuggeranong Town Centre	-	13.0	12.1
Gungahlin Town Centre	-	-	2.2
All Other Centres (Local and Group)	<u>37.1</u>	<u>29.8</u>	<u>30.8</u>
	100	100	100

(b) Impact of Fyshwick

The table below shows the proportion of retail floorspace in planned retail areas adjusted to include Fyshwick

<u>Civic</u>	<u>1986</u>	<u>1989(est)</u>	<u>1995(est)</u>
	%	%	%
Civic	14.9	19.9	18.8
Belconnen Town Centre	18.2	15.3	14.4
Woden Town Centre	18.0	13.8	14.1
Tuggeranong Town Centre	-	11.1	10.5
Gungahlin Town Centre	-	-	1.9
All Other Floorspace (Local and Group Centres including Fyshwick)	48.9	39.9	40.3
	<u>100</u>	<u>100</u>	<u>100</u>

(c) Metropolitan Retail Provision

The Canberra-wide floorspace provision in 1980 was 1.45 m²/capita based on the ABS Retail Census which excluded much of Fyshwick and Mitchell. The retail provision in other capital cities is shown in the table below:

Retail Floorspace Provision 1979/80
(ABS Retail Census)

<u>City</u>	<u>m²/capita</u>
Adelaide	1.72
Perth	1.50
Melbourne	1.48
Hobart	1.45
Canberra	1.45
Brisbane	1.29
Sydney	<u>1.22</u>
Average	1.40

Since 1980 it is estimated that the provision of retail floorspace in major cities has tended to increase generally. The latest ABS figures will not be available for another 7-8 months. However, in Canberra, an increase is not expected to occur until the major new centres (Tuggeranong and S.38) are opened.

Given the income and household expenditure levels in Canberra and the tendency for retail expenditures per capita to increase over time these provision levels are considered to be compatible with other Australian capital cities. Despite the initial impact of two new retailing centres opening in 1988/89, retail provision levels per capita will actually fall in the early 1990s.

The current and forecast retail provision in m²/capita (including Fyshwick and Mitchell) for metropolitan Canberra is:

<u>1986</u>	<u>1989</u>	<u>1995</u>
1.43	1.75	1.64

The Belconnen Mall was opened in 1978 and being a major centre it had a significant effect on Canberra's retail provision. It should be recalled that Cooleman Court and Stage 3 of Woden Plaza opened at about the same time. Prior to these developments opening the provision was 1.28 m²/capita compared to 1.67 m²/capita (including Fyshwick and Mitchell) after they were fully operating.

(d) Office Floorspace

The table below shows figures for office floorspace and employment for Civic and the nearby commercial areas of Braddon and Turner adjacent to Northbourne Avenue and Barry Drive.


<u>As at December</u>	<u>Est. Floorspace</u>	<u>Vacant</u>
	<u>m2, leasable area</u>	<u>Floor</u>
		<u>space</u>
1986 TOTAL	284,400	NIL
<u>Annual increase of:</u>		
(not cumulative)		
1987	119,270	NIL
1988	57,300	22,500
1989	5,200	NIL
1990	37,600	14,000

This forecast of increased office space in Civic is based on the premise that all presently identified projects will proceed to completion (see Attachment A). The amount of vacant space is calculated based on known commitments for tenancy of new buildings and on average annual increase in public and private sector demand for office space. There are indications that some older buildings in Civic may be temporarily vacant while refurbishment is carried out. If this occurs then the amount of vacant and available office space would be reduced correspondingly.

The NCDC estimates of annual increase in total Civic employment is based on the above vacant office space forecast.

Yours sincerely

Alan Phillips

ALAN PHILLIPS 
SECRETARY AND MANAGER

17 March 1987

Mr Bjarne Nordin
Secretary
Joint Committee on the ACT
Parliament House
CANBERRA ACT 2600

EMPLOYMENT GROWTH IN CITY (APPROVED DEVELOPMENT)

