

The Parliament of the Commonwealth of Australia

**REPORT ON PROPOSALS FOR VARIATIONS
OF THE PLAN OF LAYOUT OF THE CITY OF
CANBERRA AND ITS ENVIRONS**

VARIATIONS 1989/1 (ITEM 1)



**Joint Parliamentary Committee
on the Australian Capital Territory**

November 1990

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MEMBERSHIP OF THE COMMITTEE

Chairman	Mr J V Langmore
Deputy Chairman	Senator M E Reid
Members	Senator T Aulich Senator R J Bell Senator W R Parer Senator S West Mr R P Elliott, MP Hon. J C Moore, MP Hon. G G D Scholes, MP Mr J R Sharp, MP
Secretary to the Committee	Mr G Harrison
Administrative Assistant	Mrs M Lyons

TERMS OF REFERENCE

The Committee was appointed to inquire into and report on:

- . the National Capital Plan and amendments to the Plan which are referred to it by the Minister responsible for the *Australian Capital Territory (Planning and Land Management) Act 1988*; and
- . such other 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 responsible for the Australian Capital Territory.

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THE COMMITTEE'S RECOMMENDATION

The Committee recommends that:

that part of Item 1 of Variation 1989/1 relating to the construction of an expressway from Newcastle Street Fyshwick, across Dairy Flat and over the Molonglo River to connect with Morshead Drive at a roundabout, be approved.

VARIATIONS TO THE PLAN OF CANBERRA

1. Section 12A of the *Seat of Government (Administration) Act 1910* provides that the Commonwealth Minister responsible for administering the Act may vary the gazetted plan of the layout of the City of Canberra. To take effect, the variation must be tabled in both Houses of Parliament where it may be disallowed. It has been the practice of the Minister to refer proposed variations to the Joint Parliamentary Committee on the Australian Capital Territory before tabling in Parliament.

2. It is intended that the role of the Commonwealth Minister in varying the plan of the layout of Canberra will cease when, pursuant to the provisions of the *Australian Capital Territory (Planning and Land Management) Act 1988*, the transition period for the introduction of self government in the Territory ends and section 12A of the *Seat of Government (Administration) Act* is repealed. Once this occurs the responsibility for varying the plan of the layout of Canberra will be transferred to the Australian Capital Territory Government and the practice of referring proposed variations to the Committee will cease.

3. The transition period was expected to have ended in May 1990 but was continued pending finalisation of a National Capital Plan. On 13 November 1990 the Minister for the Arts, Tourism and Territories, the Hon. David Simmons, MP, presented to the Parliament a Bill to amend the *Australian Capital Territory (Planning and Land Management) Act* by extending the transition period until May 1991. If the Bill is enacted the involvement of both the Minister and the Committee in the making of variations will continue until May 1991.

VARIATION 1989/1 (ITEM 1)

The Committee's First Report

4. Item 1 of Variation 1989/1 was initially referred to the Committee of the previous Parliament in May 1989 as part of a series of proposed variations.

5. It proposes an addition to the plan to provide extra road capacity to accommodate the increased traffic flows between eastern Canberra and Tuggeranong resulting from the residential development that has occurred in Tuggeranong.

6. Specifically, the variation would have allowed for:

- (a) the construction of a dual carriageway expressway from Newcastle Street in Fyshwick, across Dairy Flat and over the Molonglo River to connect with Morshead Drive; and
- (b) the redevelopment of Morshead Drive, adjacent to the Royal Military College (Duntroon), as the main access route between central Canberra and the expressway.

7. Relevant extracts from the briefing notes prepared for the previous Committee by the Office of Industry and Development of the then ACT Administration are at Appendix 1. These notes provide details about the purpose of the proposed variation, its estimated cost, existing and proposed developments within the area under consideration and the community consultation undertaken.

8. The previous Committee reported to Parliament on this and the other proposed variations in the series in August 1989. In its report the Committee noted that the Department of Defence objected strongly to the re-alignment and widening of Morshead Drive as it was then proposed.

9. The Department had argued in evidence to the Committee that the proposal would have severe and unacceptable impacts on the Royal Military College. The effects referred to by the Department included:

- the resumption of land which is presently part of the College;
- the demolition of houses which were then being used as married quarters;
- the forced closure of the Jubilee Avenue entrance to the College and the relocation of the 'Badge Gates';
- the removal of a greenbelt of mature eucalyptus and poplar trees and juvenile pine trees which form an avenue along Morshead Drive and, in part, screen both the married quarters and the industrial and service areas of the College; and
- the redesign and reconstruction of part the College's golf course.¹

10. The Department estimated that the costs it would incur from the loss of land, the replacement of houses, the relocation of sewerage and electrical services and other engineering works associated with the proposed variation would be in the order of \$2.2 - 2.5 million. The Committee was advised that if the proposed variation proceeded, the Department would be seeking compensation from the then ACT Administration for the full amount of these costs.²

11. The Department also presented the Committee with an alternative proposal for the re-alignment of Morshead Drive. This re-alignment reduced the impact of the new road on the Royal Military College, but at the expense of encroaching on a greater amount of the riverside parkland opposite the College.

12. In its report the Committee argued that it did not have sufficient information and was unable to consider fully the proposed variation. In particular, it was felt that it was necessary to seek a response from the ACT Administration to the re-alignment suggested by the Department of Defence. The Committee reported that it had therefore, deferred its decision on this item pending receipt of further information.³

1 Evidence, 10 August 1989, pp 129 - 145.

2 *ibid*, p 131.

3 Joint Committee on the ACT, *Report proposals for variations of the plan of layout of the City of Canberra and its Environs, Variation 89/1* (August 1989), pp 2-3.

Subsequent Consideration

13. Following the Committee's report, further information was obtained from both the ACT Administration and the Department of Defence. It was clear that there was substantial disagreement between the parties about the preferred alignment of Morshead Drive.

