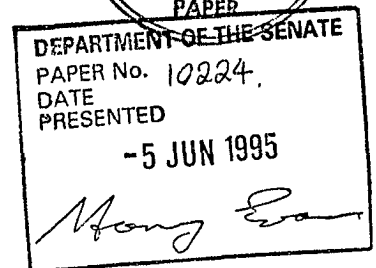
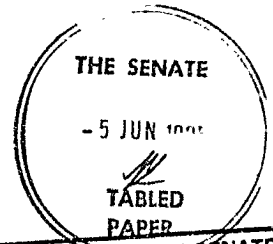


The Parliament of the Commonwealth of Australia



**DRAFT AMENDMENT NO. 12**  
**(RUSSELL)**  
**OF THE NATIONAL CAPITAL PLAN**

Report of the Joint Standing Committee on the  
National Capital and External Territories

May 1995

Australian Government Publishing Service  
Canberra



# **DRAFT AMENDMENT NO.12 (RUSSELL) OF THE NATIONAL CAPITAL PLAN**

**MAY 1995**



**RUSSELL**

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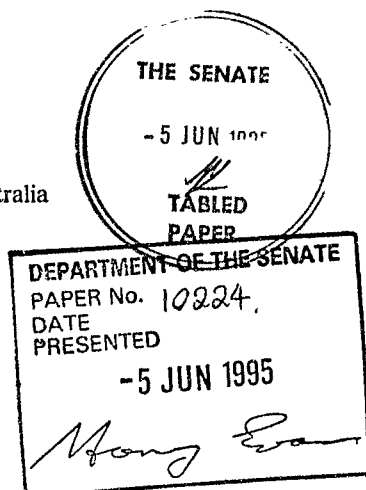
DRIVER

McPleasant  
LOOKOUT  
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CANBERRA  
NATURE PARK  
Mt Pleasant

**Report of the Joint Standing Committee on  
the National Capital and External Territories**

The Parliament of the Commonwealth of Australia



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**OF THE NATIONAL CAPITAL PLAN**

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The cover photograph is an adaptation of an undated photograph of Walter Burley Griffin.

Figures 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.5, 3.6, 4.1, 4.3, 4.4, 4.5, 4.6, 4.7, 4.8 and 4.9 were provided in Submission Numbers 21 and 22 to the Inquiry by the National Capital Planning Authority.

Figures 3.4 and 4.2 were provided by Defence in their submission to the Parliamentary Standing Committee on Public Works.

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## Membership of the Committee

### 37th Parliament

Chairman	Mr Robert Chynoweth, MP
Deputy Chairman	Senator Margaret Reid
Members	Mr Eoin Cameron, MP (from 29 June 1994 to 30 March 1995) Mr Harry Jenkins, MP Mr John Langmore, MP Hon Leo McLeay, MP Mr John Sharp, MP Mr Brendan Smyth, MP (from 30 March 1995) Senator Robert Bell (from 19 August 1993) Senator John Coates Senator Mal Colston Senator Noel Crichton-Browne (from 17 August 1993) Senator Ian Macdonald
Committee secretary	Ms Meg Crooks
Inquiry secretary	Mrs Cheryl Samuels
Administrative Officers	Ms Robyn Barter (to 21 February 1995) Ms Kate Wallace (from 20 February 1995)

## Preface

Draft Amendment No. 12 represents a long term commitment on the part of the National Capital Planning Authority to complete the National Triangle. The proposals contained in Draft Amendment No. 12 will, if realised, significantly change the existing face of Russell. The purpose of this Report is to examine, and report on, the concerns raised in submissions to this Committee and to the National Capital Planning Authority about the likely implications of the proposals in Draft Amendment No. 12.

The Committee wishes to place on record its appreciation of the individuals, community and professional groups, and government agencies that have contributed to the Committee's deliberations.

Finally I wish to thank all members of the Joint Standing Committee on the National Capital and External Territories for the time and effort spent on examining Draft Amendment No. 12 of the National Capital Plan.

R L Chynoweth MP  
Chairman

10 May 1995

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Abbreviations

ACS	Australian Construction Services
AEM	Australian Estate Management
BOMA	Building Owners and Managers Association
CEPA	Commonwealth Environmental Protection Authority
CNA	Central National Area
NCDC	National Capital Development Commission
NCPA	National Capital Planning Authority
NRMA	NRMA Insurance Limited

# **Chapter 1 Recommendations**

## **Road network**

### **1.1 Recommendation 1**

The Committee recommends that the line of the National Triangle be completed and that the extension of Kings Avenue from Russell Drive through Sir Thomas Blamey Square to the roundabout at the apex of the National Triangle proceed. However, the area from the southern end of Sir Thomas Blamey Square to the roundabout at the apex of the National Triangle must be closed to motorised traffic and constructed as a people's gathering place and pedestrian thoroughfare. In order to facilitate the movement of pedestrians between the apex and Sir Thomas Blamey Square, the proposed local road between buildings RN1 and RN2 crossing the northern end of Sir Thomas Blamey Square should not proceed beyond the eastern side of building G and western side of building F.

(paragraph 3.40)

### **1.2 Recommendation 2**

The Committee recommends that the National Capital Planning Authority in consultation with the ACT Government design and implement measures to reduce traffic problems at the intersection of Parkes Way, Kings Avenue and Morshead Drive as part of the redevelopment of Russell.

(paragraph 3.49)

### **1.3 Recommendation 3**

The Committee recommends that the detailed design, planning and construction for the proposed redevelopment of Russell not preclude a wide range of development options should a new northern gateway to Canberra be considered at a future time.

(paragraph 3.59)

#### 1.4 Recommendation 4

The Committee recommends that the excavation of the cutting into Mount Pleasant as proposed in the Russell Offices Redevelopment Project proceed, providing this cutting is limited to a maximum of eight metres.

(paragraph 3.69)

#### 1.5 Recommendation 5

The Committee recommends that planning for future roads should not be predicated on the demolition of existing buildings.

(paragraph 3.84)

### Public transport

#### 1.6 Recommendation 6

The Committee recommends that the National Capital Planning Authority accepts responsibility for setting out the detailed conditions of planning, design and development for public transport routes and infrastructure on national roads, and where appropriate, consult with the ACT Authority responsible for the ACT Territory Plan.

(paragraph 3.93)

### Pedestrian and cycle access

#### 1.7 Recommendation 7

The Committee recommends that the proposed detailed amendment to the Indicative Layout diagram showing pedestrian and cycle routes be completed by the end of 1995. Further, the Committee recommends that the revised Indicative Layout diagram be advertised in the *Commonwealth Gazette* and in the principal daily newspaper published and circulated in the Territory as stated in the *Australian Capital Territory (Planning and Land Management) Act 1988*, for public comment before finalisation of the plan and design of pedestrian and cycle routes.

(paragraph 3.103)

#### 1.8 Recommendation 8

The Committee recommends that the detailed design and planning stage for pedestrian and cycle access to, and within, Russell include pedestrian and cycle routes linking the Russell precinct with the Lake Burley Griffin foreshore.

(paragraph 3.104)

### Built form

#### 1.9 Recommendation 9

The Committee recommends that buildings RN1 and RN2 be located as proposed in Draft Amendment No. 12, with the following restrictions:

- the height of buildings RN1 and RN2, including all roof structures and communications equipment must be limited to a maximum of RL617, and
- no roof structure or communications equipment are to be located beyond the eastern edge of building G for RN1 and the western edge of building F for RN2.

(paragraph 4.53)

## Parking

### 1.10 Recommendation 10

The Committee recommends that, in preparing the detailed design and plan of any car parking structures, consideration be given to constructing some of the planned levels of car parking below ground level so that such structures are not built to, or near, maximum height, thereby dominating much of the precinct's environment.

(paragraph 4.80)

### 1.11 Recommendation 11

The Committee recommends that a sufficient number of parking structures be appropriately planned, designed and constructed to meet the demands of the growing workforce at Russell and within the principle of replacing surface car parking facilities for long stay parking. Further, that such structures are not built to such a height above ground that they dominate much of the built form in Russell, in keeping with Recommendation 10.

(paragraph 4.81)

### 1.12 Recommendation 12

The Committee recommends that appropriate arrangements are made in the short to medium term to ensure that surface parking areas are located to cause the least possible visual impact and degradation of the environment.

(paragraph 4.82)

### 1.13 Recommendation 13

The Committee recommends that surface parking, including short-stay parking, be prohibited in Blamey Square and the area between buildings RN1 and RN2, in keeping with Recommendation 1.

(paragraph 4.84)

### 1.14 Recommendation 14

The Committee recommends that details of proposed short-stay surface parking be included in the revised Indicative Layout diagram for public comment.

(paragraph 4.86)

### 1.15 Recommendation 15

The Committee recommends that the National Capital Planning Authority and the ACT Government develop a transport management strategy in conjunction with Draft Amendment No. 12, with a view to reducing private traffic and demand for parking in Russell.

(paragraph 4.90)

## Heritage

### 1.16 Recommendation 16

The Committee recommends that the impact of traffic and parking on heritage sites be considered if a major new road is planned for, or near, the Russell precinct.

(paragraph 4.152)

### 1.17 Recommendation 17

The Committee recommends that the National Capital Planning Authority implement formal consultation processes with the Australian Heritage Commission to upgrade consideration of heritage issues in future planning and design proposals.

(paragraph 4.168)

## Conclusion

### 1.18 Recommendation 18

The Committee recommends that Draft Amendment No. 12 of the National Capital Plan be approved, subject to the Committee's recommendations numbered 1 to 17 in this Report.

(paragraph 5.4)

## Chapter 2 Background

### Introduction

**2.1** The Hon Brian Howe MP, Deputy Prime Minister and Minister for Housing and Regional Development, on 16 August 1994 referred Draft Amendment No. 12 of the National Capital Plan to the Joint Standing Committee on the National Capital and External Territories for inquiry and report.

**2.2** The Minister, in his letter to this Committee, stated that:

The Draft Amendment is an important one in that it seeks to complete the National Triangle which formed the basis of Griffin's plan for Canberra. It provides a new statement of Land Use Policy for Russell, together with a new Appendix that includes the Russell Master Plan as Detailed Conditions of Planning Design and Development.

**2.3** The Minister's letter appears at appendix A.

**2.4** The 1911 design for Canberra by Walter Burley Griffin contains three elements: the Land Axis, the Water Axis and the National Triangle. The NCPA stated that under this design, the National Triangle represents 'the symbol for democracy, connecting the seat of national Government and the executive with the national administration centre and the local municipal centre'.<sup>1</sup> The National Triangle is formed by three major avenues: the ceremonial Kings and Commonwealth Avenues radiating from the centre of national government and the Municipal Axis formed by Constitution Avenue, which connects the local and national administration centres.<sup>2</sup> The principal purpose of Draft Amendment No. 12 is to complete the National Triangle by extending Kings and Constitution Avenues to a roundabout located at the apex of the National Triangle.

**2.5** The context area for Draft Amendment No. 12 is the suburb of Russell, which is located between Lake Burley Griffin and the lower slopes of Mount Pleasant. A location map appears at figure 2.1, area A.

**2.6** Box 2.1 summarises Draft Amendment No. 12 of the National Capital Plan. The full text of Draft Amendment No. 12 appears at appendix B.

---

1 Exhibit No. 32, p. 4.

2 Exhibit No. 31, p. 6.

**BOX 2.1 DRAFT AMENDMENT NO. 12**

Draft Amendment No. 12 of the National Capital Plan includes:

- a revision to figure 12 of the National Capital Plan showing the permitted land uses in Russell
- a new statement of Land Use Policy for Russell
- a new appendix that includes the Russell Master Plan as detailed conditions of planning, design and development

## Planning regulation in the ACT

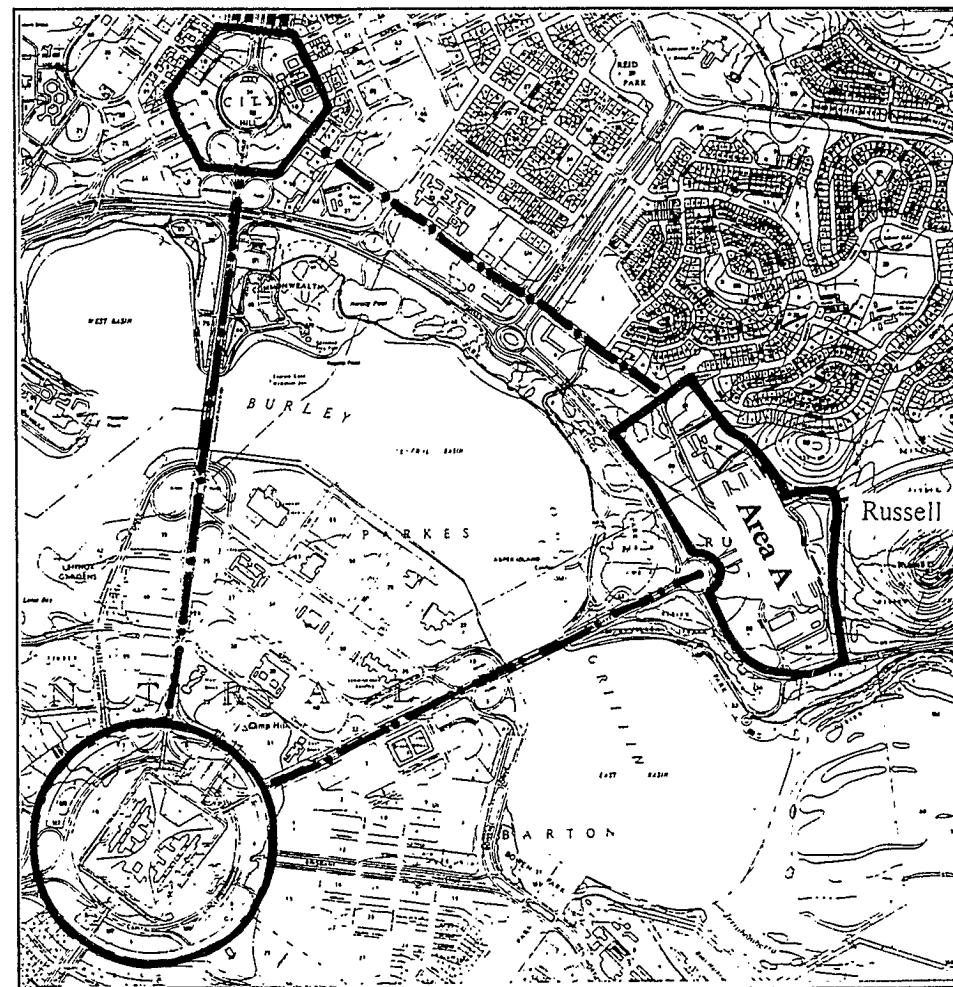
2.7 The *Australian Capital Territory (Planning and Land Management) Act 1988* (Commonwealth) defines the responsibilities of the Commonwealth and the ACT Governments for the management of land in the ACT. Under this legislation, the Commonwealth has responsibility for National Land (section 27), which is managed by the National Capital Planning Authority (NCPA) in accordance with the *National Capital Plan December 1990* (the National Capital Plan).<sup>3</sup>

2.8 Any land in the ACT that is not National Land is, under section 28 of the Act, deemed to be Territory Land. Territory Land is managed by the ACT Planning Authority in accordance with the Territory Plan. The Territory Plan operates concurrently with the National Capital Plan, providing the Territory Plan is not inconsistent with the National Capital Plan.