<u>DATE</u>	<u>PROJECT</u>	<u>NEW EMPLOYMENT</u>	<u>CUMULATIVE TOTAL EMPLOYMENT</u>
			18700
1987	WHITE INDUSTRIES (ST.1)	410	
	CANB. BUILD. SOCIETY	810	
	NORTHBOURNE TOWERS	570	
	WHITE INDUST. (ST'S. 2 & 4)	1300	
	IAN POTTER HOUSE	130	
	CIVIC HOTEL	900	
	WHITE INDUST. (ST.'S. 3 & 5)	1200	
	C.W.A., POLISH CLUB (ST.1)	475	
	ANSETT BUILDING	540	
	EDWARDS DUNLOP	420	
	GAHA PARK. STRUCT.	35	
	DERWENT HOUSE	-280	25200
1988	POLISH CLUB (ST.2)	240	
	NAT. CAPITAL CTR. (ST.1)	815	
	SECTION 56 PARK STRUCT.	270	
	NAT. CAPITAL CTR. (ST.2)	715	
	WHITE IND. HOTEL/CON. CTR	400	
	ADC	120	
	DERWENT HOUSE	280	28040
1989	NAT. CAPITAL CTR. (ST.3)	315	
	SECTION 38 - RETAIL	870	
	TOWN HOUSE	670	29895
1990	SECTION 38 - OFFICE	700	
	WHITE INDUSTRIES(STAGE 6)	850	
	NAT. CAPITAL CTR. (ST.4)	525	31970
1991	CANBERRA TIMES (ST.1)*	600	32570
1992	CANBERRA TIMES (ST.2)*	180	32750

* DEVELOPMENT UNDER CONSIDERATION



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All correspondence to be addressed to The Secretary and Manager.

In reply please quote:

86/1700
B.Nesbitt:GB

Dear Mr Nordin


During the Committee's consideration of the 89th Series of Variations the Commission undertook to provide additional information on lead levels as follows:

- . Measurements of lead levels in Civic (1982-1986) - Attachment A.
- . Details of the four major lead sampling sites in Canberra - Attachment B.
- . Information relating to drop off of lead levels with distance from road and relationship between lead levels/distance from road/number of vehicles. These latter two are from information contained in the study in the UK by Chamberlain et al (1978) and while they reflect the situation in Canberra, the lead levels may differ in absolute terms. This work was reported in the Australian Academy of Science (1981) publication entitled "Health and Environmental Lead in Australia" - Attachment C.

The results of a preliminary
assessment of possible lead levels
in and around the Reid/Braddon area
- Attachment D.

Yours sincerely

Alan Phillips

ALAN PHILLIPS 
SECRETARY AND MANAGER

18 March 1987

Mr Bjarne Nordin
Secretary
Joint Committee on the ACT
Parliament House
CANBERRA ACT 2600