14. The Committee was of the view that before it could make a recommendation on the matter, the ACT Administration and the Department of Defence should seek to resolve their differences and present to the Committee a proposal that contained as much agreement as possible. The Committee also asked that the parties account for the full cost of any impact on the Royal Military College.

15. Although consideration of the variation was interrupted by the dissolution of Parliament for the 1990 general elections, the Committee was reappointed in the 36th Parliament and the Minister for the Arts, Tourism and Territories asked the Committee to continue its deliberations.

16. Soon after receipt of the Minister's letter in August 1990 the Committee met to consider that part of the variation about which there was no disagreement: the road alignment from Newcastle Street, Fyshwick across Dairy Flat to the proposed roundabout on Morshead Drive.

17. At this meeting the Committee was advised by the ACT Government that if that part of the variation under consideration were approved, the future options for Morshead Drive would be limited. In view of the fact that the alignment of Morshead Drive had not been agreed between the Administration and the Department of Defence and was in fact still being negotiated, the Committee considered that it would be inappropriate to approve the variation either in whole or in part.

18. In order to resolve the matter as quickly as possible, yet not limit the future options for Morshead Drive, the Committee asked that the interested parties develop a complete proposal, including agreement on the re-alignment of Morshead Drive.

19. Such a proposal was presented to the Committee on 15 November 1990.

The Revised Variation

20. As it was described to the Committee, the proposal includes the construction of a four lane divided carriageway on an alignment completely outside the boundaries of the Royal Military College. The road would include an improved intersection with the existing Jubilee Avenue and an intersection with the existing Plant Road to and from the northernmost carriageway of Morshead Drive.

21. This new proposal does not involve any interference with the 'Badge Gates' on Jubilee Avenue and the ACT Government has advised that it will meet all of the costs associated with the road construction and the provision of the connections between Morshead Drive, Jubilee Avenue and Plant Road. It is proposed that traffic signals be installed at the intersection between Morshead Drive and Jubilee Avenue.

22. Plans provided by the ACT Government show that as a new, more southerly, alignment has been agreed, a number of minor alterations are necessary to the boundaries of the proposed road corridor that was notified in the Gazette in May 1989. These alterations are:

- (a) the exclusion of two previously notified areas to the north of the existing Morshead Drive - the first in the vicinity of Jubilee Avenue and the second near the Royal Military College golf course; and
- (b) an adjustment to the southern boundary to cater for the new, more southerly alignment.

23. These alterations are shown on the plans at Appendix 2, which also includes copies of correspondence between ACT Government agencies, the Department of Defence and the National Capital Planning Authority about the new and agreed proposal. A list of those witnesses who appeared before the Committee to outline the proposal is at Appendix 3.

COMMENTS

24. The Committee has no concerns about the proposed extension of the Eastern Parkway across Dairy Flat, up to and including the roundabout on Morshead Drive. There are, however, several matters of concern in the relation to revised alignment of Morshead Drive.

25. The Committee's main concern relates to the impact the alignment has on the riverside recreation areas. *In order to avoid Royal Military College land, the alignment now takes a more southerly route which excises a strip of land from the recreation areas along almost the full length of Morshead Drive. In places this strip is around 30 metres in width. This not only reduces the space available for public use, it also reduces the amenity of that space by requiring the removal of about 140 trees and shrubs.*

26. While the Committee accepts that there is a need to develop Morshead Drive as the main access route between central Canberra and the Eastern Parkway, it is concerned to ensure that the effect of the road intrusion on the recreational amenity is minimised and that continued public use of the area is encouraged.

27. Representatives of the ACT Government have advised the Committee that works have been planned to upgrade the landscaping and facilities available in these recreation areas. Although such a course of action is desirable, the Committee is not convinced that the revised proposal offers the most environmentally sensitive re-alignment of Morshead Drive.

28. Before finalising its consideration on this part of the variation the Committee will be seeking a detailed statement of the impact of the proposed alignment on the landscape of the area, and a description of the proposed landscaping works.

29. In the Committee's view the statement and plans should address the following matters:

- . the need to screen, as much as possible, Morshead Drive and the access roads to and from the proposed new bridge over the Molonglo River;
- . the identification of particularly noteworthy trees, or stands of trees, which may be under threat from the roadway and its construction;
- . the possibility of relocating any mature trees that may be under threat;
- . the development and funding of a 'forward planting' program under which landscaping works would be commenced well before roads works; and
- . the possible use of mature rather than juvenile stock in the plantings.

30. It is also important that adequate and appropriate pollution control measures are incorporated into the design and construction phases of the project. This is especially so given the proximity of the Molonglo River and the environmentally sensitive Jerrabomberra Wetlands. The Committee will be seeking further information about these matters.

31. The most obvious way of reducing the impact of the roadway on the recreational areas is for the road to be moved, at least in some places, to a more northerly alignment. While it is accepted that there is a need to protect the interests of the Royal Military College as a site of national significance, it would appear, from the plans provided to the Committee, that a relatively minor encroachment on Defence land at the city end of the proposed variation would enable the preservation of a large, wooded area of public land on the riverside of the road. This matter will be taken up with the Department of Defence and the Defence Housing Authority.

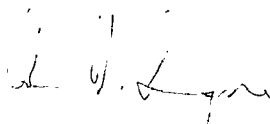
32. Finally, the Committee is also unconvinced about the merits of installing traffic signals at the intersection of Morshead Drive and Jubilee Avenue. Further information will also be sought on this matter.

RECOMMENDATION

33. The Committee recommends that:

that part of Item 1 of Variation 1989/1 relating to the construction of an expressway from Newcastle Street Fyshwick, across Dairy Flat and over the Molonglo River to connect with Morshead Drive at a roundabout, be approved.

34. The Committee will defer consideration of the redevelopment of Morshead Drive pending receipt of the additional information referred to paragraphs 29 to 33.