3 National Land is divided into two categories, namely:

- land which is required for the special purposes of Canberra as the National Capital. Examples include diplomatic missions, land required for parliamentary use, and land for National Capital Use such as the Australian War Memorial and land which performs a ceremonial or memorial purpose; and
- land which is required for Commonwealth purposes including Commonwealth Government offices, CSIRO sites and the Canberra airport.

Figure 2.1 Location map



**2.9** The relevant sections of the *Australian Capital Territory (Planning and Land Management) Act 1988* that deal with planning regulation in the ACT appear at appendix C.

## National Capital Plan

**2.10** As outlined in Box 2.1, Draft Amendment No. 12 includes the Russell Master Plan which will, if approved, become an amendment to the National Capital Plan.

**2.11** The object of the National Capital Plan is to ensure that the ACT is planned and developed in accordance with its national significance. The National Capital Plan provides a framework for the Territory Plan while advancing those aspects of Canberra and the Territory which are special to the role of the National Capital.

**2.12** Section 10 of the *Australian Capital Territory (Planning and Land Management) Act 1988*, provides that the National Capital Plan may specify areas of land that have the special characteristics of the National Capital to be Designated Areas. Designated Areas include both National Land and Territory Land. The NCPA has sole responsibility for planning and development in Designated Areas.

**2.13** Section 10 of the Act also allows the National Capital Plan to set out the general policies to be implemented throughout the Territory for:

- land use (including the range and nature of permitted land use); and
- the planning of national and arterial road systems.

## National and arterial roads

**2.14** For the purposes of the National Capital Plan, national roads are deemed to include the major approach routes to the city which link Canberra with other capital cities and the national highway network. In addition, all roads within the National Triangle formed by Commonwealth, Kings and Constitution Avenues, are classed as national roads.

**2.15** The arterial road network comprises two elements – roads within Canberra's urban areas, which are major traffic collectors and distributors; and the network of peripheral parkways, which carry traffic along routes lying largely at the periphery of built up areas.<sup>4</sup>

## Role of the Committee

**2.16** The Joint Standing Committee on the National Capital and External Territories, as a joint committee, has Committee members from both Houses of Parliament (House of the Representatives and Senate) and reports to both Houses. As its name suggests, the Committee has responsibility for matters particularly relevant to the National Capital and external Territories (Ashmore and Cartier Islands, Australian Antarctic, Coral Sea Islands, Christmas Island, Cocos (Keeling) Islands, Heard Islands, McDonald Islands and of Commonwealth responsibilities on Norfolk Island).

**2.17** In May 1993 the Joint Standing Committee on the National Capital and External Territories was established by resolution agreed by the House of Representatives and by the Senate.

**2.18** In relation to the National Capital, paragraph 1(a) of the Committee's Resolution of Appointment provides for the Committee to inquire into and report on:

matters involving the Parliamentary zone and coming within the terms of section 5 of the *Parliament Act 1974* as may be referred to it by either House of the Parliament, the Minister responsible for administering the Parliament Act or the Speaker of the House of Representatives and the President of the Senate.

**2.19** Further, paragraph 1(c) of the Committee's Resolution of Appointment provides for the Committee to inquire into and report on:

such amendments to the National Capital Plan as are referred to it by a Minister responsible for administering the *Australian Capital Territory (Planning and Land Management) Act 1988*.

**2.20** The Government's policy is to respond in Parliament to Committee reports within three months of their presentation (including any dissenting report).

<sup>4</sup> National Capital Planning Authority, *National Capital Plan*, December 1990, p. 10.



2.21 As noted earlier in this chapter, on 16 August 1994, this Committee was asked by the Minister to inquire into, and report on, Draft Amendment No. 12 of the National Capital Plan. The Committee resolved to accept the reference and the Minister was advised accordingly.

## Previous plans for Russell

2.22 The Australian–American War Memorial was the first development at Russell and was completed in 1954. The *Draft Russell Master Plan Background Report* (the Background Report) notes that, 'The decision was made to locate the Memorial on the Kings Avenue axis but not at the apex of the National Triangle'.<sup>5</sup> Freeman Collett and Partners noted that this decision 'set the scene for the master planning of the Russell Defence precinct, which resulted in an apex to Griffin's Triangle which had less in common than the other two nodes'.<sup>6</sup>

2.23 A 1957 plan by Lord Holford showed the completion of the National Triangle with a roundabout at the intersection of Constitution and Kings Avenues. In 1958 the newly created National Capital Development Commission (NCDC) proposed the Russell area as the Department of Defence precinct.

2.24 A master plan was prepared in 1959 by Buchan Laird and Buchan, in conjunction with Skidmore Owings and Merrill. This design utilised the extension of Kings Avenue as the major axis, with a secondary axis running perpendicular to the major axis through the centre of two symmetrical flanking buildings. A plaza to be used for ceremonial occasions was to be located between these two buildings, in front of the Australian–American Memorial. The plan also included five linear office buildings (commonly referred to as the railway carriages), and a miscellaneous service building.

2.25 This plan formed the basis for the Defence complex that was built at Russell commencing in 1960.

5 Exhibit No. 31, p. 7.

6 Freeman Collett and Partners Pty Ltd (architects and planners), Malcolm Munro and Associates (landscape architects), Keryn Walshe (archaeologist), Geotechnical Consultants and Ian Fraser (ecological consultant) were commissioned by the NCPA to undertake a cultural and natural heritage study of the context area. *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1, Part 1, p. 21.

2.26 Freeman Collett and Partners believe that the effect of this complex of buildings was to create a substantial new element within the Parliamentary Triangle. This element 'effectively camouflaged and diminished the actual Parliamentary Triangle apex, which was located somewhere on the upper carpark of the new building complex'.<sup>7</sup>

2.27 Consideration was given by the NCDC in the early 1980s to retrieve the Russell apex of the National Triangle. A Russell structure plan was prepared by Maunsell and Partners in 1980 which proposed the extension of Constitution Avenue to the apex and reinforced the Kings Avenue axis. The plan also proposed linking Morshead Drive to Constitution Avenue. According to Freeman Collett and Partners, this 'engineering based' solution did not proceed and was replaced by an NCDC master plan in 1988 which created a nodal point at the National Triangle axis, but linked that point with an understated arced road which connected Constitution Avenue to Morshead Drive.<sup>8</sup>

2.28 The National Capital Plan came into effect on 21 December 1990. This plan notes that 'the base of the National Triangle – Constitution Avenue – has not been accorded the emphasis given to Commonwealth and Kings Avenues, nor does it extend to complete the triangle'.<sup>9</sup>

2.29 In support of Draft Amendment No. 12, the NCPA argues that:

As the third apex of the National Triangle, the Russell area occupies a site that is both physically and symbolically critical to the structure and legibility of the National Capital. However, the current layout and form of Russell makes it an isolated and remote precinct that does not reflect this significance. The redevelopment of Russell has provided the National Capital Planning Authority with the opportunity to begin to redress this situation and establish the basis of an urban form that builds on the capital's unique heritage. The proposal to complete the triangle is not being advocated because it was in the original competition entry, but because the triangle is an important symbolic and physical element that with the water axis, land axis and municipal axis makes Canberra the National Capital.<sup>10</sup>

7 Freeman Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1, Part 1, p. 23.

8 Freeman Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1, Part 1, p. 24.

9 National Capital Planning Authority, *National Capital Plan*, December 1990, p. 11.

10 Submission No. 14, *Submissions*, p. 54.

**2.30** This Committee is concerned that, given the decision to retrieve Griffin's concept of a National Triangle, the construction of the Australian Security Intelligence Organisation (ASIO) and Defence Signals Directorate (DSD) buildings were approved at Russell. As will be discussed in chapter 3 of this Report, the location of each of these buildings has implications for the completion of the road network proposals contained in Draft Amendment No. 12.

## Origins of the Russell Offices Redevelopment Project

**2.31** In 1994 funding was provided for Defence to redevelop its office accommodation at Russell. The Russell Offices Redevelopment Project is not formally part of Draft Amendment No. 12, however, the Draft Amendment was designed to provide an appropriate context and long term strategic plan in which to place Defence's short to medium term redevelopment proposals. Box 2.2 summarises the Russell Offices Redevelopment Project. An outline of the proposed project schedule appears at appendix D.

**2.32** Russell is the headquarters of Defence, accommodating the offices of the Chief of Defence Force, the Secretary of the Department of Defence and the eight program managers.<sup>11</sup> Defence has been located at Russell since 1962. Buildings A to L were built between 1962 and 1972 and, according to the Background Report:

...have not undergone a major refurbishment since construction...They are now all below standards specified in the Building Code of Australia and well below current commercial standards. They do not meet the requirements of the Occupational Health and Safety ACT (Australian Construction Services 1993).<sup>12</sup>

**2.33** The two other major structures in the complex, the ASIO and DSD buildings, were completed in 1982 and 1992 respectively.<sup>13</sup> These two buildings are not included in the Russell Offices Redevelopment Project.

11 *Transcript*, p. 36.

12 Exhibit No. 31, p. 2.

13 Freeman Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1, Part 2.

### BOX 2.2 RUSSELL OFFICES REDEVELOPMENT PROJECT

The proposed Russell Office Redevelopment Project involves:

#### Built Form

- demolition of eight buildings (buildings B, C, D, E, H, I, J and K)
- construction of three buildings (RN1, RN2 and RN3)
- construction of a 500 space parking structure
- refurbishment of four buildings (buildings A, F, G, and L)

#### Earthworks

- extensive earthworks to develop formation levels for new roads incorporating approximately 100 000 cubic metres of excavation and 30 000 cubic metres of fill
- excavation into the Mount Pleasant hill area to accommodate an appropriate alignment for Constitution Avenue

#### Roadworks

- demolition of a number of existing roads and surface car parks
- construction of temporary surface car parks
- construction of approximately two kilometres of new road

**2.34** Figure 2.2 shows existing buildings at Russell, and figure 2.3 shows the proposed built form in 2005.

**2.35** Preliminary planning for the redevelopment and refurbishment of the Russell complex has been underway since 1986. However, it was not until the Defence ACT accommodation study in 1993 that formal discussions commenced between the NCPA, Defence, Department of Finance, Australian Estate Management (AEM) and Australian Construction Services (ACS) on options to overcome the identified and serious occupational health and safety problems at the existing Russell offices.