Attachment A

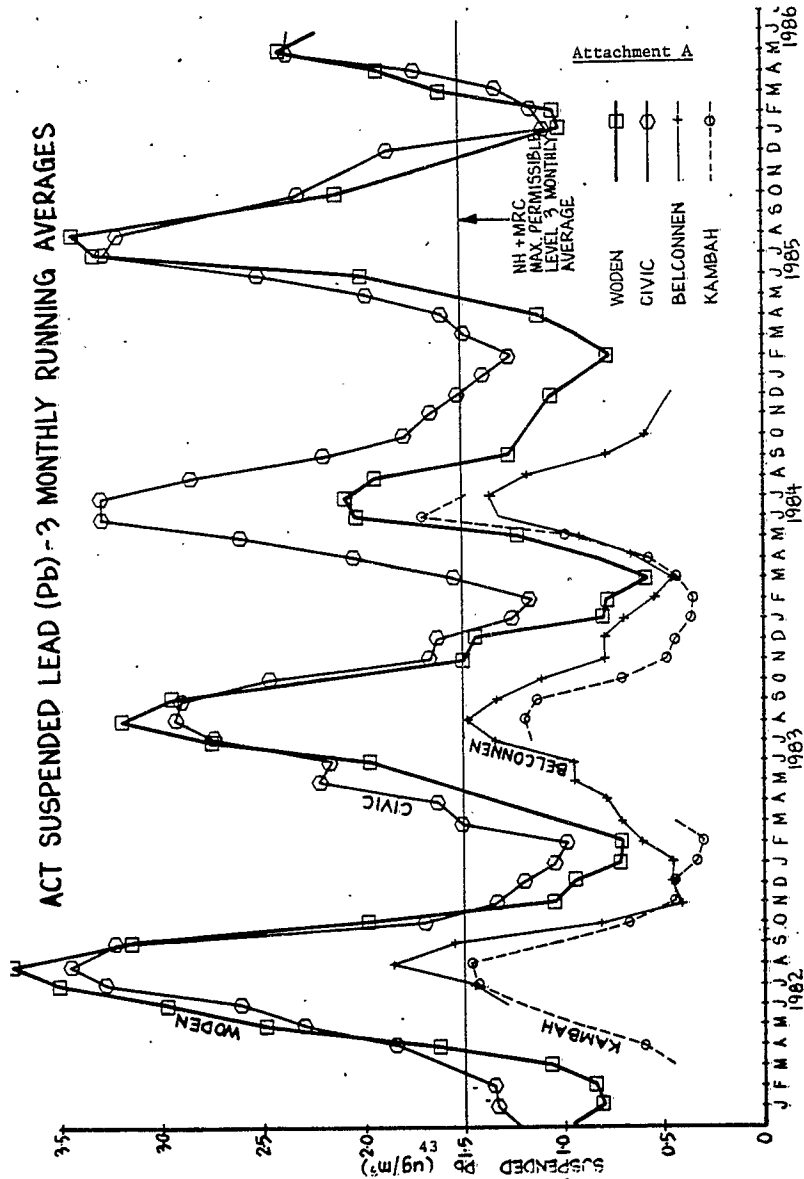
LEAD LEVELS IN CIVIC

It is important to note that the information attached provides running monthly averages by moving on one month at a time. Lead concentrates are reported as a three month average, calculated from 15 twenty four hour samples which are taken every sixth day during the three months.

The levels shown for Civic and Woden directly reflect the high levels of vehicle traffic on the roads adjacent to the monitoring sites i.e. Barry Drive and Hindmarsh Drive.

It is notable that there has not been a significant increase since 1982.

ACT SUSPENDED LEAD (Pb) - 3 MONTHLY RUNNING AVERAGES



Attachment B

AUSTRALIAN CAPITAL TERRITORY HEALTH AUTHORITY

Lead Sampling Sites - ACT

CIVIC

- 1) Barry Drive/Marcus Clark Street

BELCONNEN

- 2) City Parks Depot - Nettlefold Street/Egan Close

WODEN

- 3) Ambulance Station, Phillip - Botany Street (near Hindmarsh Drive)

TUGGERANONG

- 4) City Parks Depot, Kambah - O'Halloran Circuit (near Drakeford Drive).

Attachment C

LEAD LEVELS, IN RELATION TO DISTANCE FROM THE
ROAD AND THE NUMBER OF MOTOR VEHICLES

It is important to note from the attached tables that the level of lead drops very rapidly as the distance from the road increases. (For example, from figure 2 the lead level is reduced by 60% within 20 metres of the road). With respect to Barry Drive, this would mean the peak of 3.5 micrograms per cubic metre would be reduced to below 1.5 micrograms per cubic metre (the National Health and Medical Research Council standard) within 20 metres of the road.

The document entitled Figure 4 demonstrates that adjacent to the road there is a disproportionately high increase in lead levels related to vehicle numbers. As distance from the road increases this effect decreases significantly.

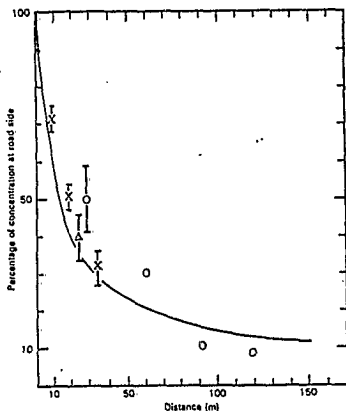


FIGURE 2 Variation of lead in air (PbA) with distance from road. Values are expressed as percentages of the value at the roadside.
 Experimental points (Error bars 1 SE)
 Theoretical
 From Chamberlain et al, 1978. 2)

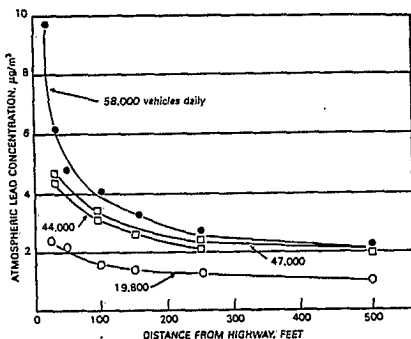


FIGURE 4 Variation in atmospheric lead concentration with traffic volume and distance from the highway. From Chamberlain et al, 1978. 2)

From: Australian Academy of Science (1981)

"Health and Environmental Lead in Australia"

- 1) Chamberlain et al (1978) "Investigations into Lead from motor vehicles" Harwell, HMSO
- 2) Please note the figures are from a British study and conditions may vary from a Canberra situation.