John Langmore, MP
Chairman

BACKGROUND INFORMATION INITIALLY PROVIDED TO THE COMMITTEE

- . Gazette Notice of 5 May 1989 proposing the initial variation
- . Briefing notes and plan provided by the Office of Industry and Development of the then ACT Administration
- . Additional briefing notes provided by the ACT Administration



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

Variation No. 1 of 1989

Under section 12A of the *Seat of Government (Administration) Act 1910*, I give notice of my intention to vary the plan of layout of the City of Canberra and its environs as previously modified or varied, in the manner and to the extent shown in the Explanatory Statement hereunder and in the attached Detail Maps L5, N5, N6, M6, the relative position of which is shown in the attached Index of Detail Maps.

No variation will be made until after the expiration of twenty one 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 variations indicated in this notice. All correspondence relating to this proposal must be addressed to:

Deputy Secretary
Office of Industry and Development
ACT Administration
GPO Box 158
Canberra City ACT 2601
Attention: Mr Stephen Ryan
or hand delivered to
Mr Stephen Ryan
Room 266 2nd Floor
South Building
London Circuit
Canberra City ACT 2601

Date 28 April 1989

ALLAN CLYDE HOLDING
Minister of State
for the Arts and Territories

EXPLANATORY STATEMENT

Variation 1989/1

ITEM 1 (Detail Maps N5, N6, M6)

Fythwick, Campbell, Monaro Highway: Addition to the plan to provide additional road capacity to accommodate increased traffic flows between eastern Canberra and Tuggeranong resulting from additional residential development in the latter area.

ITEM 2 (Detail Map L5)

Tuggeranong, Monaro Highway—Isabella Drive: Addition to the plan to:

- provide additional road capacity to accommodate increased traffic flows between Isabella Drive and the Monaro Highway resulting from additional residential development in the Tuggeranong area;
- extend Isabella Drive to Tralee Street, thereby improving access to areas in Hume suitable for future industrial development; and
- be consistent with future integration with the Queanbeyan road system.

ITEM 3 (Detail Map L5)

Tuggeranong, Blks 1433, 1434 Gilmore, Sec 65: Road additions and deletion to provide access roads to enable the development of a highway service centre and other tourist related uses near the junction of Isabella Drive and Monaro Highway. These roads will also form part of the entry and exit ramps for the proposed Isabella Drive/Monaro Highway intersection included in this Variation.

MONARO HIGHWAY : NEWCASTLE STREET TO MORSHEAD DRIVE, - ROAD
ADDITION

1. Purpose

To provide additional road capacity to accommodate increased traffic flows between eastern Canberra and Tuggeranong resulting from additional residential development in the latter area.

2. Background

A detailed traffic study into development on the eastern side of Canberra was carried out in 1984. The proposal to design and construct the Eastern Parkway (a freeway standard road) resulted from this study and an Environmental Impact Study was prepared and full public consultation was conducted in 1985. The proposal received Ministerial clearance in 1986 and the southern portion was gazetted in 1987. The northern extension of the proposal was foreshadowed at that time but detailed alignment studies were then still in progress. The proposal now put forward completes that task. Construction of the southern sections began in 1988 and some sections will come into service in 1989. The proclaimed name of the new roadway is Monaro Highway. Gazettal of the remaining portions of the route will allow progressive completion of this important addition to the Canberra road hierarchy.

3. Area

3.5 km approx of dual carriageway roads.

4. Estimated Cost

The total estimated cost is \$13M.

5. Existing Development

The majority of the road alignment is along unleased Commonwealth land but a portion of "Goldenholm" dairy at the northern end will require withdrawal and replacement with alternative land on the western side.

6. Proposed Development

The proposed development consists of construction of approximately 3.5km of new dual carriageway roadways on a new alignment across Dairy Flat and using a widened alignment in Morshead Drive along the frontage of the Royal Military College, Duntroon. The two carriageways will be completed progressively and the existing Dairy Road will remain but be progressively downgraded in volume of traffic as the new works are brought into service. As traffic levels increase grade separation over Newcastle Street and in the vicinity of the existing Dairy Bridge will also be required. The proposed gazettal area allows for such grade separation.

It is proposed to develop additional parkland and recreation areas on both sides of the Molonglo River.

7. Particular Planning Considerations

The road crosses Dairy Flat flood plain and care has been taken to design the road to minimise the impact on this environmentally sensitive area.

8. Environmental Considerations

The proposal is consistent with the EIS which received clearance in June 1986.

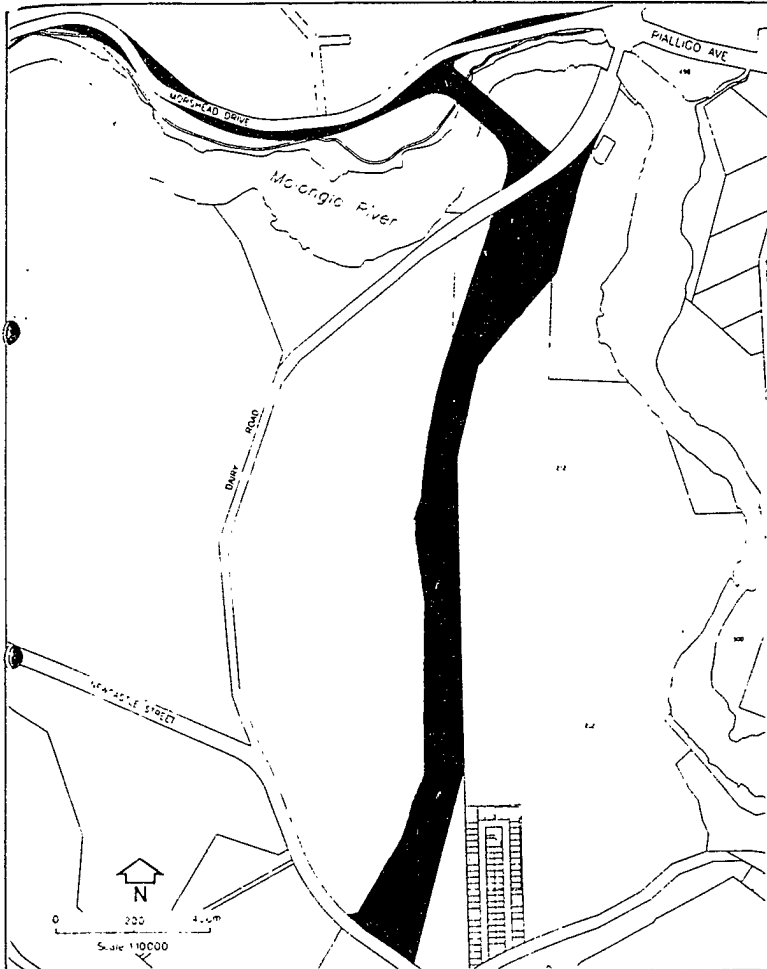
9. Public Participation

The EIS was subject to a full public participation consultation.