Figure 2.2 Existing built form

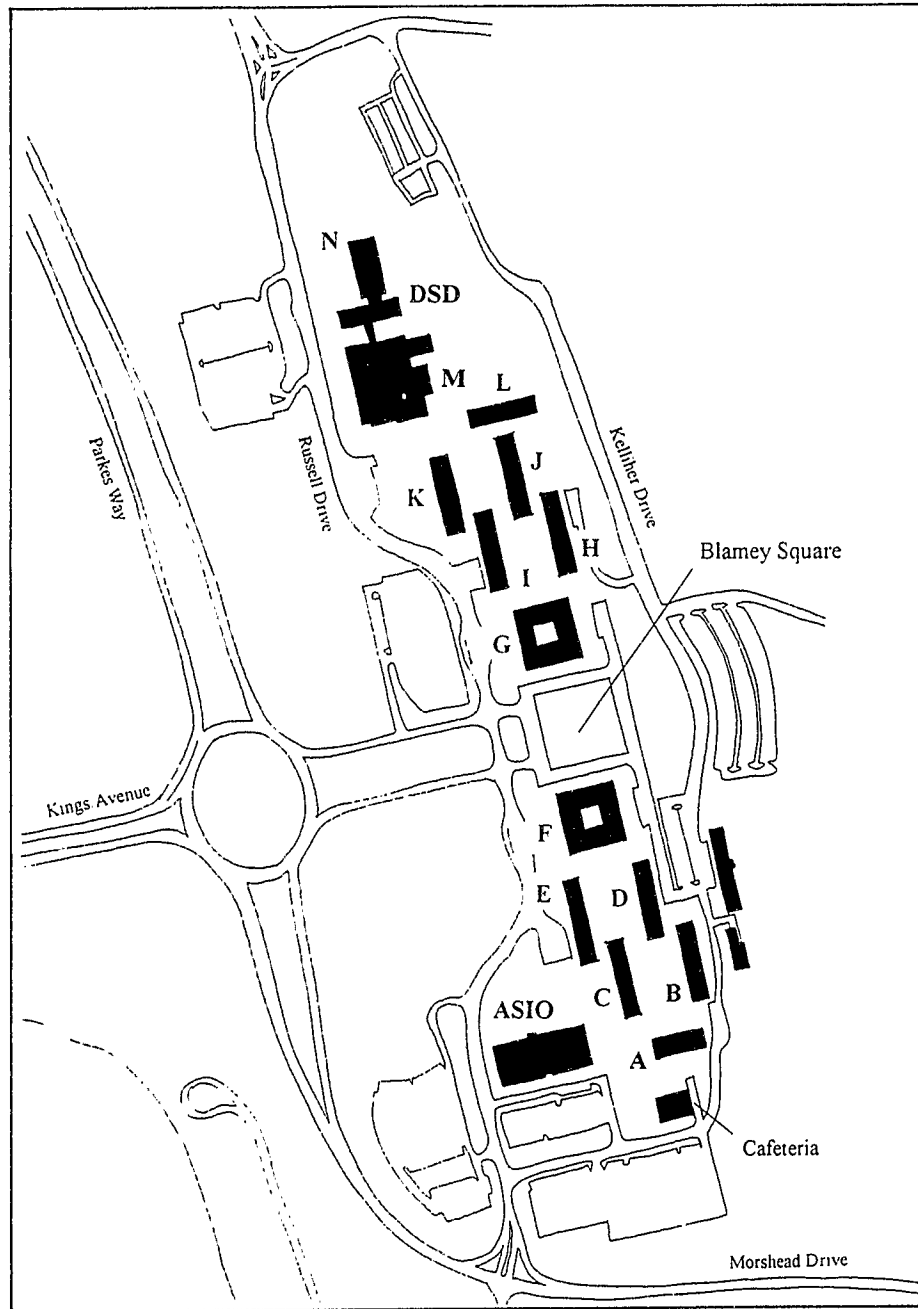
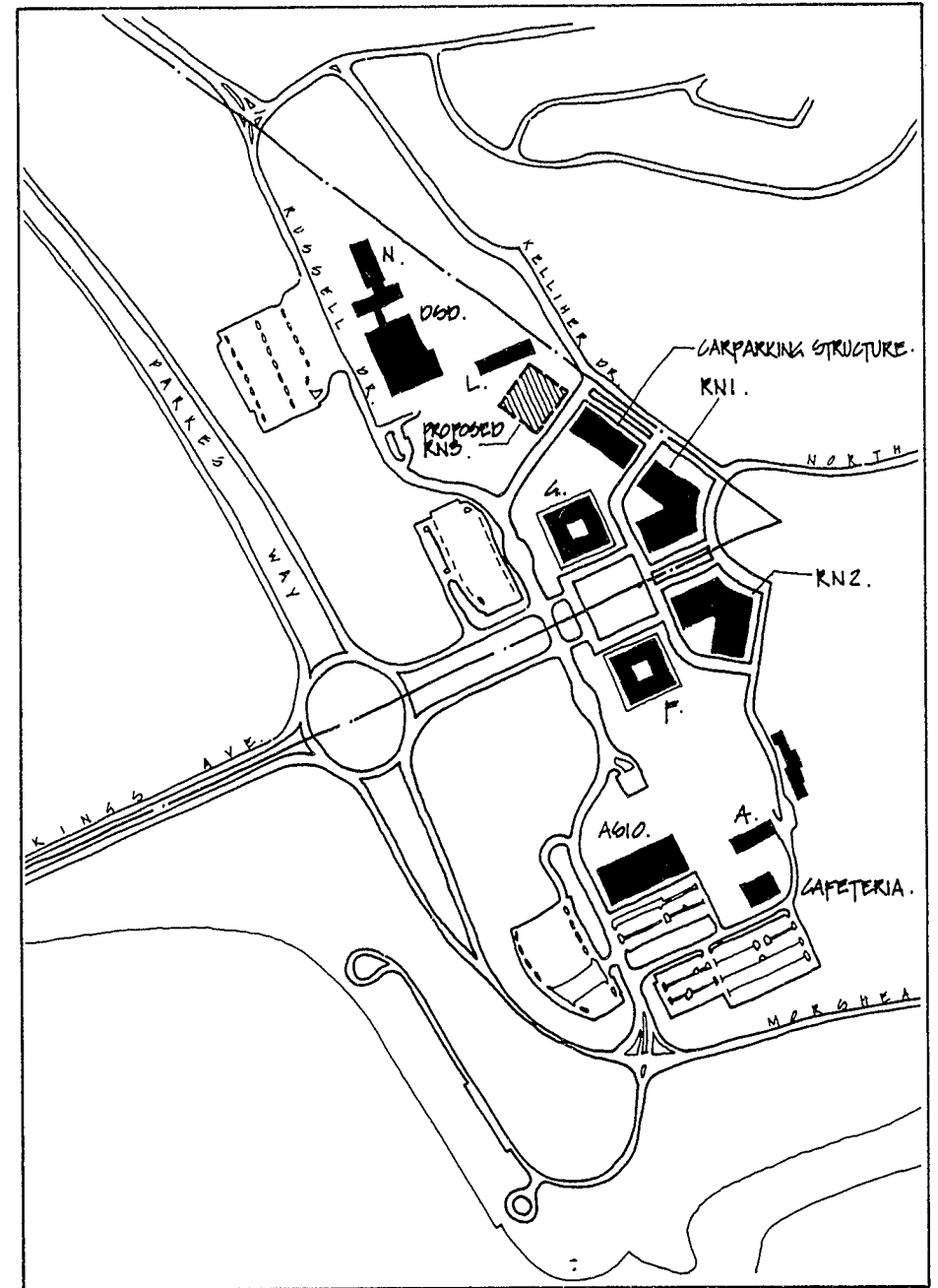


Figure 2.3 Proposed built form 2005



**2.36** When the Russell Offices Redevelopment Project is completed, Defence intends relinquishing leased accommodation at the National Capital Centre, the Tuggeranong Churches Centre and Northbourne House. As a result of this rationalisation, the overall number of buildings occupied in Canberra by Defence would be reduced from nineteen to eleven. Buildings at Russell would be reduced from twelve to nine. Office accommodation at Anzac Park West, Campbell Park, and special purpose facilities such as the Deakin Computer Centre and a storage facility in Queanbeyan, would be retained.<sup>14</sup>

## Funding arrangements

**2.37** In 1989 ownership of the Defence buildings at Russell passed to AEM. Originally, AEM was going to undertake the development of the office facilities at Russell, with the NCPA receiving funding for the infrastructure work. In July 1994, however, control of the Russell buildings and land was transferred from AEM to Defence.

**2.38** Information provided to this Committee indicated that the estimated cost of the project in December 1994 figures was \$197.53 million.<sup>15</sup> In evidence to the Parliamentary Standing Committee on Public Works, however, Defence stated that there is an additional cost of \$8 million for information and technology and communication systems, that was not included in the original AEM budget. The estimated cost is now \$205.53 million, in December 1994 prices.<sup>16</sup>

**2.39** Completion of the proposals covered by Draft Amendment No. 12, other than those to be undertaken as part of the Russell Offices Redevelopment Project, will depend upon the provision of funding as a new policy proposal.

**2.40** The NCPA understands that funding could be forthcoming once the current round of new policy proposals has been completed to cover:

...preliminary design for the entire Russell road network, the detailed design and documentation for the reconstruction of Blamey Square and the construction and supervision of roads, pavement and landscaping for the reconstruction of Blamey Square.<sup>17</sup>

## Public consultation

**2.41** The NCPA reported to the Committee that over 400 sets of the consultation documents were sent to persons and organisations on its mailing list. This documentation included Draft Amendment No. 12 and two accompanying documents, the Background Report and the *Draft Russell Master Plan Explanatory Report* (the Explanatory Report). The NCPA also made presentations to Defence, AEM, the ACT Department of Urban Services, the ACT Planning Authority, the ACT Government's Planning Committee, the ACT Heritage Council, the Australian-American Association, Royal Australian Institute of Architects and the NRMA.<sup>18</sup> In accordance with the *Australian Capital Territory (Planning and Land Management) Act 1988*, Draft Amendment No. 12 was advertised in the *Commonwealth Gazette*, the *Canberra Times* and the *Australian*. A media conference was also held on 11 August 1994 to publicise Draft Amendment No. 12.<sup>19</sup> The NCPA received twenty-eight submissions in response to its public consultation process.<sup>20</sup>

14 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 65

15 Exhibit No. 28, p. 12.

16 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, pp. 65–6.

17 Submission No. 21, *Submissions*, p. 163.

18 Submission No. 14, *Submissions*, p. 54.

19 Letter from the Hon. Brian Howe, MP, Deputy Prime Minister and Minister for Housing and Regional Development, to the Joint Standing Committee on the National Capital and External Territories, dated 16 August 1994, p. 1 (see appendix A).

20 Submission No. 14, *Submissions*, p. 54.

## Parliamentary scrutiny

2.42 Section 22 of the *Australian Capital Territory (Planning and Land Management) Act 1988* provides that the National Capital Plan and any proposed amendments to that Plan be laid before each House of Parliament within six sitting days of that House after the Plan has taken effect. If that House then passes a resolution disallowing the Plan, or a part of the Plan, the Plan or part so disallowed, thereupon ceases to have effect (see appendix C).

2.43 As mentioned earlier in this chapter, Draft Amendment No. 12 was referred on 16 August 1994 to the Joint Standing Committee on the National Capital and External Territories for inquiry and report. The Committee received a private briefing from the NCPA and Defence and made a site inspection of the area covered by the Russell Offices Redevelopment Project on 21 October 1994. The Inquiry was then advertised in the *Canberra Times* on 29 October 1994 and twenty-two submissions were received, many of them from persons and organisations who had also made a submission to the NCPA. A list of submissions to this Inquiry appears at appendix E.

2.44 Copies of all submissions received by the NCPA as part of its public consultation process were made available to this Committee and were accepted as exhibits to this Inquiry. A list of exhibits appears at appendix F.

2.45 A public hearing was conducted in Canberra on 9 December 1994 and a list of the witnesses appears at appendix G.

2.46 The Parliamentary Standing Committee on Public Works also examined the redevelopment of Defence office accommodation at Russell in accordance with the *Public Works Committee Act 1969*. That Committee's terms of reference required it to report to Parliament on the need for the work, if the proposed work will adequately satisfy the need, if the estimated cost of the work can be justified and the amount of revenue, if any, the work will generate for the Commonwealth. The Parliamentary Standing Committee on Public Works recommended to the Parliament on 29 March 1995 that the redevelopment should proceed provided that '...the agreed amendment of the National Capital Plan (Amendment No. 12 - Russell) does not require changes to the design and siting of roadworks and buildings'.<sup>21</sup>

## Lack of information

2.47 One theme throughout this Inquiry has been criticism about the lack of information on the proposals contained in Draft Amendment No. 12. Without specific detail, the Committee finds it difficult to give a blanket approval to a draft amendment which does not clearly state what the implications are, beyond providing a broad brush of principles and general intentions.

2.48 For example, the Committee is concerned about discrepancies which occurred in information supplied by the NCPA and Defence about the proposed location of buildings RN1 and RN2. According to the NCPA's Russell Indicative Layout diagram there is a buffer zone located between these buildings and the roundabout (see appendix B). However, drawings of the project stages submitted by Defence to the Parliamentary Standing Committee on Public Works do not show this buffer zone.<sup>22</sup> The Committee appreciates that Defence is not responsible for the construction of the roundabout at the apex of the National Triangle.

2.49 The Committee's examination of the proposals contained in Draft Amendment No. 12 would have been made easier if a more consistent approach to maps in general had been adopted by the NCPA.

21 Parliamentary Standing Committee on Public Works, *Report relating to the proposed Redevelopment of Defence Office Accommodation at Russell, ACT* (Third Report of 1995), p. 33.

22 Examples of Defence drawings appear at figure 4.2. The Russell Indicative Layout diagram appears at appendix B.

2.50 The NCPA noted that concerns about the lack of specific information in Draft Amendment No. 12 related to the detailed design of specific elements. It is the NCPA's view that:

...such issues are more appropriately dealt with at the works approval stage. These are very expensive exercises and we need to take a stage approach.<sup>23</sup>

2.51 As will be discussed later in this Report, the NCPA has already agreed that the existing Russell Indicative Layout diagram needs to be changed. Although the Committee welcomes this move by the NCPA, the Committee still has difficulty in agreeing to an indicative plan which is less than precise in detail and subject to considerable change at the design and planning stages.