ATTACHMENT D

LEAD LEVELS - EXISTING SITUATION - REID/BRADDON

Existing traffic flows in the suburban areas of Braddon and Reid vary between 6000-7000 vpad for the major streets such as Torrens and Ainslie Avenue while the majority of the streets have traffic volumes below 1000 vpad.

Based on this information an assessment of likely lead levels was undertaken using the information that an average house would be located approximately 10-15m from the centre of the road, which is the point which is used for all lead modelling activities.

In order to reach the upper lead limit (1.5 g/m³) 15m from the road the traffic volumes will need to be in the order of 8000+ vpad. At present no residential areas in Reid/Braddon experience these traffic levels and therefore no streets would experience unacceptable lead levels. Most streets would in fact have very much lower lead levels. The exception to this is the following streets of Ballumbir/Coranderrk Street and Constitution/Limestone Avenues which surround Reid/Braddon. These streets have existing traffic volumes in excess of 8000 vpad and therefore predicted lead levels in excess of the health standard quoted above. However, given that these high lead levels are restricted to the immediate vicinity of the road and that there is little residential land use along these roads these lead levels are not as serious as may be thought.

vpad - vehicles per average day



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In reply please quote: 86/1700
 B.Nesbitt:GB

Dear Mr Nordin

During the Committee's consideration of the 89th Series of Variation the Commission undertook to provide the committee with a car parking balance sheet for the proposed development.

The development conditions required the developer to meet parking demand on site. For the purpose of this calculation the rates as shown on the attachment were used. This turned out to be a demand estimated at some 3070 spaces. The generation rates used are quite generous estimates and considered to be accurate within + or - 10%; on this basis the developer was required to provide 3000 spaces. The actual provision is 3017.

In considering new development on Sections 38, 51, 53 & 56 as against new provision of parking (see item 6 on the attachment) the shortfall is of the order of 321 spaces. On these estimates approximately 260 vehicles not associated with Monaro Mall, are currently parking on the existing car parking sites on Sections 38, 53 & 56. This shortfall is still within the accuracy of the estimates (+ or - 10%).

Two further matters need to be considered

1. The retail generation rate used, 4.8 spaces/100m²UFA (usable floor area) is high compared with other town centres - refer item 2 attached. If the next

highest rate, that for Belconnen were used 103 less spaces would have been required.

2. There is a significant number of short stay users of retail space who arrive as part of work based trips and hence do not require specific parking provision as part of a development like this. Reference to NCDC Technical paper 53, November 1986 "Metropolitan Canberra, Policy Plan and Development Plan - Transport and Land Uses", page 12 indicates a percentage of 35% for Civic compared with 20% for other town centres. If this differential rate of 15% were applied to the short term parking generation rate only, a further 160 fewer cars would have been required.

In considering all the above and the viability of the development it is considered that a required provision of 3000 car spaces was a reasonable balance between supply and demand.

The Committee also asked for the expected travel time from the development to Barry Drive. The Commission anticipates the travel time to be 6 to 8 minutes at peak times but would be subject to a high degree of variability due to the way traffic control signals are linked and phased, and the simplifications built into the traffic network model. (The model assumes for example that all traffic flows smoothly and that all pedestrians and motorists behave in a predictable manner).

Yours sincerely

Alan Phillips
ALAN PHILLIPS
SECRETARY AND MANAGER

18 March 1987

Mr Bjarne Nordin
Secretary
Parliament Joint Committee on the ACT
Parliament House

SECTION 38 CITY : PARKING

1. EXISTING SPACES

Long Stay: Section 53 - 403 spaces

Section 56 - 255 Spaces
658

Short Stay: Section 38 - 348 spaces

Section 56 - 235 spaces
583

Total: 1241

2. GENERATION RATES

Offices: -3.0 spaces/100m² GFA* Long
Stay

-0.3 " " GFA Short Stay
3.3

Retail: -1.8 spaces/100m² UFA* Long
Stay

-3.0 " " UFA Short Stay
4.8

Comparison with Other Centres

Woden: 4.08 spaces/100m² UFA Long Stay
& Short Stay

Belconnen: 4.51 spaces/100m² UFA Long Stay
& Short Stay

Tuggeranong: 4.24 spaces/100m² UFA Long Stay
& Short Stay

*GFA - gross floor area

*UFA - usable floor area

3. PARKING DEMAND

New Offices	11900m ² GFA x 3.3 per 100m ² =	400
New Retail	35500m ² UFA x 4.8 per 100m ² =	1700
Existing		
Retail	20000m ² UFA x 4.8 per 100m ² =	970
	Total	3070