ACT ADMINISTRATION
O I and D

VARIATION No.1



ROAD ADDITION 

MONARO HIGHWAY: Newcastle Street to Morshhead Drive
- Road Addition

PROPOSALS FOR VARIATION TO THE PLAN OF LAYOUT

OF THE CITY OF CANBERRA AND ITS ENVIRONS

1989/1

Additional Briefing Notes

August 1989

PLANNING BACKGROUND

The Eastern Parkway has been seen as an integral part of the urban structure of Canberra since the original Y-Plan was adopted in the 1960's.

The structure of Canberra in the Y-Plan is based on a series of separate new towns, separated by landscape buffers and linked together in a Y pattern by peripheral parkways and a spinal public transport system.

Many parts of the Y-Plan are now in place, and large sections of the peripheral parkway system have been developed (eg Tuggeranong Parkway, William Hovell Drive). Similarly, the spinal public transport system is in place between Town Centre and Belconnen Town Centre.

Background to the Eastern Parkway

The Eastern Parkway is the planned main north-south route on the east of Canberra and may ultimately link (with other roads) from Tuggeranong to the Federal Highway. The part of the road in question stretches from Tuggeranong to Parkes Way (the main east-west link) and is not dependent on Gungahlin development for its justification.

While the Parkway has been shown on the Metropolitan Plan for many years, it had not been developed until recently, and its construction has only proceeded after very careful study.

Need for the Eastern Parkway Study

In 1985, the NCDC's Metropolitan Policy Plan confirmed the inclusion of the Eastern Parkway in the future road system. However, a major study was initiated at that time -

- . to determine whether there was a need for some form of additional transport infrastructure in the eastern corridor.
- . if so, what form of infrastructure was required?
- . exactly where and how it might be implemented.

The study commenced at a time when there had been a number of major planning decisions which could effect such a need - no development west of the Murrumbidgee River, no development in the Lanyon area, changed employment distributions in Tuggeranong and City etc.

The Study

The study was undertaken by private consultants working to a multi-disciplinary Steering Committee in the NCDC. The consultants were selected to provide a comprehensive study, including a planning, engineering, social, landscape and economic review of the matter.

The consultants worked as a team, so that the end result was one which all the team and all the community could support.

Following advice from the then Department of Arts, Heritage and Environment, the study was undertaken with the aim of documenting the outcome in the form of a Draft Environmental Impact Statement, in order that any EIS could be as comprehensive as possible.

Strategic Planning Study

The purpose of the strategic planning study was to review the transport needs of Tuggeranong as it grew from the then population of 40 000 to its ultimate 90 000 in the mid 1990's. The study looked at those transport needs in the context of a range of transport responses:

- do nothing
- improve public transport to a much higher standard
- make minor improvements to the existing main roads
- create new arterial roads
- create new parkway type roads

To determine the road sensitivity of the transport demands, the study also looked at a number of planning variables which might have been achievable in the time frame (eg different City employment levels and a larger town centre in Tuggeranong). It did not consider radical alternatives such as not proceeding with urban development in South Tuggeranong, as this was not considered to be a realistic alternative.

The results of this work suggested that no one response would be sufficient to meet the transport needs. Public transport services in and from Tuggeranong would need to be vastly improved to meet an expected quadrupling of demand (particularly to the major employment areas such as Woden Town Centre, Parkes/Barton and Civic). Some existing roads such as Erindale Drive would also require capacity improvements. But the magnitude of the increase in traffic volume, particularly from the south and east of Tuggeranong and destined for the Hume/Queanbeyan/Fyshwick/ADFA areas, required a major road corridor to be provided on the eastern edge of Canberra.

The assessment of the expected traffic volumes also indicated that the road would need to have mostly grade separated intersections (eg at Hindmarsh Drive and Canberra Ave) although the road itself would be of a modest scale with 2 lanes in each direction with provision of a third lane in each direction if required.

The Social Impact Assessment which included extensive consultations with community groups from Tuggeranong and other areas in South Canberra, with business interest groups (Fyshwick Chamber of Commerce, the Canberra Association for Regional Development etc) and public interest groups (Conservation Council, Action for Public Transport), was very supportive of the Strategic Planning conclusions.

The groups were concerned that any decisions should seek to provide a transport system which would meet the community's broadest needs - whether for commuting by bus, for general car travel or for commercial travel during the day - and that the solutions should not impose an environmental load on any group or area. For example, a decision which could cause a degradation of residential amenity in South Canberra would not be acceptable, nor would a freeway which had adverse environmental impacts be acceptable.

Road Corridor Study

Given the need for a major road on the east of Canberra, the study team identified a number of broad corridors in which such a road could be located. The aim was then to analyse these in detail, to determine their particular features such as:

the environmental impacts of a road in each corridor

- - -

the effectiveness of each road in terms of issues such as planning, transport, costs, staging, landscape opportunities.

The broad corridors fall into two groups - a number in the Jerrabomberra Valley area, and a number in the vicinity of Fyshwick. Some followed existing roads, while others would enter areas which were used as grazing land or river floodplains, etc.

Again, the assessments of the corridors were very detailed and particular emphasis was given to the social, environmental and economic effects of each. The Social Impact Assessment process continued to be a very effective way to quantify and/or assess a number of judgemental or conflicting issues which are normally difficult to resolve.