2.52 As will be discussed in chapter 3, the Committee is of the opinion that reference should have been made in Draft Amendment No. 12 to the proposed northern gateway to Canberra, particularly as it is possible that this road may enter Russell via Northcott Drive. Decisions made as part of Draft Amendment No. 12, particularly the placement of buildings, may have long term implications for future road proposals, such as the northern gateway.

2.53 Further, the Committee is concerned that Draft Amendment No. 12 and the supporting documentation, relies on a specialist knowledge to understand much of the terminology used. The Committee believes that, in future, greater use should be made of 'plain English' and a glossary of definitions provided in draft amendments to the National Capital Plan and accompanying documentation.

2.54 The Committee has encountered problems with a lack of detail during its examination of some other draft amendments. In the near future, the Committee may give consideration to the question: what level of detail is required by the Parliament, this Committee and the public in order to make a reasoned assessment of proposals to change the National Capital Plan?

2.55 The structure of this Report, so far, has presented the Committee's recommendations in chapter 1, and background information in this chapter. Chapter 3 of this Report discusses issues arising out of the proposed amendments to the road network. Chapter 4 discusses the issues arising out of proposed changes to land use policy.

23 Transcript, p. 59.

## Chapter 3 Issues : road network

### Introduction

3.1 As mentioned earlier in this Report, Draft Amendment No. 12 proposes changing the National Capital Plan through the introduction of a revised arterial and local road network for Russell. A summary of the road network proposals appears in box 3.1. Concern was expressed in many of the submissions received by this Committee and the National Capital Planning Authority (NCPA) about the likely impact of the proposed road network. A summary of the major issues relating to the road network is presented in box 3.2.

### Arterial road network

#### Proposed road network

3.2 According to the NCPA the road network proposed for Russell is essentially a grid and is similar to the street pattern around City Hill. This grid is hierarchical and comprises avenues, which are the extensions of Kings and Constitution Avenues, streets which provide connections between these avenues, and the lanes which provide the connection between the streets.<sup>1</sup>

#### BOX 3.1 SUMMARY OF ROAD NETWORK PROPOSALS

- the extension of Kings Avenue through Sir Thomas Blamey Square to the apex of the National Triangle
- the extension of Constitution Avenue to the apex of the National Triangle
- the construction of a roundabout at the apex of the National Triangle
- the construction of a link road from the apex of the National Triangle to Morshhead Drive
- a new network of local roads

1 Submission No. 21, *Submissions*, p. 164.

**3.3** The objectives upon which the NCPA has based the design of the road network include:

- the provision of arterial connections from the apex to Civic and the Parliamentary Zone to ensure it is an integral part of the National Triangle;
- establishing an internal road network which provides connection between these arterials and a choice of routes. This also allows for traffic to be diverted from the apex or Blamey Square when ceremonies are being held;
- the creation of a clear and legible system of roads through the use of a hierarchy of streets and by reinforcing the perception of this hierarchy by varying the width of the carriageways, street planting and the address of buildings to the streets;
- developing the streets with generous sidewalks so that they are part of the "open space" system and so provide a safe network pedestrian and cycle connections to the parks spaces.<sup>2</sup>

**3.4** In order to achieve these objectives significant changes to the existing road network will be required. Defence indicated it proposes carrying out the following sections of the proposed roadworks in conjunction with the Russell Offices Redevelopment Project:

Approximately two kilometres of new road will be constructed to complement and maintain accessibility within and through the redeveloped Russell site. These roads link into Kelliher Drive, Northcott Drive and Kings Avenue and allow circulation around new buildings RN1 and RN2 and access to new building RN3. Road network changes incorporate an extension of Kings Avenue to the east and development of a segment of the future extension to Constitution Avenue.<sup>3</sup>

**3.5** The Committee's examination of Draft Amendment No. 12 was significantly affected by a lack of specific details about the proposed road changes. Without the details provided by Defence to the Parliamentary Standing Committee on Public Works, the Committee's examination of the implications of Draft Amendment No. 12 would have been further curtailed.

<sup>2</sup> Submission No. 21, *Submissions*, p. 162.

<sup>3</sup> Exhibit No. 28, pp. 18–19.

#### BOX 3.2 SUMMARY OF ISSUES : ROAD NETWORK

##### Kings Avenue

- impact of through traffic on Blamey Square
- impact of mixing traffic with the ceremonial and memorial role of Blamey Square
- failure to rectify identified traffic problems at the intersections of Kings Avenue and Parkes Way, and Russell and Morshead Drives

##### Northcott Drive

- omission of a proposal for, or an earlier decision regarding, a possible major road link between Northcott Drive and the Majura Parkway

##### Constitution Avenue

- impact upon:
  - Canberra Nature Park
  - unidentified archaeological sites
  - nearby residential suburbs

##### Link to Morshead Drive

- impact upon the suburb of Campbell
- proposed demolition of buildings to make way for the road

##### Local road network

- suitability of the proposed spider-web design

##### Public transport

- lack of infrastructure provisions for public transport

##### Pedestrian and cycle access

- lack of information about proposed pedestrian and cycle paths

##### Symbolism

- lack of information about how the proposals in Draft Amendment No. 12 will achieve the desired expression of symbolism
- location of Defence buildings and proposed icon at the apex of the National Triangle

## Kings Avenue

3.6 The existing northern end of Kings Avenue is the junction with Russell Drive. Draft Amendment No. 12 proposes extending Kings Avenue from this junction through Sir Thomas Blamey Square (Blamey Square) to a roundabout at the apex of the National Triangle. In justification of the proposed extension, the NCPA contends that:

The Authority considers that the Square should be more accessible and perceived as an integrated element in the National Triangle and the city structure.

The extension of Kings Avenue to the apex is critical to achieve this integration. From a strategic traffic analysis undertaken, even under a worse case scenario of a direct connection to a constructed Majura Parkway, the traffic volumes are low enough to be easily controlled and pedestrian movement across the Square need not be compromised.<sup>4</sup>

3.7 The NCPA reported that traffic modelling indicates that when Canberra reaches a population of 500 000, the proposed extension to Kings Avenue is unlikely to have more than 1500 vehicles per hour travelling into the city in the AM peak (see figure 3.1). The NCPA calculates that this amount of traffic could be accommodated on a single carriageway.<sup>5</sup>

3.8 When questioned about the likelihood of through traffic utilising an extended Kings Avenue, the NCPA replied that:

The reason for the [estimated] low rate of usage on the section between the apex and the bridge is a function of the delay factors caused by the introduction of traffic lights. Therefore, the traffic would divert and use the arterial road network rather than go through Kings Avenue between the apex and Parkes Way.

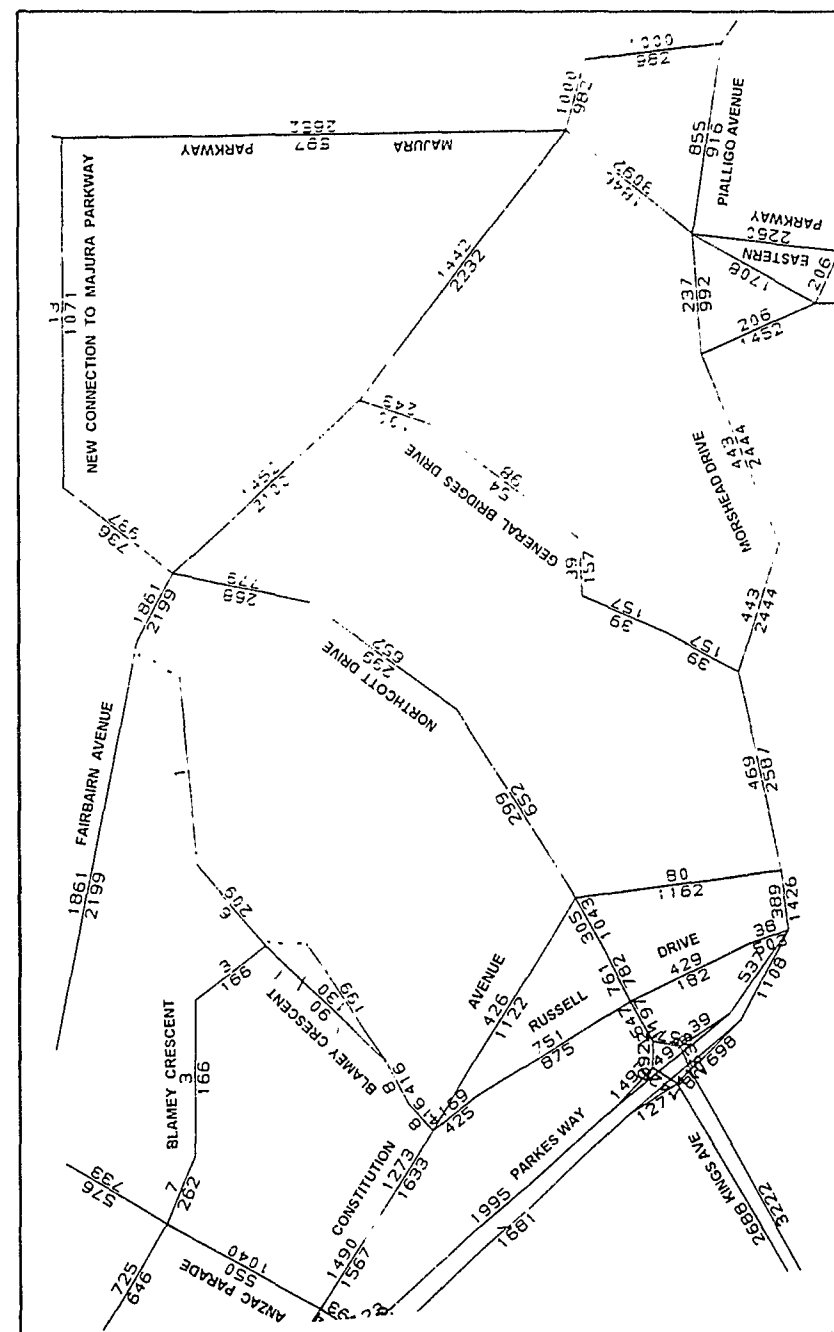
We would see that section of Kings Avenue being very much an urban street rather than a major arterial road.<sup>6</sup>

4 Transcript, p. 62.

5 Submission No. 14, *Submissions*, p. 61.

6 Transcript, p. 71.

Figure 3.1 Traffic flow estimates 2016





3.9 Defence also believes that most of the traffic would be diverted at the proposed roundabout at the apex and that 'the only traffic that would come down through Blamey Square would be official traffic'.<sup>7</sup>

3.10 Current employment at Russell is about 4700 people. The Explanatory Report indicates that this could double to around 9000 people in the long term.<sup>8</sup> A survey undertaken by Ove Arup and Partners in 1994 found that 76% of Defence employees drive to work, 8% travel by bus and 4% by bicycle.<sup>9</sup> Notwithstanding the traffic modelling done by the NCPA, it seems likely that a considerable number of employees who work in offices at Russell may drive through Blamey Square, if the extension to Kings Avenue proceeds.

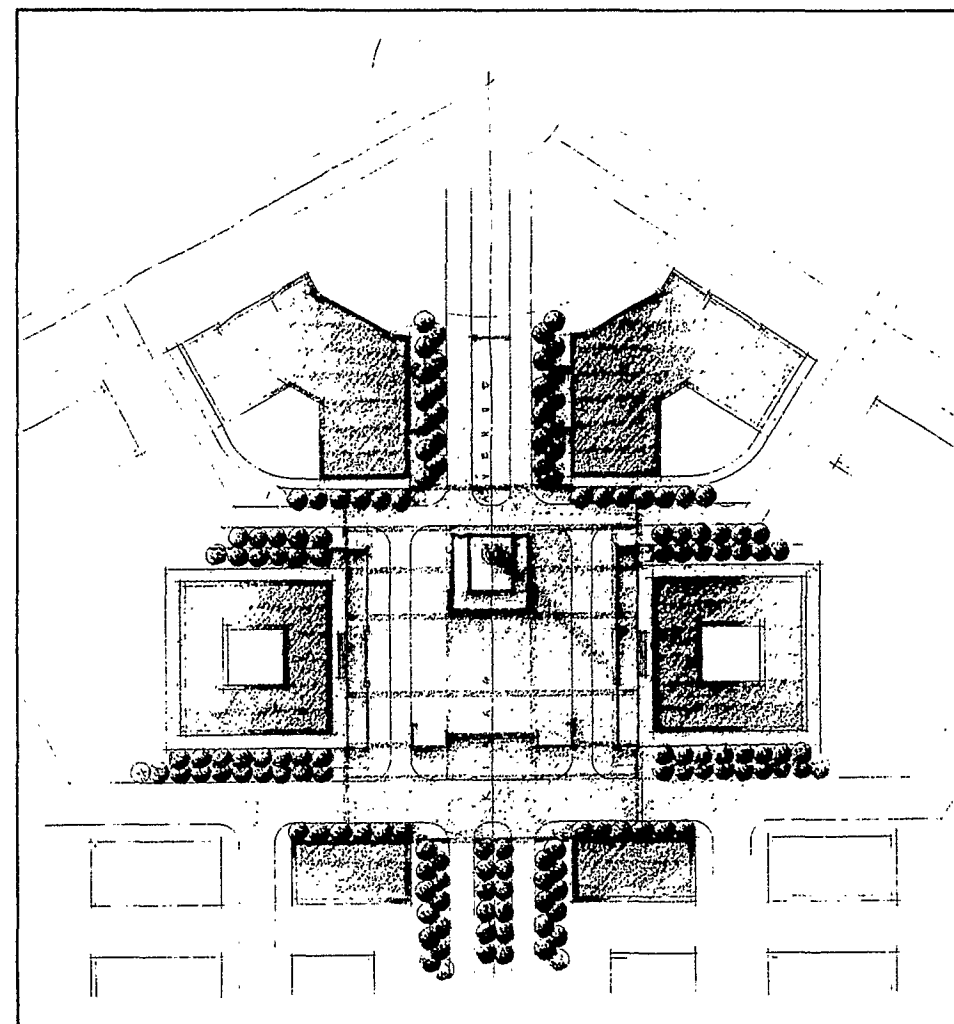
3.11 As will be discussed later in this chapter, Defence have said that it will be necessary to close the proposed extension to Kings Avenue whenever Blamey Square is required for ceremonial purposes.