4. PARKING SUPPLY

Section 38	=	23 spaces
Section 53	=	1257 spaces
Section 56	=	1737 spaces
Total	=	3017

5. PARKING BALANCE

(3070 - 3017) = 53 spaces shortfall

6. EFFECT OF NEW DEVELOPMENT ONLY

Spaces lost	1241
Generation, new development	
New offices (11900 x 3.3 per 100m ²)	393
New retail (35500 x 4.8 per 100m ²)	<u>1704</u>
	3338
Provided	<u>3017</u>
	(321)
	Shortfall



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In reply please quote: 86/1700



Dear Mr Nordin

Following the Committee's consideration of the 89th Series of Variations further information was requested in relation to -

- . pollution levels, particularly lead.
- . parking.
- . review work on the Civic Plan.
- . a strategy for the location of government offices.

Information about lead levels has already been sent to the Committee in a letter dated 18 March and therefore this letter reports on the remaining three matters.

PARKING

The Commission has recently instituted a program of work to add to the long stay parking supply in Civic. The short stay supply situation is relatively well matched with demand. Improvements in this respect will occur as part of the general management and maintenance of short stay parking administered by the Department of Territories. With respect to long stay parking the current demand (end of January 1987) was for 9800 spaces in Civic. The current supply was 7200 spaces. The residual shortfall of 2600 spaces is presently accommodated in residential areas around Civic and by informal and illegal parking within Civic.

The Commission has adopted a program to construct some 4500 additional surface car parking spaces by 1990 with some 3300 of these to be constructed by the end of 1987. The locations of these additional surface spaces were briefly described

to the Committee at its second hearing. The development of most sites particularly those to be completed this year, will be relatively straightforward but others are somewhat more sensitive and will probably require consultation with residents in the vicinity.

Funds are available for the initial program to achieve 3300 spaces by the end of 1987. This will cost an estimated \$5m and the program to 1990 for the completion of a total of 4500 spaces is estimated to cost \$2m.

If all office developments in Civic are constructed by 1990 including the Town House Motel redevelopment and the Canberra Times site (which has not been approved by the Commission) then the demand for long stay car parking will be 15700 spaces. When the action described above to construct a further 4500 spaces is completed the overspill should be confined to about 1900 spaces or somewhat less than the present level. Between now and 1990 overspill within the residential areas will rise because of the occupancy of a number of office buildings which will be finished about the same time. We expect it to rise to a peak of about 4000 and then decline. The effects of these changes are more likely to be felt in Reid and Braddon than Turner, because the demand will occur to a greater extent on the eastern side of Civic. As the Committee is probably aware, the Commission and the Department are involved in a Local Area Traffic Management study in these areas. This study includes both assessment of the parking problems arising from Civic's development and methods of meeting such problems.

Our understanding of the Department of Territories' position in relation to these proposals is that it believes the management of overspill parking at current levels is both feasible on safety grounds and within the capacity and resources of the Department. Therefore a longer term overspill at about 1900 spaces would cause no additional problems in these respects.

CIVIC PLAN REVIEW

The consolidation of commercial development in Civic was the main objective of the Civic Policy Plan/Development Plan first published in 1982. This objective has been realised in a far shorter time than was thought possible then. The result as everyone is now well aware is that building and infrastructure development are out of balance.

The short term measures to increase parking together with other capital investment and management strategies will help restore a balance between services and development. In the longer term however the direction of growth and change in Civic and surrounding areas will increasingly emerge as important public issues. Therefore the Commission is mid-way through a review of the current Policy Plan and Development for Civic. The aim of the review is to revise those land use and transport policies which are no longer relevant and replace them with policies more attuned to the needs of Civic and Canberra during the 1990s.

To date the work has concentrated on reviewing employment capacities against parking, transport and environmental constraints, the future of office development and redevelopment, the role of Civic in tourist, retail, entertainment and civic terms and the special needs which remain unrepresented at the City's Centre in its present state of development. Because there is now only a relatively small remaining capacity in Civic to absorb more employment (unless very large programs of public capital investment on infrastructure were contemplated) it is important to ensure that the available growth potential is realised to the best overall advantage. This objective is not different in principle to that contained in the 1982 plan but both the means to achieve it and the form of its realisation are likely to be different as a result of the review.