For example, is it better to locate the road adjacent to an industrial area such as Hume, with little impact but with a relatively unattractive outlook, or locate it in an area which would provide a very scenic outlook but which would disturb an area of relatively untouched bushland? The community reaction made such decisions much easier. (In the case in question, the preferred corridor was the one at Hume).

The Corridor Study resulted in a decision to update the Monaro Highway/Jerrabomberra Ave corridor, and to develop a new road corridor to the west of Fyshwick, in order to complete the link to Parkes Way - Morshead Drive.

Route Location Study

The final stage in the work was to determine a precise route for the Parkway, in order to be able to detail any environmental effects and plan in to the design measures which would overcome these.

This work also detailed the staging of the implementation of the Parkway, including the traffic effects of construction at already congested areas such as the Canberra Ave/Hindmarsh Drive intersection.

Traffic Volumes

The expected growth in population in Tuggeranong, combined with growth in employment in Canberra generally will lead to large volumes of traffic on the Eastern Parkway. While the traffic flow will be heaviest during the morning and evening peak periods (ie about 7.30am - 9.00am and 4.30pm - 6.00pm). The Parkway will cater for substantial volumes of traffic outside these times.

It may be useful to note that journeys to and from work account for only approximately 23% of all daily travel. The Eastern Parkway will cater for substantial volumes of business/commercial traffic from Fyshwick, as well as regional traffic from the Monart Highway south of the ACT.

As such, the long term traffic volumes will be in the range of 47-53,000 vehicles per day near Fyshwick, reducing to 25-30,000 vehicles per day at Hume. These compare with existing flows on Dairy Road of 23,000 vehicles per day, and about 65,000 vehicles per day on Commonwealth Avenue.

Draft Environmental Impact Statement

As noted above, all the work was documented as it proceeded, into a Draft Environmental Impact Statement. The NCDC worked in close consultation with the then Department of Arts, Heritage and the Environment to ensure that all the requirements of the Environment Protection (Impact of Proposals) Act 1974 would be met by the Draft Environmental Impact Statement.

The Draft Environmental Impact Statement was released early in December 1985, with advertisements in the ACT and national newspapers seeking public comment on the Parkway proposals. An extended period of three months was allowed to take into account the holiday period at the end of 1985. A total of nine responses were received, all from the ACT, as follows:

- (a) Road Safety Council of the ACT - supports the Parkway
- (b) Fyshwick Chamber of Commerce - supports the Parkway
- (c) Mr B McMaster (Private Individual) - supports the Parkway
- (d) The ACT Schools Authority - Supports the Parkway
- (e) B Paine (Private Individual) - Supports the Parkway
- (f) Dept of Aviation - notes Parkway has no impact on Canberra Airport
- (g) Dept of Defence - notes that "changes envisaged to the Duntroon area could be agreed to subject to satisfactory resolution with the NCDC of the need to provide alternate sites for accommodation, training and logistic functions and the reconstruction of various access roads".
- (h) Conservation Council of the South East Region and Canberra Inc - the Conservation Council did not oppose the Parkway proposal but made a number of comments about Metropolitan planning issues which were outside the scope of the study.
- (i) Dept of Territories - supported the Parkway proposal.

The full text of all comments are contained within the final Environmental Impact Statement, together with more detailed responses to each.

In June, 1988, the Department of Arts, Heritage and Environment advised the NCDC that the EIS procedures were complete and that subject to a number of detailed points, there were no environmental objections to the project proceeding.

Gazettal 1987

In April, 1987, the NCDC gave a detailed briefing to the Parliamentary Joint Committee on the Eastern Parkway, when seeking gazettal of the section between Isabella Drive and Newcastle Street, Fyshwick.

Gazettal was not sought at that time for the section north of Newcastle Street because of the lack of resolution of the precise Molonglo River crossing location on Dairy Flat. Those matters are now resolved and Gazettal of the remaining sections of the Parkway is currently being sought.

The 1987 briefing did however, describe the Parkway project and its role in the metropolitan context.

Gazettal 1989

Gazettal is being sought in 1989 to permit works on two sections of the Parkway (which has officially been named the Monaro Highway) as follows:

- (1) Monaro Highway: Newcastle St to and including Morshead Drive
- (2) Isabella Drive/Monaro Highway intersection

MONARO HIGHWAY: NEWCASTLE STREET TO MORSHEAD DRIVE - ROAD ADDITION

1 Purpose

To provide additional road capacity to accommodate increased traffic flows between eastern Canberra and Tuggeranong resulting from additional residential development in the latter area.

2 Area

3.5 km approx of dual carriageway roads.

3 Estimated Cost

The total estimated cost is \$13M

4 Existing Development

The majority of the road alignment is along unleased Commonwealth land but a portion of "Goldenholm" dairy at the northern end will require withdrawal and replacement with alternative land on the western side.

5 Ultimate Scheme

The ultimate arrangement of roads consists of dual carriageways on a new alignment across Dairy Flat, generally between Goldenholm Dairy Farm and the Fyshwick Sewerage Treatment Works, on land used for agistment on a weekly rental basis which can be terminated on 3 months notice. The present intention is to develop 2 carriageways of 2 lanes in each direction with a grassed median of 11 metres between carriageways. In addition to the two traffic lanes of standard 3.7 metres width, each carriageway will have a 2.4 metres wide verge (left) shoulder for vehicles breaking down to draw out of the running lanes and median shoulders of 1.2 metres width. The total carriageway width will therefore be 11 metres and the total road width including the median will be 33 metres. The road will generally be built on a fill embankment approximately 3 metres higher than the existing natural surface level to maintain the road above the level of the 100 year flood in this vicinity. The flanks of the embankment will be graded generally at slopes of 1 vertically to 6 horizontally and blended gently into the existing terrain. To permit flood waters to pass safely across the floodplain without undue restriction (which could cause flooding within Canberra Airport and stop flying operations) two bridges of 60 metres and 90 metres length respectively will be provided generally in the existing natural low points which the flood waters presently flow through.