3.12 The NCPA proposes that the Kings Avenue road reservation, between and including Blamey Square and the apex, be retained as National Land:

This will ensure that the Commonwealth retains management control of the road and will be able to close the road for ceremonial purposes. Should an eventual problem arise regarding traffic using Kings Avenue, the Commonwealth would also be able to introduce further traffic demand management techniques that discouraged usage of Kings Avenue in favour of directing through traffic to alternate routes.<sup>10</sup>

3.13 The Russell Indicative Layout diagram (see appendix B) shows Kings Avenue running as a straight line through Blamey Square. However, the NCPA later produced an artist's impression which shows Blamey Square as being wider than the entry and exit points for Kings Avenue (see figure 3.2). As a result, traffic may be funnelled through Blamey Square rather than travelling in straight line as indicated in Draft Amendment No. 12. Unfortunately, the diagrams provide indicative layouts only and the exact plans for the extension of Kings Avenue through Blamey Square to the roundabout at the apex are not known at this stage.

Figure 3.2 Blamey Square masterplan



7 Transcript, p. 43.

8 Exhibit No. 32, p. 14.

9 Exhibit No. 31, p. 49.

10 Submission No. 14, *Submissions*, p. 64.

**3.14** Clearly the NCPA is relying on Kings Avenue being made into an unattractive route through Blamey Square for most through traffic.<sup>11</sup> Costly traffic management techniques on Kings Avenue (such as traffic lights) would therefore need to be introduced to make the route sufficiently unattractive to force through traffic to divert to less direct routes as alternatives when moving in a north-south direction through Russell.

**3.15** The Committee believes that the need for traffic management techniques removes the utility (other than for visual completion) of a costly extension to Kings Avenue to the apex of the National Triangle through Blamey Square. The question is: why build a road through Blamey Square which may require the introduction of traffic management techniques to limit its function as a through road and necessitate its closure on a fairly regular basis?

### Sir Thomas Blamey Square

**3.16** At the present time Blamey Square is not open to through traffic. The Committee is concerned about the mixed functions proposed for Blamey Square under Draft Amendment No. 12.

**3.17** Blamey Square contains the Australian-American Memorial and the Netherlands Indies and Dutch Navy War Memorial (the Netherlands Memorial).<sup>12</sup> If the proposed extension of Kings Avenue proceeds, Blamey Square would retain its ceremonial, memorial and commemorative functions, provide pedestrian access across the Russell

precinct, and at the same time, provide a north-south traffic route from the roundabout at the apex of the National Triangle to Kings Avenue and beyond.

**3.18** Freeman Collett and Partners identified Blamey Square as a Category A landscape feature in its report on the Russell Precinct. Together with buildings G and F, the Australian-American Memorial and the Netherlands Memorial, Blamey Square is considered by Freeman Collett and Partners to be an urban group:

...which exhibits aesthetic qualities valued by the community, both locally and nationally; is a place which is highly valued by the community for reasons of symbolism, cultural and social associations; and is a place which has strong and special associations with a group and cultural phase (Australia - American relationship) which played a significant part nationally.<sup>13</sup>

**3.19** The Australian-American Memorial and Blamey Square are included on the interim Register of the National Estate.

**3.20** According to Freeman Collett and Partners, Blamey Square has never been a site of frequent public activity. Its level of use compares to that of similar monumental/formal landscapes in the Parliamentary Zone, consequently the proposals contained in Draft Amendment No. 12 '...would not impact adversely on the appreciation of Blamey Square'.<sup>14</sup> However, Freeman, Collett and Partners believe that the definition of Blamey Square as a geometric square should be preserved and that changes to existing features should '...create a similar effect [to the existing square] as a setting for memorials'.<sup>15</sup>

11 Submission No. 14, *Submissions*, p. 63.

12 Sir Thomas Blamey Square commemorates the name and outstanding military service of Field Marshal Sir Thomas Blamey, GBE KCB CMG DSO ED, the Australian Army's Commander-in-Chief during the Second World War and the only Australian Army officer to be granted the rank of Field Marshal by the then Sovereign.

The Australian-American Memorial was erected by the Australian-American Association in memory of the contribution made by the people of the United States to the defence of Australia in the Second World War.

The Netherlands Indies and Dutch Navy War Memorial commemorates the men and women of the Netherlands who contributed to the defence of Australia's interests during the Second World War. Submission No. 8, *Submissions* p. 25; Freeman Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1, Part 2 & Volume 2, p. 24.

13 Freeman Collett and Partners classify Category A features as being of exceptional significance. This category includes buildings and landscape elements which they believe must be preserved and protected at all costs. Exhibit No. 31, pp. 27-28.

14 Freeman Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 2, p. 15.

15 Freeman, Collett & Partners, *Russell Master Plan Cultural & Natural Heritage Study*, Volume 2, p. 25.

3.21 As a Defence ceremonial area, Blamey Square has a variety of uses. For example, it is used as a venue for guards of honour for visiting dignitaries and service chiefs, or for ceremonial parades of up to 100 men and women, plus a band. Blamey Square is also used for farewells to chiefs of the defence forces, recitals and occasional church services. Defence estimates that it uses Blamey Square around twenty-five to thirty times a year for approximately one hour, plus additional time for rehearsals. Defence indicated that some of the ceremonial use of Blamey Square would be transferred to the forecourt of building RN1, once that building is completed.<sup>16</sup>

3.22 Blamey Square is also used on certain commemorative occasions, such as the Battle of the Coral Sea observances. Use of Blamey Square on commemorative occasions would require its closure to traffic for longer periods than for its guards of honour role.<sup>17</sup>

3.23 The Russell Indicative Layout diagram shows a semi-circular road located between buildings RN1 and RN2 and the roundabout at the apex of the National Triangle. The NCPA noted that this road is intended to be for ceremonial use only. Defence proposes constructing the road in stage 1 of the Russell Offices Redevelopment Project, and it will be used as an access road until the extensions to Kings and Constitution Avenues and the roundabout at the apex of the National Triangle are constructed. The NCPA intends that the road would then revert to its ceremonial function.<sup>18</sup>

3.24 The Russell Indicative Layout diagram indicates that this road could provide an alternative route between Constitution Avenue and the link road to Morshead Drive for Defence employees and visitors to the Russell precinct. The Committee considers that it is unlikely that this road would be used solely for ceremonial purposes, and that it would continue to be an access route to the Russell precinct.

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16 *Transcript*, pp. 37–8.

17 *Transcript*, p. 37.

18 Submission No. 21, *Submissions*, p. 167.

3.25 Following discussions with the NCPA, Defence is of the opinion that its need to close Blamey Square from time to time is not inconsistent with the intended traffic use.<sup>19</sup> When giving evidence before the Committee, however, Defence expressed some concerns about the impact of the proposed road extension of Kings Avenue on the ceremonial function of Blamey Square.<sup>20</sup> The Royal Australian Institute of Architects stated that the '...loss of Blamey Square as a pedestrian and gathering space is at odds with the category A assessment'.<sup>21</sup>

#### *Lack of specific detail*

3.26 There is no specific mention of Blamey Square in Draft Amendment No. 12. Further, there is no indication of the likely shape and width of either Blamey Square or the proposed road if the Kings Avenue extension proceeds through Blamey Square to the roundabout at the apex of the National Triangle. This lack of detail constrained the Committee's examination and evaluation of the proposal. The omission of specific detail about the proposal seems to be a contributing factor in the diversity of views over the likely impact of the proposed road network on Blamey Square.

3.27 The Heritage Council was critical of the lack of detail, believing that it was difficult to assess the likely impact of the road extension.<sup>22</sup> Australian Estate Management (AEM) also expressed concern about the proposed road extension, noting that the conflict between traffic and the use of Blamey Square as a ceremonial place does not seem to have been resolved.<sup>23</sup>

3.28 In contrast, based on the available information, the Field Marshal Sir Thomas Blamey Memorial Fund believes that the proposals seem unlikely to affect Blamey Square.<sup>24</sup>

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19 Exhibit No. 22, p. 2.

20 *Transcript*, p. 37.

21 Submission No. 1, *Submissions*, p. 4.

22 *Transcript*, p. 12.

23 Submission No. 3, *Submissions*, p. 11.

24 Submission No. 8, *Submissions*, p. 26.

### 3.29 The NCPA responded to criticisms about the lack of detail, saying:

In reviewing the relative merits of the design options, and especially the final location of the carriageways, the Authority will assess the spatial impact on the Memorial itself, how traffic can be most effectively controlled, how the works can be logically staged, and how a nationally significant square can be created.<sup>25</sup>

3.30 The Committee does not accept the NCPA's argument for not providing better information about its proposals for Blamey Square. More explicit details about the proposed carriageways and traffic control measures would have greatly assisted this Committee in its consideration of the proposal to extend Kings Avenue. As mentioned in chapter 2, this Committee may give consideration at a later date to the level of detail that is required by the Parliament and the public in order to make a reasoned assessment of proposals to change the National Capital Plan.

### *Name change*

3.31 In its submission to the Committee on Draft Amendment No. 12, the Field Marshal Sir Thomas Blamey Memorial Fund asked that:

...consideration be given to changing the name "Sir Thomas Blamey Square" to "Field Marshal Blamey Square". This Fund believes that such a name change is necessary to indicate clearly, in the name, that the Square is a memorial to an outstanding soldier, not just to a distinguished citizen.<sup>26</sup>

3.32 The Committee believes the NCPA should consider this request by the Field Marshal Sir Thomas Blamey Memorial Fund.

<sup>25</sup> Transcript, p. 63.

<sup>26</sup> Submission No. 8, *Submissions*, p. 27.

### *Conclusion*

3.33 In summary, Draft Amendment No. 12 proposes that Kings Avenue be extended from its existing northern end to a roundabout at the apex. In so doing, Kings Avenue would pass through Blamey Square. Consequently, Blamey Square would have a number of mixed functions including ceremonial, memorial, pedestrian access, and local and through traffic.

3.34 Essentially the Committee is being asked to support the construction of Kings Avenue as a through road, noting that efforts could then be made to introduce costly traffic management techniques to make it unattractive to through traffic, to achieve, visually, the completion of the National Triangle.

3.35 The Committee considered two options for Kings Avenue which can be summarised as follows:

- the extension of Kings Avenue to the planned roundabout at the apex of the National Triangle, as proposed in Draft Amendment No. 12; and
- no extension to Kings Avenue beyond the southern end of Blamey Square.

3.36 The Committee does not support the extension of Kings Avenue as proposed in Draft Amendment No. 12 (the first option). The Committee agrees that the National Triangle should be completed, but believes this can be achieved visually without a carriageway being constructed through Blamey Square. Further, the integrity of Blamey Square as an important place for ceremonial and memorial activities can be best maintained by protecting its role as a square or gathering place.

3.37 The Committee believes that Blamey Square and the area between buildings RN1 and RN2 and up to the roundabout at the apex of the National Triangle should be used as a gathering place for people, without any motorised traffic function. This would remove the need to close off traffic for ceremonial or memorial purposes and eliminate the need for costly traffic management techniques to discourage traffic from travelling through Blamey Square. The use of Blamey Square as a gathering place would significantly reduce potential conflict between its mixed ceremonial, memorial, commemorative, pedestrian and traffic functions. Further, the integrity of the design of the National Triangle would not be compromised.

**3.38 Mr Keith Storey argues that:**

Blamey Square is the only area in Russell where there is some sense of place and symbolic significance. Not extending Kings Avenue across Blamey Square would enable the design integrity and symbolism of Russell Defence precinct to be strengthened at the one place where the visual focus toward Parliament House and the Lake is strongest.<sup>27</sup>

**3.39** The Committee believes that the second option allows the ceremonial, memorial and commemorative functions of Blamey Square to be enhanced rather than restricted as proposed under Draft Amendment No. 12. At the same time it provides an area for people to safely cross the Russell precinct or stand near the apex to view the Kings Avenue axis of the National Triangle and beyond.

**3.40 Recommendation 1**

The Committee recommends that the line of the National Triangle be completed and that the extension of Kings Avenue from Russell Drive through Sir Thomas Blamey Square to the roundabout at the apex of the National Triangle proceed. However, the area from the southern end of Sir Thomas Blamey Square to the roundabout at the apex of the National Triangle must be closed to motorised traffic and constructed as a people's gathering place and pedestrian thoroughfare. In order to facilitate the movement of pedestrians between the apex and Sir Thomas Blamey Square, the proposed local road between buildings RN1 and RN2 crossing the northern end of Sir Thomas Blamey Square should not proceed beyond the eastern side of building G and western side of building F.

**3.41** In 1989, the Joint Committee on the Australian Capital Territory examined some of the roads in Russell during its inquiry into the proposed degazettement of Thirkell Street and part of Kelliher Drive. As will be discussed later in this chapter, the closure of these two roads was considered necessary by the NCPA in order to construct the DSD building.