It is anticipated that the revised draft plan will be available for release and a lengthy period of public consultation in May-June 1987. Other and more urgent tasks may cause this timing to be revised. The Commission however is acutely aware of the need for revised policies in Civic and will be endeavouring to produce a draft as early as possible.

A STRATEGY FOR GOVERNMENT OFFICE SPACE

Given the directions of the review of the Civic Plan described above it is clearly necessary to achieve an agreement within the Commonwealth on the future location of Commonwealth office space throughout the metropolitan area. To this end negotiations between the Commission and the Department of Local Government and Administrative Services began in January of this year. Those negotiations have now reached a point where an understanding exists between the Commission and DOLGAS in relation to future Commonwealth office space. DOLGAS will not require further office space in Civic beyond commitments already entered into provided the Commission and the Department of Territories have made available alternative sites for development in Belconnen, Tuggeranong and elsewhere outside Civic, as required.

The Commission has provided development conditions for two sites in Belconnen each capable of accommodating approximately 20,000 m².. of office space for Commonwealth purposes. One of these two sites is within the lease held by Westfield to the Belconnen Mall and would be an office building on the corner of Benjamin Way and Emu Bank. The other is a site further up Benjamin Way and which would need to be released by the Department of Territories for private enterprise construction. In relation to the second site discussions are proceeding between DOLGAS and DOT on the method of release to be used.

In the case of Tuggeranong, the Commission has prepared development conditions for a 30,000 m².. Commonwealth office block in the town centre. The conditions can be released to DOT in a matter of days after DOLGAS has determined, in the Budget context, its priority for this building. Alternatively, if the project was to be funded by the Commonwealth, the Commission is sufficiently far advanced on preliminary design to be able to meet a 1987/88 commitment to construction.

The combination of space opportunities in Belconnen and Tuggeranong of 70,000 m²., all of which could be constructed in 1987/88, is more than enough to take the pressure off Civic and allow the arrangements that have been agreed between the Commission and DOLGAS to be realised.

In addition to these proposals the Commission and DOLGAS are exploring possible sites for Commonwealth offices in Barton and the Parliamentary Zone in order to meet possible requirements which could not be met at district centres.

Yours sincerely

Alan Phillips

ALAN PHILLIPS *AP*
SECRETARY AND MANAGER

20 March 1987

Mr Bjarne Nordin
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Dear Mr Nordin

Following the Committee's consideration of the 89th Series of Variations further information was requested in relation to -

- . retail floorspace
- . Ballumbir Street traffic levels

Retail floorspace

From the NCDC's retail inventory the current total retail floorspace is 375,000m² (including Fyshwick). Based on the current programme for development of new centres the total retail floorspace will increase to about 484,000m² by 1989.

Ballumbir Street traffic levels

Ballumbir Street is presently 2 lanes in each direction from Torrens Street to Coranderrk Street which is reduced to 1 lane in each direction as it turns into Coranderrk Street.

Ballumbir Street is a vital link in the Coranderrk Street, Ballumbir Street, Cooyong Street ring road around the east side of the city.

Existing daily traffic flows on Ballumbir Street are around 23,000 vehicles per day north of Ainslie Avenue and about 15,000 vehicles per day south of Ainslie Avenue. These volumes are expected to increase to around 30,000 vehicles per day at the time Section 38 is completed.


The capacity of a 4 lane road varies between 20-27,000 vehicles per day depending on the operational characteristics of the road and the operation of the traffic signals for handling crossing traffic and pedestrian flows.

Based on these assumptions Ballumbir Street has just sufficient capacity for today's traffic but the capacity will be exceeded at the time Section 38 is completed. Capacity is only a problem during the peak 'am' and 'pm' peak periods and at lunch times. There is no capacity problem during the off peak period.

Current plans are to widen a section of Ballumbir Street to 4 lanes (with right turning lanes) to increase its capacity from Akuna Street to Petrie Plaza as well as widen the narrow section of Coranderrk Street to 2 lanes in each direction. The right turn lanes will be continuous through the intersections because of the closeness of the intersections.

Yours sincerely



ALAN PHILLIPS 
SECRETARY AND MANAGER

27 March 1987

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