A new bridge is required across the Molonglo River downstream from the existing Dairy Bridge to allow traffic to and from Civic to use Morshead Drive. The existing roundabout adjacent to Dairy Bridge cannot accommodate the significant increase in traffic which will be using the new road and the connection for Civic traffic is therefore made at a new intersection on Morshead Drive west of the present one. This arrangement will allow the turning movements which are required in this vicinity to be dispersed between the two intersections rather than concentrated into one grade separated interchange.

6 Staging

In order to limit initial costs and to gain some further benefit from the existing Dairy Road, without undue expenditure on maintenance of this flood prone road, the first stage of construction will consist of just one new carriageway for southbound traffic and northbound traffic will use Dairy Road which will be converted to two lanes in one direction only. The second new carriageway will be constructed when funds are available and maintenance costs on Dairy Road become excessive.

7 Morshead Drive

To accommodate the additional traffic wishing to access Civic it is proposed to duplicate Morshead Drive past Duntroon and through to Kings Avenue. The alignment is severely constrained by the close presence of the Molonglo River on one side and the Royal Military College on the other. In addition, access to and from the College must be maintained as this is the principal entrance for all visitors and residents.

The considered solution is to use a continuously curved alignment of 80 kph design speed and develop a single new entrance to Duntroon in a more central location for the layout of the College. This proposal was developed in close consultation with the Army and the Department of Defence. Its implementation will permit the existing entrance for transport vehicles at Plant Road, which is manifestly unsafe, to be closed. It will also require the present entrance at Jubilee Avenue to be replaced and the Badge Gates reconstructed in the new location. The new alignment requires the removal of groups of trees within Duntroon and also a small number of Army houses. The Army have requested that traffic movements through this new intersection be controlled by traffic lights and although the warrant for their installation is not met their later installation (if required) would be built into the design.

8 Particular Planning Considerations

The road crosses Dairy Flat flood plain and care has been taken to design the road to minimise the impact on this environmentally sensitive area.

9 Environmental Considerations

The proposal is consistent with the EIS which received clearance in June 1986

10 Public Participation

The EIS was subject to a full participation consultation.

Appendix 2

PAPERS AND PLANS RELATING TO THE REVISED RE-ALIGNMENT FOR MORSHEAD DRIVE

- . Letter from ACT Department of Environment and Land Planning (dated 9 November 1990) enclosing copies of relevant correspondence
- . Letter from ACT Department of Environment and Land Planning (dated 13 November 1990) enclosing plans of the revised re-alignment for Morshead Drive



D E E P

ACT GOVERNMENT

DEPARTMENT OF THE ENVIRONMENT LAND AND PLANNING

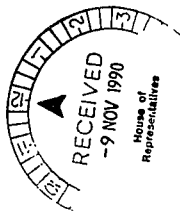
220 NORTHBOURNE AVE BRADDON ACT 2601

GPO BOX 1902 CANBERRA ACT 2601

TEL 061

FAX 066

Mr G Harrison
The Secretary
Joint Parliamentary Committee on
the Australian Capital Territory
Parliament House
CANBERRA ACT 2600



Dear Mr Harrison

I refer to your letter of 3 September 1990 concerning the gazettal of Moreshead Drive/Eastern Parkway.

Discussions have now been held between ACT Public Works, the Department of Defence, the Interim Territory Planning Authority and the National Capital Planning Authority and agreement has been reached on a new alignment which excludes any acquisition of Defence land. I have attached for your information copies of correspondence from these organisations.

Would you please now resume the hearing for this item. It would be appreciated if a date could be arranged as soon as possible. \$10.546M has been allocated for this project in the 1990/91 Capital Works Programme and early consideration is necessary for the item to proceed this year.

In the event of the Committee approving the change the City Plan does not vary until an Instrument of Variation has been tabled in both Houses of Parliament and not disallowed for the statutory period of six sitting days.

Yours sincerely

for P N Guild
First Assistant Secretary
Land Division

9 November 1990

The Chief Executive
National Capital Planning Authority
10-12 Brisbane Avenue
BARTON ACT 2600

Attention: Malcolm Smith

MORSHEAD DRIVE IMPROVEMENTS

On behalf of the ACT Government agencies involved, the ITPA wishes to thank the NCPA for your assistance in meeting with us on Monday 10 September 1990 to considering the planning and development options for Morshead Drive, between Russell and the proposed connection to the Eastern Parkway near Duntroon.

As suggested at that meeting, we are writing also to seek confirmation of your support for the upgrading of Morshead Dr. Two possible alignments were shown. These were -

- (a) An upgrading/duplication on a new alignment which is wholly outside the area of the RMC Duntroon.
- (b) An alternative which is essentially outside the RMC Duntroon, but which would require the acquisition of approximately 1,700 m² from the RMC.

Both alternatives have a number of similar features, such as -

Roundabouts at the intersections of Morshead Dr with Russell Dr and the Eastern Parkway

Dual 2-lane carriageways

An intersection with a relocated main access road into Duntroon, although this would be included only for the purposes of consistency with the Duntroon redevelopment plans, and is not a requirement of the road duplication or realignment.

Other details of the project such as kerb and gutter provision, landscaping, lighting and a possible median barrier in the section adjacent to Mount Pleasant would all be subject to further detailed design and discussion with the NCPA before they can be finalized. It is not expected that the final design for the project would include any provision for possible future grade

separation (eg at a future intersection with a connection to Constitution Avenue), because of the difficulty of making such provisions well in advance of their likely need. Conversely, the upgrading of Morshead Drive would not seek to pre-empt any future road planning in the Russell area.

At the meeting on 10 September, it was stated that the ACT would seek Gazettal approval only for the Eastern Parkway extension from Newcastle Street to Morshead Drive. Following further consideration of the Parliamentary Joint Committee's request for a "complete proposal", it has been decided that Gazettal of Morshead Drive will be sought at the same time. This should then enable any uncertainty in the matter of Morshead Drive to be resolved.