**3.42** During the 1989 inquiry, both the NCPA and Defence objected to a proposal that a direct link could be constructed from Blamey Square through to Northcott Drive to accommodate through traffic on the grounds that:

...the required earthworks and construction would not only be very costly but would seriously degrade the appearance of Blamey Square.<sup>28</sup>

**3.43** The Joint Standing Committee on the National Capital and External Territories notes that the NCPA's long term plans for the Russell area have undergone considerable revision since 1989. The Committee finds it is now being asked to recommend approval of a proposal rejected in 1989. The Committee considers the NCPA's and Defence's rejection in 1989 of a road from Blamey Square north to accommodate through traffic is still the preferred outcome.

**Intersection of Kings Avenue and Parkes Way**

**3.44** Several deficiencies with the existing road network at Russell were identified in the Explanatory report:

The internal road network lacks a clear structure, with many of the intersections being potentially hazardous. The Kings Avenue/Parkes Way intersection, for instance, has the highest incidence of accidents in Canberra. Pedestrian and cycle movement is difficult, particularly to the lake foreshore.<sup>29</sup>

**3.45** Although the intersection of Kings Avenue and Parkes Way is not part of the context area of Draft Amendment No. 12, concern was expressed about the high accident rate at this intersection.<sup>30</sup>

28 Joint Committee on the Australian Capital Territory, Report on proposals for variations of the plan of layout of the city of Canberra and its environs, Variations 89/1 (Items 2 and 3), 89/2 and 89/3 August 1989, p. 6.

29 Exhibit No. 32, p. 6.

30 Submission No. 15, *Submissions*, p. 123; Exhibit No. 29, p. 3; Exhibit No. 31, p. 62.

27 Exhibit 26, p. 5.

**3.46** The ACT Planning Authority provided information which indicates that, of the eighteen locations in Canberra ranked during the period 1 January 1990 to 31 December 1992, the Kings Avenue and Parkes Way intersection had the highest number of accidents, with a score of 353 (see table 3.1). Studies undertaken by the ACT Planning Authority indicate that the most common type of accident at this intersection involved rear end collisions.<sup>31</sup>

**3.47** The proposed extension of Kings Avenue to the apex of the National Triangle will only be a short distance from this problem intersection. Funnelling traffic through Blamey Square, combined with an overall increase in traffic generated by the redevelopment, seems likely to exacerbate the high incidence of accidents at the existing roundabout, if not managed carefully. These problems are likely to be further exacerbated if, at a later time, a new gateway to the National Capital is introduced through Russell.

**3.48** The Committee is aware that changes have recently been made to the intersection of Parkes Way, Kings Avenue and Morshead Drive. The Committee considers, however, that further measures are necessary to reduce traffic problems at this intersection. The Committee considers the lack of appropriate advance warning signs to direct traffic into correct lanes is seen as a particular problem.

### **3.49 Recommendation 2**

**The Committee recommends that the National Capital Planning Authority in consultation with the ACT Government design and implement measures to reduce traffic problems at the intersection of Parkes Way, Kings Avenue and Morshead Drive as part of the redevelopment of Russell.**

<sup>31</sup> Submission No. 16, *Submissions*, pp. 127–8.

## **Northcott Drive**

**3.50** In 1994 the NCPA undertook a Central National Area design study.<sup>32</sup> The team that undertook the study proposed that, after completion of the National Triangle at Russell, a new entrance or gateway to the National Capital be established at the Russell apex.<sup>33</sup>

**3.51** The gateway proposal is not included in Draft Amendment No. 12. This lack of a definite proposal was one of the principal causes of concern raised in evidence to this Inquiry.<sup>34</sup>

**3.52** The gateway proposal involves the realignment, and upgrade to a dual carriageway, of Northcott Drive to provide a link to the proposed Majura Parkway. The Russell Indicative Layout diagram shows an upgraded Northcott Drive. However, a further amendment to the National Capital Plan would be required before works approval could be granted for this roadwork. A similar amendment to the National Capital Plan would be required for the construction of the Majura Parkway.<sup>35</sup>

**3.53** Northbourne Avenue is the major approach road into the city of Canberra for tourists from Sydney and Melbourne, and for residents of northern Canberra and surrounding towns. The gateway proposal has the potential to create an alternate major approach into Canberra, thereby diverting some of the traffic from Northbourne Avenue. As a consequence of the gateway proposal, the arterial roads around Russell would carry a significant increase in traffic, including tourists and Canberra residents travelling across Canberra.

<sup>32</sup> The Central National Area comprises the Parliamentary Zone and its setting, Lake Burley Griffin and its foreshores, the Australian National University, the Australian Defence Force Academy, Duntroon, Campbell Park, Canberra Airport/RAAF Base Fairbairn, City Hill, diplomatic precincts, the Russell Defence Complex, the National Museum of Australia Visitor Centre at Yarramundi and Commonwealth, Kings and Constitution Avenues. *Source* National Capital Planning Authority, *Looking to the Future, central national area design study 1994*, p. 8.

<sup>33</sup> National Capital Planning Authority, *Looking to the Future, central national area design study 1994*, p. 11.

<sup>34</sup> For example, Submission No 2, *Submissions*, p. 6; Submission No 6, *Submissions*, p. 19; Submission No 15, *Submissions*, p. 123.

<sup>35</sup> Submission No 14, *Submissions*, p. 61; Exhibit 32, p. 15.

**Table 3.1 Motor Vehicle Accidents in Canberra  
1 January 1990 – 31 December 1992**

Rank	Intersection	Suburb	Score
1	Kings Avenue/Parkes Way	Parkes	353
2	Barry Drive/Northbourne Avenue	Braddon	336
3	Canberra Avenue/Wentworth Avenue	Griffith	287
4	Melrose Drive/Yamba Drive	Curtin	250
5	Antill Street/Northbourne Avenue	Dickson	222
6	Hindmarsh Drive/Melrose Drive	Chifley	215
7	Anzac Parade/Parkes Way	Parkes	198
8	Macarthur Avenue/Northbourne Avenue	Braddon	176
9	Botany Street/Hindmarsh Drive	Phillip	175
10	Belconnen Way/Caswell Drive	Aranda	175
11	Hindmarsh Drive/Yamba Drive	Garran	174
12	Coranderrk Street/Parkes Way	City	171
13	Baldwin Drive/Ginninderra Drive	Bruce	150
14	Bindubi Street/William Hovell Drive	Rural	140
15	London Circuit/Northbourne Avenue	City	138
16	Belconnen Way/Eastern Valley Way	Belconnen	136
17	Kitchener Street/Yamba Drive	Garran	135
18	Athllon Drive/Sulwood Drive	Kambah	128

Source Submission No. 16, *Submissions*, p. 127.

3.54 If the gateway proposal proceeds in the future, the proposed connection to Kings Avenue could provide a route for through traffic travelling to and from the north of Canberra to: the Parliamentary Triangle, the airport, Queanbeyan and the southern suburbs of Canberra. Also, workers within Russell who live on the northern suburbs could transit through Blamey Square, as would visitors to the two memorials and tourists en route to the Parliamentary Triangle.

3.55 The Committee is concerned that the gateway proposal was not settled prior to, nor included in, Draft Amendment No. 12. A new gateway would have implications for many of the proposals contained in Draft Amendment No. 12, including the positioning of buildings such as RN1 and RN2, the volume of traffic transiting the Russell road network and, consequently, the required widths of roads.

3.56 The NCPA expressed the view that:

...the Russell proposal is of far greater importance than a future gateway proposal. We take the view that this is a relatively narrow window of opportunity we have been presented with to achieve something that people have wanted to achieve for a long time. If implementing this plan means in the future we have pre-empted that gateway proposal because of later work that might be done, then we think this is more important. That is the basic issue that we should be pursuing [Draft Amendment No. 12] rather than the gateway.<sup>36</sup>

3.57 The Committee is not convinced that proposals contained in Draft Amendment No. 12 should proceed in isolation from the gateway proposal. However, in the light of Recommendation 1, the Committee accepts that a decision on the gateway proposal could be made at a later date. The Committee is of the opinion that the plan proposed in Draft Amendment No. 12 would have virtually precluded a future gateway through Russell. The Committee considers that the gateway proposal is important and that recommendations contained in this Report could enable the proposal to proceed in the future.

3.58 As was discussed earlier in this chapter, the Committee considers that the lack of appropriate advance warning signs to direct traffic is a contributing factor to the high rate of accidents at the intersection of Kings Avenue and Parkes Way. Should the gateway proposal proceed, the Committee is of the opinion that careful consideration must be given to the placement of advance warning signs to ensure that traffic is directed safely through the roundabout at the apex of the National Triangle.

### 3.59 Recommendation 3

**The Committee recommends that the detailed design, planning and construction for the proposed redevelopment of Russell not preclude a wide range of development options should a new northern gateway to Canberra be considered at a future time.**

**Road tunnel**

3.60 The Committee also considered whether a road tunnel under Blamey Square would allow the gateway proposal to proceed without impact upon Blamey Square, surrounding buildings and local road network. Defence believes that it would be a rather restrictive and costly exercise to build such a tunnel and that a road tunnel would impact upon the pedestrian tunnel already in existence. Defence admitted, however, that it had not considered putting a road tunnel under Blamey Square.<sup>37</sup>

3.61 The Committee has not sought evidence of an engineering nature to know whether the option of putting a tunnel under Blamey Square is feasible or not.

**Constitution Avenue**

3.62 The existing eastern end of Constitution Avenue is the junction with Blamey Crescent and Russell Drive. Residents of Reid are concerned about the loss of amenity in the suburb should the proposed extension to Constitution Avenue proceed.<sup>38</sup> If employment levels at Russell double as envisaged by the NCPA, there may be a commensurate increase in the amount of traffic travelling along Constitution Avenue. As a result, the practice of traffic taking a short-cut through Reid to Civic is likely to increase.

3.63 This is an example of a number of local rather than national issues which Draft Amendment No. 12 raises. The Committee believes that the concerns expressed by the residents of Reid regarding local suburban traffic must be addressed by the NCPA in consultation with the ACT Government.

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37 *Transcript*, pp. 42-3.

38 Submission No. 6, *Submissions*, p. 18.

**Cutting**

3.64 The extension of Constitution Avenue to the proposed roundabout at the apex of the National Triangle involves a '...significant cutting encroaching into the Canberra Nature Park...'.<sup>39</sup> Mr Keith Storey noted that 'the existing road levels and steep topography towards Russell makes it difficult to achieve a satisfactory road profile for avenue treatment'.<sup>40</sup>

3.65 An earlier proposal to extend Constitution Avenue involved a catenary curve<sup>41</sup> which would have entailed a cutting of approximately 20 metres. The NCPA has assured this Committee that this larger cut is no longer necessary. The NCPA gave evidence that the excavation proposed in Draft Amendment No. 12 is less invasive as it is to follow the curve of the land more, and as a result, would have less impact on Mount Pleasant hill.<sup>42</sup>

3.66 The NCPA believes that the proposed cutting will '...more effectively exploit the topography so that the circle is in the "amphitheatre" that Griffin envisaged...The diameter of the circle from the building facade to the edge of the formal planting is the equivalent of Vernon Circle'.<sup>43</sup>

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39 Exhibit No. 28, p. 11.

40 Submission No. 9, *Submissions*, p. 28.

41 A catenary curve is the curve formed by a uniformly loaded rope hanging freely from two horizontally separated points. It may be thought of as an inverted arch. These types of curves are used to give a greater sense of the road and to foreshorten the perspective.

42 *Transcript*, p. 89.

43 Submission No. 21, *Submissions*, p. 166.



3.67 The Committee had some reservations about the proposed excavation because it seems to be close to a stone arrangement which was noted in the *Draft Russell Master Plan Background Report* (1994) (the Background Report) (see figure 3.3).<sup>44</sup> Freeman Collett and Partners assessed the site and reported to the NCPA that the site probably relates to the workers camp associated with the original construction of the Russell complex. In the consultant's opinion the site has a very low significance rating.<sup>45</sup> Defence indicated that there was no reference to the site in its heritage records.<sup>46</sup>

3.68 Based on the NCPA's assurance that the stone arrangement is of little significance, the Committee supports construction of the cutting, as long as it is kept to the maximum of eight metres as stated by the NCPA in its evidence to the Parliamentary Standing Committee on Public Works and it creates as little disturbance to the area as possible.<sup>47</sup>

#### 3.69 Recommendation 4

The Committee recommends that the excavation of the cutting into Mount Pleasant as proposed in the Russell Offices Redevelopment Project proceed, providing this cutting is limited to a maximum of eight metres.