To assist in this process, confirmation of the NCPA's support for both alignments would be appreciated; this will enable the ACT to seek the support of RMC Duntroon and the Department of Defence to the proposed Gazettal, and the presentation of a fully agreed position to the PJC.

Please direct any enquiries in this matter to Rod Grose on 246 8544.

G J Campbell
Chief Territory Planner
Interim Territory Planning Authority
Department of the Environment, Land and Planning

11 September 1990



Reply, please quote

File 90/256
Ref: LET03
LINDSAY EVANS
Ph (06) 271 2823

Chief Territory Planner
Interim Territory Planning Authority
Department of the Environment, Land and Planning

Attention: George Tomlins

MORSHEAD DRIVE IMPROVEMENTS

Thank you for your letter of 16 September 1990, concerning the ACT Government's proposal to widen Morshead Drive and the presentation made to this Authority by the agencies involved in the project.

It is noted that the ITPA has liaised with the ACT Parks and Conservation Service on the Jerrabomberra Wetlands Nature Reserve and that Morshead Drive proposals have been considered in the determination of the boundary to the wetlands.

The Authority does not object in principle to either of the proposals presented, subject to questions of detail that should properly be addressed at a later design stage. The option that remains wholly outside of the area of the RMC Duntroon, option (a), is preferred and the Authority supports the ACT Government seeking the necessary gazettal adjustments to achieve this alignment.

The Authority has a general interest in all roads within areas Designated under the certified draft Plan, and a current interest in the planning of Russell. The Authority will therefore seek to be present during the gazettal hearings conducted by the Parliamentary Joint Committee of the ACT.

M.P. SMITH
CHIEF PLANNER
25 September 1990

Ref: P Tait

18 October 1990

Colonel Ray McCann
Deputy Director
Accommodation and Works - Army
K-2-40
Russell Offices
CANBERRA ACT 2600

Dear Colonel McCann

UPGRADING MORSHEAD DRIVE

I refer to our meeting on 10 October 990 at the Braddon Offices of the Department of Urban Services, at which officers of the Public Works Division and Transport and Policy Branch discussed with you future upgrading proposals for Morshead Drive between the Eastern Parkway and Kings Avenue.

At part of the hearings of the Parliamentary Joint Committee on the Australian Capital Territory into Variations of the Plan of Layout of the City of Canberra, which was held in August 1990, the ACT Government requested that the Committee consider a previously deferred item concerning gazettal of the Eastern Parkway, between Newcastle Street and Morshead Drive. Following the hearing a letter was received from Mr Ian Dundas, Secretary to the Committee, which advised that the Committee, while being anxious to complete consideration of the matter as quickly as possible, did not wish to take a decision about the Parkway which would limit future options for Morshead Drive. Mr Dundas stated that the Committee wished to see a complete proposal (i.e. one which included Morshead Drive in addition to the Eastern Parkway) before proceeding to gazettal of the Eastern Parkway. The Committee also asked that a joint proposal from the ACT Administration and the Department of Defence be brought to the Committee.

In response to the above request from the PJC, the meeting with yourself was held in order to brief you on the ACT Government's proposal for Morshead Drive and to gain your support for an early submission to the Committee.

The ACT Government proposal for Morshead Drive includes construction of a four lane divided carriageway on an alignment completely outside the boundaries of Duntroon. The road would include an improved intersection with the existing Jubilee Avenue and with Plant Road. The road alignment has been designed to function adequately and safely with the above intersections or with a single future intersection providing access into Duntroon, which would be consistent with future masterplanning of Duntroon. There will be no interference with the Badge Gates structures on Jubilee Avenue and all costs associated with the road construction and provision of the connections with Jubilee Avenue and Plant Road will be borne by the ACT Government.

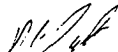
It was, however, pointed out at the meeting that there could be cost savings to both the ACT Government and the Federal Government, should the Federal Government decide to construct the future single Duntroon access road in conjunction with the Morshead Drive upgrading works. This is a matter which I believe can be discussed to our mutual advantage at the appropriate time, and does not preclude in principle agreement to the Morshead Drive upgrading works and to the corridor gazettal proceeding.

The proposals for Morshead Drive have been the subject of discussions with the National Capital Planning Authority, which has indicated its support for the project.

Your urgent support is therefore requested to the proposed Morshead Drive corridor boundaries, so that a joint submission can proceed to the PJC at the earliest opportunity. This will in turn permit the Eastern Parkway gazettal to proceed and construction to commence this financial year as proposed by the ACT Government.

I have enclosed for your assistance plans of the proposed Morshead Drive corridor and future works and your advice by October 26 October 1990 would be much appreciate.d

Yours sincerely



PETER TAIT
Senior Engineer

Encl.



DEPARTMENT OF DEFENCE

DGWA-A 1346/90
A88/49924

5 November 1990

Mr P. Tait
Senior Engineer
ACT Public Works
220 Northbourne Avenue
BRADDON ACT 2601

Dear Peter

MORSHEAD DRIVE UPGRADING

I refer to your letter of 18 October 1990 requesting in principle agreement to the Morshead Drive upgrading works and to corridor gazettal.

I note that the revised proposal provides for retention of both Jubilee Avenue and Plant Road and that the ACT Government will bear all costs associated with road construction and provision of connections at both intersections. I also note that the revised proposal does not encroach on Duntroon. However, Australian Construction Services have advised Defence that the main entrance at Jubilee Avenue needs to be signalised because:

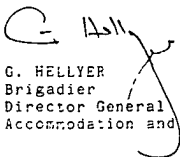
- a. it generally meets the warrant for signalisation;
- b. it is used by commercial vehicles, buses and tourist traffic;
- c. it would impose unsafe and unacceptable delay times; and,
- d. it provides access to a prestige national facility.

On the above basis, Defence agrees in principle to the Morshead Drive upgrading works, and also to corridor gazettal proceeding, subject to provision by the ACT Government of signalisation at the main intersection.

I note that the revised proposal also makes provision for a possible single access road to Duntroon at some time in the future. I agree that the long term proposal should be discussed further because of potential cost savings to the ACT Government if the planned single access road was to be constructed as part of the Morshead Drive upgrading works. Defence would be prepared to advance the long term option if the ACT Government agreed to apply any cost savings to assist Defence with construction of a new entry/road. No provision has been made for this work in the Five Year Defence Program and constraints on capital works funding militate against advancing the proposal without external assistance.

I wish to thank ACT Public Works for its efforts in bringing forward the revised proposal.

Yours sincerely



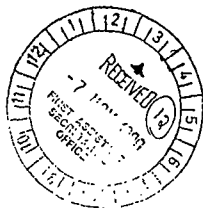
G. HELLYER
Brigadier
Director General
Accommodation and Works - Army

ACT
PUBLIC WORKS

Ref: P Tait

7 November 1990

Mr Peter Guild,
First Assistant Secretary
Department Environment and Land Planning
220 Northbourne Ave
BRADDON ACT 2601



Dear Sir,

MORSHEAD DRIVE/EASTERN PARKWAY GAZETAL

As part of the hearings of the Parliamentary Joint Committee on the Australian Capital Territory into Variations of the Plan of Layout of the City of Canberra, which was held in August 1990, the ACT Government requested that the Committee consider a previously deferred item concerning gazettal of the Eastern Parkway, between Newcastle Street and Morshead Drive. Following the hearing a letter was received from Mr Ian Dundas, Secretary to the Committee, which advised that the Committee, while being anxious to complete consideration of the matter as quickly as possible, did not wish to take a decision about the Parkway which would limit future options for Morshead Drive. Mr Dundas stated that the Committee wished to see a complete proposal (i.e one which included Morshead Drive in addition to the Eastern Parkway) before proceeding to gazettal of the Eastern Parkway. The Committee also asked that a joint proposal from the ACT Administration and the Department of Defence be brought to the Committee.

The original proposed alignment for Morshead Drive required acquisition of Defence land. However, following a revision of this proposal a new alignment, excluding any acquisition of Defence land, has now been recommended.

In response to the above recommendation, meetings were held with NCPA in September 1990 and the Department of Defence in October 1990 in order to agree on the appropriate road corridor for Morshead Drive between Kings Avenue and the Eastern Parkway.

The NCPA responded on 25 September 1990 by giving endorsement to the proposal (see letter attached). The Department of

Defence similarly endorsed the proposal on 5 November 1990 (see letter attached).

The Department of Defence's endorsement to the proposal was conditional upon the signalisation of the Jubilee intersection with Morshead Drive. This is consistent with Transport and Engineering analysis and is supported.

In addition to the above, endorsement to the gazettal of the corridor from Newcastle Street to Kings Avenue has been provided by ITPA on 11 September 1990 (see letter attached).

You will be aware of the urgency for the committal of the Eastern Parkway packages for which \$10.546M has been allocated in the 1990/91 Capital Works Programme.

Earlier discussions between yourself and the Chairman of the PJC, Mr John Langmore have indicated that a submission would facilitate the early resolution of this issue. This process is supported by the Department of Urban Services.

Your early attention will ensure that delays for the committal of this important contract are kept to a minimum.

Yours faithfully



JOHN FLUTTER
Director, ACT Public Works



ACT GOVERNMENT

DEPARTMENT OF THE ENVIRONMENT LAND AND PLANNING

220 NORTHBOURNE AVE BRADDON ACT 2601

GPO BOX 1908 CANBERRA ACT 2601

TEL (06)

FAX 000

Mr G Harrison
The Secretary
Joint Parliamentary Committee on
the Australian Capital Territory
Parliament House
CANBERRA ACT 2600

Dear Mr Harrison

I refer to the Department's letter of 9 November 1990 and to our recent discussions concerning resumption of the Joint Committee's hearing on the gazettal of Moreshead Drive/Eastern Parkway.

The following attachments are provided for your information:

Attachment A: Plan showing the original road alignment as notified in the Intention to Vary the City Plan. The areas coloured green on the plan show those parts of the alignment which, following consultation between ACT Public Works, Defence, ITPA and NCPA have been excluded from the revised alignment

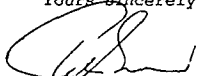
Attachment B: Plan showing the realignment of Moreshead Drive/Eastern Parkway, as agreed by ACT Public Works, Defence, ITPA and the NCPA

A minor adjustment to the southern boundary of the proposed gazetted corridor for Moreshead Drive is involved. It is indistinguishable at the scale of the attached plan.

ACT Public Works have a larger scale plan available for inspection, prior to the hearing, if it would be helpful to you. Please telephone Raelene Foley on 246 8266 if you wish to arrange the viewing.

You also sought details on the works program for the road alignment. The Eastern Parkway road alignment up to the Moreshead Drive roadabout is in the 1990/91 Capital Works Program. The Moreshead Drive part is scheduled to commence construction in 1991/92 subject to normal budgetary considerations.

Yours sincerely


P. N. Guild
First Assistant Secretary
Land Division

13/11/90



ROAD ADDITION




MONARO HIGHWAY: Newcastle Street to Morshead Drive
- Road Addition



ACT ADMINISTRATION
O 1 and D

VARIATION No. 1



ROAD ADDITION 

MONARO HIGHWAY: Newcastle Street to Morshead Drive
- Road Addition

WITNESSES WHO APPEARED BEFORE THE COMMITTEE AT THE PUBLIC HEARING ON THURSDAY 15 NOVEMBER 1990

Ron Black, General Manager, Engineering Projects, ACT Public Works

Mike Evans, Manager, Major Projects, ACT Public Works

Colonel Ray McCann, Deputy Director, Accommodation and Works - Army

Malcolm Smith, Chief Planner, National Capital Planning Authority

Hans Sommer, Assistant Secretary, Land Development Branch,
ACT Department of Environment, Land and Planning

Peter Tait, Senior Engineer, ACT Public Works