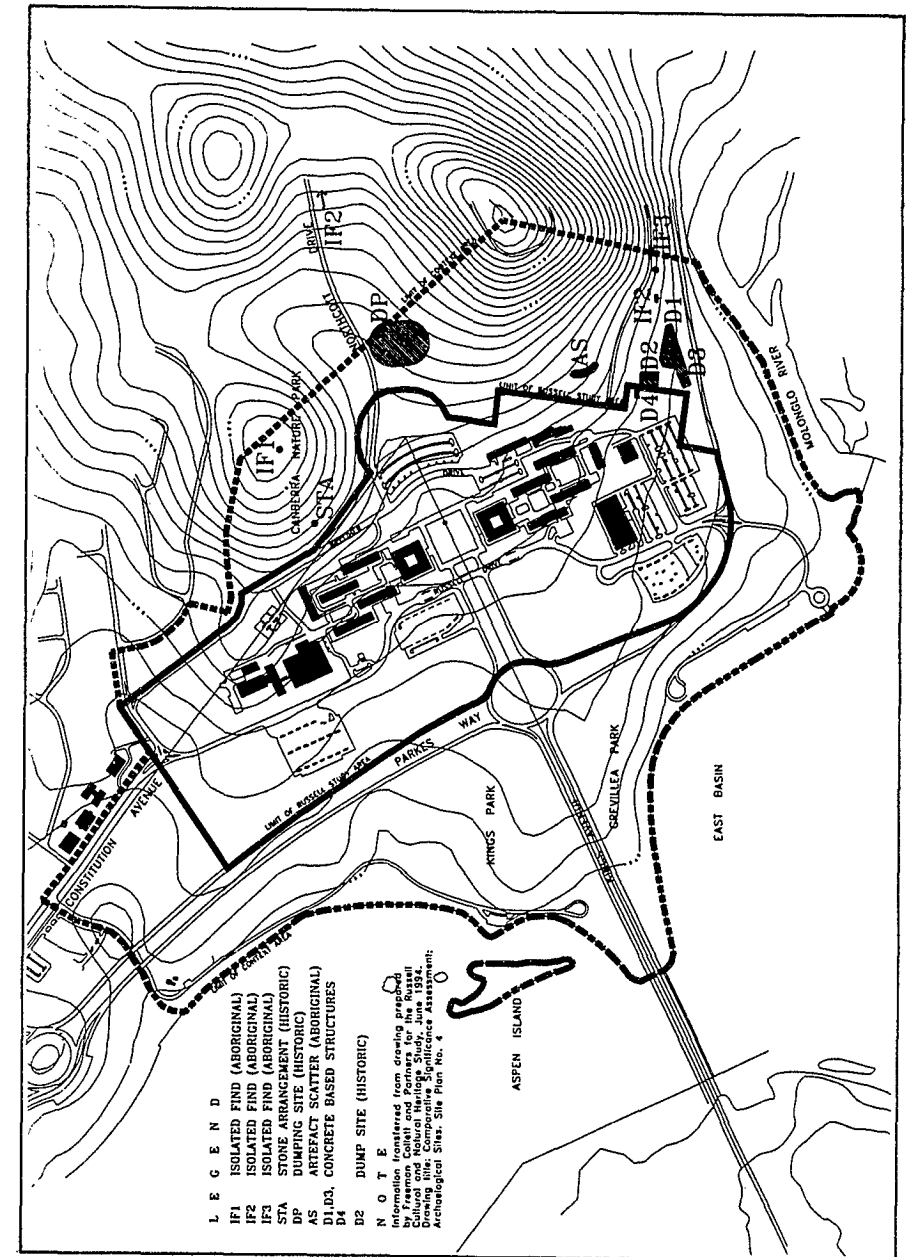
44 Exhibit No. 31, Figure 4.1, p. 26.

45 Submission No. 18, *Submissions*, p. 138.

46 Submission No. 19, *Submissions*, p. 139.

47 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 361.

Figure 3.3 Archaeological sites



## Alignment

**3.70** Defence proposes constructing approximately two kilometres of new road during the Russell Offices Redevelopment Project, including the first stage of the proposed Constitution Avenue extension.<sup>48</sup> The NCPA anticipates that Constitution Avenue will be completed during the year 2000, subject to funding being approved.<sup>49</sup>

**3.71** Figure 3.4 provides an aerial view of the proposed Russell Offices Redevelopment Project. Figure 3.5 is an NCPA representation of the proposed extension of Constitution Avenue and the link road from Morshead Drive in relation to existing buildings. The Committee is concerned that the location of building L, as shown in these two figures, could necessitate the completed Constitution Avenue being curved rather than straight, as indicated in Draft Amendment No. 12.

**3.72** Defence agrees that, in order to complete the remaining section of Constitution Avenue, building L 'will need to go because the alignment of that building crosses the proposed realignment of Constitution Avenue'.<sup>50</sup>

**3.73** The Explanatory Report states that the extension of Constitution Avenue is possible, '...whilst retaining building L'.<sup>51</sup> However, the Committee remains unconvinced that Constitution Avenue will follow a straight alignment without the demolition of building L.

**3.74** Concern was also expressed in submissions made to the NCPA about the potential for a considerable waste of tax-payers' money in first refurbishing, and then possibly, demolishing buildings to make way for the proposed road network.<sup>52</sup> As will be discussed later in this Report, completion of the proposed road network is dependent upon demolition of several buildings.

48 Exhibit No. 28, pp. 18-9.

49 Submission No. 21, *Submissions*, p. 163.

50 *Transcript*, p. 38.

51 Exhibit No. 32, p. 19.

52 Exhibit No. 14, p. 1; Exhibit No. 26, p. 3.

## Link road to Morshead Drive

**3.75** Draft Amendment No. 12 includes a proposal to replace figure 12 of the National Capital Plan (see appendix B). The existing plan's figure 12 shows a road reservation for Monash Drive passing through the suburb of Campbell. The road reservation also appears on the ACT Territory Plan. The construction of this road is not covered under Draft Amendment No. 12, however, concern was expressed by a resident that the reservation still appears.<sup>53</sup>

**3.76** The Joint Committee on the Australian Capital Territory examined this issue in its report on *Gungahlin's Transport Links* and recommended that:

the road reservation for Monash Drive should be retained in the National Capital Plan until it is clear that a severe disruption to the amenity of North Canberra can be avoided by the increased use of public transport and by the effective operation of the peripheral roads.<sup>54</sup>

**3.77** The Joint Standing Committee on the National Capital and External Territories supports this recommendation of the earlier committee.

**3.78** The construction of the link road to Morshead Drive is not scheduled to take place for at least twenty years. The Explanatory Report notes that completion of the local road structure would be dependent on the demolition of building A, the ASIO building and, to a lesser extent, the DSD building.<sup>55</sup> Building A is scheduled for refurbishment under the Russell Offices Redevelopment Project and the ASIO and DSD buildings are relatively new.

**3.79** As mentioned earlier in this chapter, the Joint Committee on the Australian Capital Territory examined some of the roads in Russell during its 1989 inquiry into the proposed degazettal of Thirkell Street and part of Kelliher Drive. The closure of these two roads was considered necessary by the NCPA in order to construct the DSD building.

53 Exhibit No. 14, p. 1.

54 Joint Committee on the Australian Capital Territory, *Gungahlin's Transport Links*, May 1991, p. 39.

55 Submission No. 21, *Submissions*, p. 163; Exhibit No. 32, p. 19.

Figure 3.4 Aerial view of Russell Offices Redevelopment Project

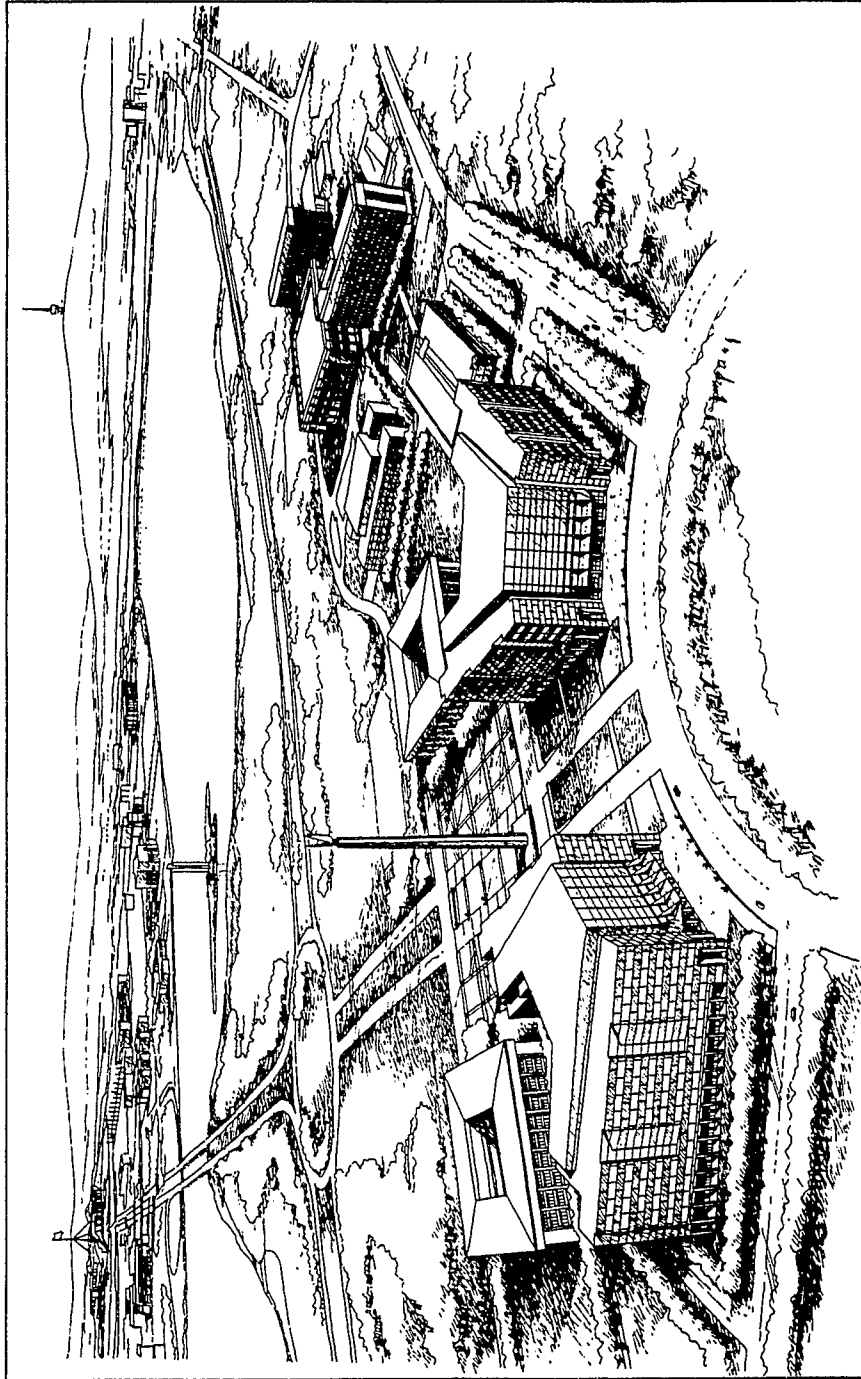
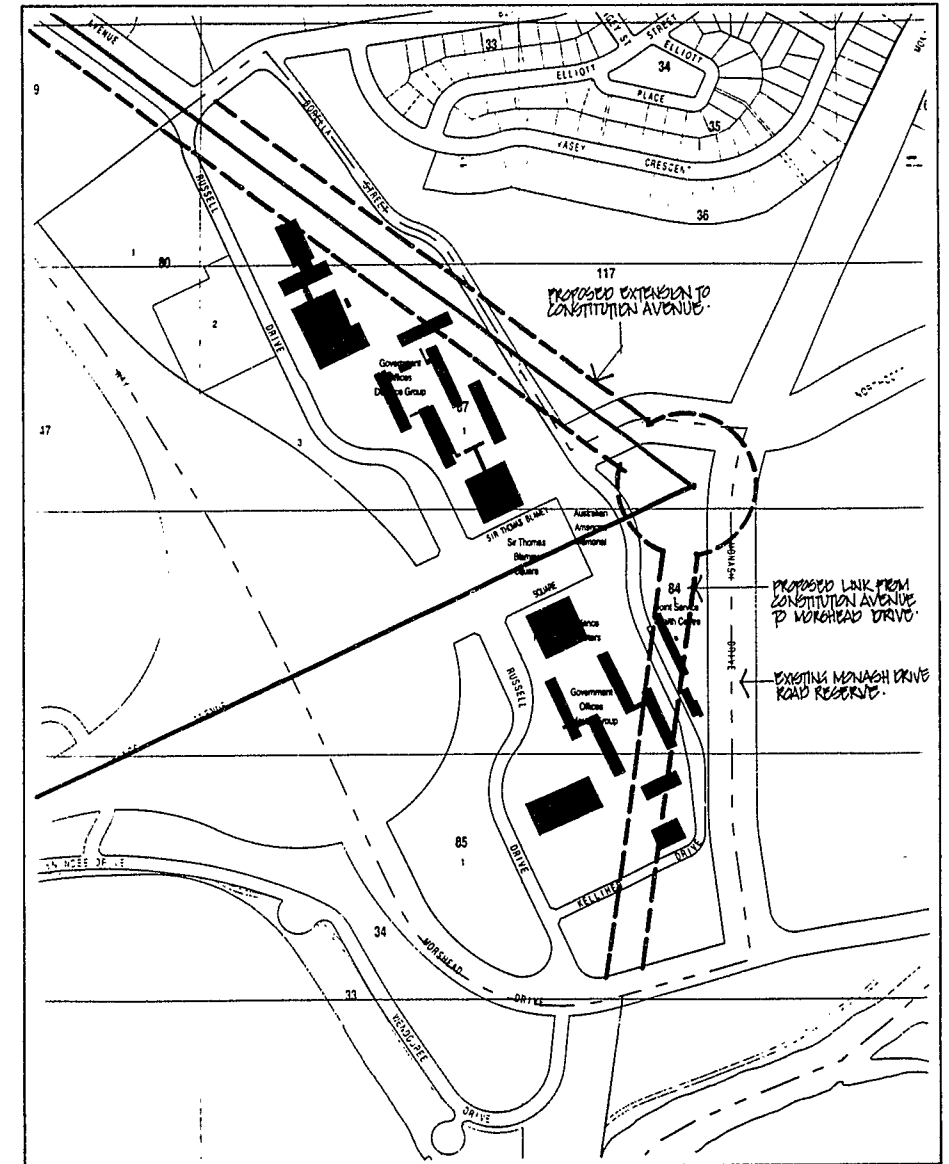


Figure 3.5 Constitution Avenue and link road to Morshead Drive masterplan



**3.80** During that inquiry, the Joint Committee on the Australian Capital Territory was advised by the NCPA that the proposed road closures were part of a larger scale long term plan for the development of roads and car parking the Russell area, including the extension of Constitution Avenue.<sup>56</sup> This does not seem to be the case given the suggestion, just five years on, that the DSD building may need to be demolished in order to complete the road proposals in Draft Amendment No. 12 in the future.

**3.81** The Joint Standing Committee on the National Capital and External Territories notes that the NCPA and Defence have changed their plans for the Russell area considerably since 1989 and that planning for the road system may not have been sufficiently advanced at that time to assess the long term implications of the position of the DSD building. Nevertheless, the Committee is concerned that, given the strategic importance of the DSD building to Defence, the long term plans for the area were not taken into consideration when determining the location of the DSD building in the late 1980s.

**3.82** The Committee is also concerned that approval was given for refurbishing buildings A and L as part of the Russell Offices Redevelopment Project, in the knowledge that it may be necessary to demolish these buildings in order to complete the road proposals in Draft Amendment No. 12 early in the next century.

**3.83** The Committee accepts that an improved link road to Morshead Drive is desirable, particularly if the gateway proposal proceeds. However, the Committee does not believe that it is appropriate to plan the demolition of a building two decades before it is intended undertaking the associated roadworks.

### **3.84 Recommendation 5**

**The Committee recommends that planning for future roads should not be predicated on the demolition of existing buildings.**

<sup>56</sup> Joint Committee on the Australian Capital Territory, *Report on proposals for variations of the plan of layout of the city of Canberra and its environs, Variations 89/1 (Items 2 and 3), 89/2 and 89/3* August 1989, p. 7.

## **Local road network**

**3.85** According to AEM, 'the concept of the strong geometric "spider web" design for the internal road system may look attractive when viewed from above, but it is unlikely to be successful in traffic management terms'. The NCPA noted that term 'spider-web' in relation to the road design is not a term used by the NCPA, but was used by AEM to draw some parallel between the road layout and the shape of a spider's web.<sup>57</sup>

**3.86** AEM believes that the amount of fast traffic moving through the precinct will result in safety problems for vehicles and pedestrians, and the creation of significant air pollution due to increased exhaust emissions.<sup>58</sup>

**3.87** Both the NCPA and Defence disagreed with this view. The NCPA believes that this network of streets will provide calmer local traffic conditions.<sup>59</sup> Defence believes that the proposed grades would '...permit comfortable operation of vehicular and pedestrian movements throughout the site'.<sup>60</sup>

**3.88** The ACT Planning Authority also expressed concern about the local road layout, saying that '...in winter cold winds will be funnelled down the new NW and W road alignments'.<sup>61</sup> This Committee was also concerned about the environmental impacts of the proposed roads and built form. This issue is discussed further in chapter 4 of this Report.

<sup>57</sup> Submission No. 21, *Submissions*, p. 164.

<sup>58</sup> Submission No. 3, *Submissions*, p. 8.

<sup>59</sup> Submission No. 21, *Submissions*, p. 164.

<sup>60</sup> Exhibit No. 28, p. 19.

<sup>61</sup> Exhibit No. 24, p. 4.

## Public transport

**3.89** Public transport is the responsibility of the ACT Government and, consequently, no provision was made for it in Draft Amendment No. 12. However, concern was expressed about the lack of provisions for public transport infrastructure by a number of organisations and individuals.<sup>62</sup>

**3.90** The ACT Government was particularly concerned that Draft Amendment No. 12 '...should give more attention to public transport and consider how a busway or light rail route would be accommodated both within and between the arterial road reserves in Russell'.<sup>63</sup>

**3.91** The Committee was later advised that consideration of a future public transport option study for Canberra is being undertaken jointly by a steering committee comprising the Commonwealth Department of Transport, the NCPA and the ACT Government.<sup>64</sup>

**3.92** The NCPA stressed that flexibility will be incorporated into the proposed local and arterial road network to ensure that no option for the provision of light rail is precluded. Several drawings were provided by the NCPA which indicated possible bus and light rail routes. The NCPA also stated that it will be working closely with the ACT Government on any future inter-town public transport route through Russell.<sup>65</sup>

### 3.93 Recommendation 6

**The Committee recommends that the National Capital Planning Authority accepts responsibility for setting out the detailed conditions of planning, design and development for public transport routes and infrastructure on national roads, and where appropriate, consult with the ACT Authority responsible for the ACT Territory Plan.**

62 Submission No. 6, *Submissions*, p. 19; Exhibit No. 11, p. 1; Exhibit No. 15, p. 2; Exhibit No. 22, p. 2.

63 Submission No. 10, *Submissions*, p. 35.

64 *Transcript*, p. 63.

65 *Transcript*, pp. 63–4.

## Pedestrian and cycle access

### Indicative Layout diagram

**3.94** Defence will occupy nine office buildings at Russell and there will be a significant amount of movement of staff between these buildings during working hours. Defence indicated that it did not wish to see a conflict arising between the needs of pedestrians and traffic.<sup>66</sup>

**3.95** Statistics included in the NCPA Background Report indicate that 77% of the cyclists traversing Russell rated bicycle access as being 'poor':

There are currently no direct off-road pathways linking the Russell offices with the foreshore parks (ACT Government 1994). Movement across the Parkes Way–Morshcad Drive corridor is difficult and potentially dangerous, because of the amount and speed of traffic as well as the width of the road.<sup>67</sup>

**3.96** Draft Amendment No. 12 states that: 'The local road network will provide a safe network for cyclists and pedestrians by creating calmer local traffic conditions...Pedestrian movement along streets shall generally be enhanced by the provision of colonnades'.<sup>68</sup>

**3.97** The concept of colonnades was not supported by AEM on the grounds that movement within Commonwealth buildings tends to be vertical rather than linear. AEM also noted that for security and privacy reasons it may be necessary in some instances to have blank walls at ground level and a considerable separation between the building and the street by way of ground cover or grassed areas.<sup>69</sup>

66 Exhibit No. 22, p. 2.

67 Exhibit No. 31, pp. 51–2.

68 Exhibit No. 30, pp. 9–10.

69 Submission No. 3, *Submissions*, p. 11.

**3.98** Unfortunately, other than the reference to colonnades, no information on specific planning and design detail on pedestrian and cycle routes was included in Draft Amendment No. 12. The Committee considered the lack of detail about pedestrian and cycle paths was a major deficiency in Draft Amendment No. 12. This view was shared by several organisations and individuals.<sup>70</sup>

**3.99** The NCPA believes that these criticisms are 'primarily responding to the fact that no routes are shown on the Indicative Layout' in Draft Amendment No. 12. In response, the NCPA provided diagrams to show how existing pedestrian and cycle connections can be expanded as redevelopment proceeds (see figure 3.6).<sup>71</sup> The NCPA also foreshadowed '...that consideration will be given to altering the Indicative Layout diagram to show pedestrian and cycling routes that assist in the achievement of open space connectivity'.<sup>72</sup>

**3.100** As mentioned earlier in this Report, Freeman Collett and Partners believe that Blamey Square is not a site of frequent public activity. Irrespective of this, the proposed doubling of employment levels means that there could be larger numbers of pedestrians moving across the local road system and possibly some of the main arterial roads.

**3.101** The Committee notes that the pedestrian and cycle paths suggested in figure 3.6 do not include provision for safe pedestrian and cycle access across Parkes Way to the lake foreshore. The Committee believes that safe access across Parkes Way is of paramount importance to the concept of a coherent pedestrian and cycle network.

**3.102** The provision of pedestrian and cycle access facilities both within the Russell precinct and to the lake foreshore may affect the cost of the proposed roadworks. Therefore, the Committee believes that provision of facilities to improve pedestrian and cycle access should have been included in the traffic works proposed in Draft Amendment No. 12.

<sup>70</sup> Exhibit No. 12, p. 1; Exhibit No. 13, p. 1; Exhibit No. 15, p. 1; Exhibit No 19, p. 2; Exhibit No. 24, p. 5; Exhibit No. 26, p. 4; Exhibit No. 29, p. 3; Exhibit No. 34, p. 2.

<sup>71</sup> See figures 10, 11 and 12 of Submission No. 14, *Submissions*, pp. 74-6.

<sup>72</sup> The NCPA explains the term 'connectivity' as the degree to which there are 'links' between the Russell precinct and the other points of the triangle, as well as the extensive pedestrian, vehicle and cycle links within the precinct itself. Submission No. 14, *Submissions*, p. 73; Submission No. 22, *Submissions*, p. 176.

### 3.103 Recommendation 7

The Committee recommends that the proposed detailed amendment to the Indicative Layout diagram showing pedestrian and cycle routes be completed by the end of 1995. Further, the Committee recommends that the revised Indicative Layout diagram be advertised in the *Commonwealth Gazette* and in the principal daily newspaper published and circulated in the Territory as stated in the *Australian Capital Territory (Planning and Land Management) Act 1988*, for public comment before finalisation of the plan and design of pedestrian and cycle routes.

### 3.104 Recommendation 8

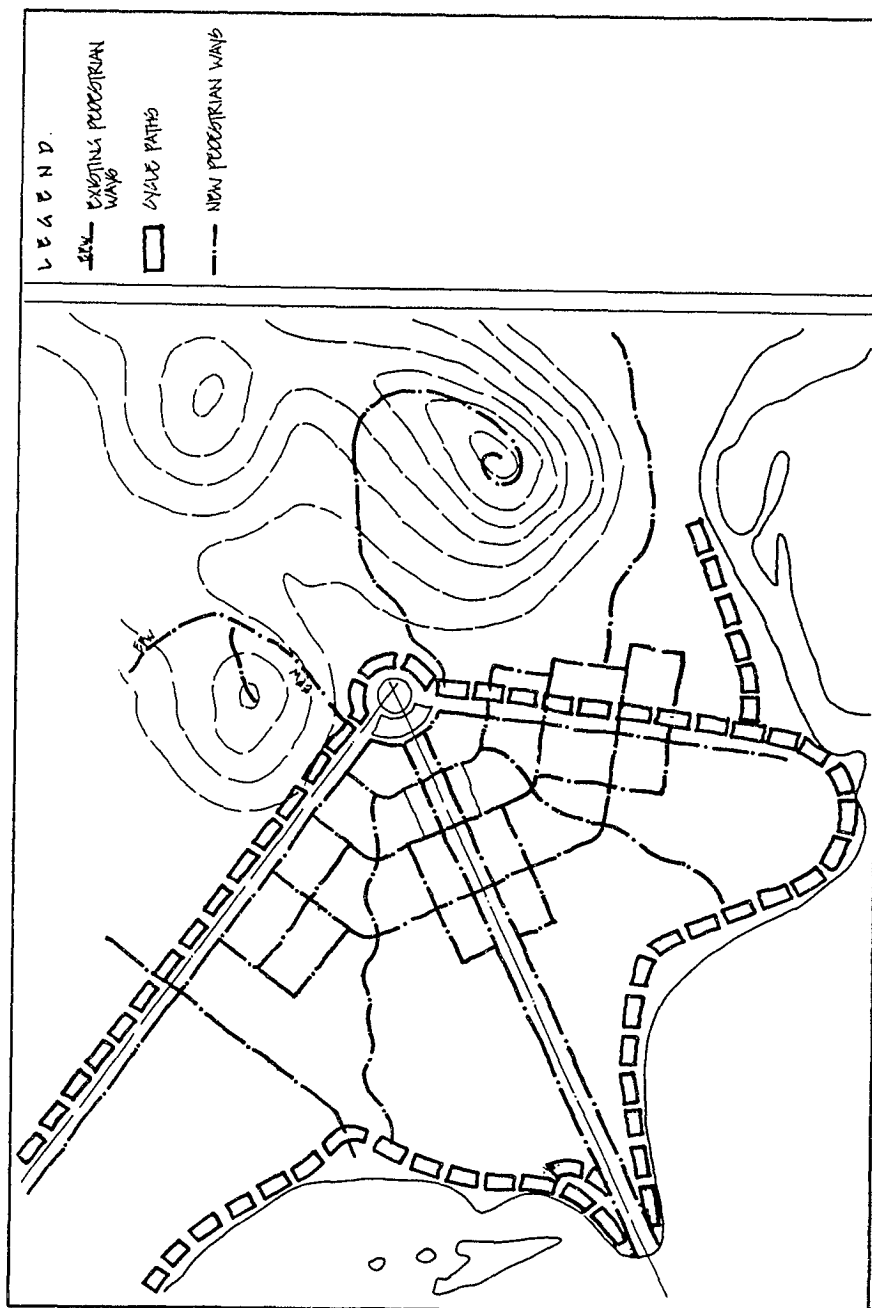
The Committee recommends that the detailed design and planning stage for pedestrian and cycle access to, and within, Russell include pedestrian and cycle routes linking the Russell precinct with the Lake Burley Griffin foreshore.

### Pedestrian tunnels

**3.105** A pedestrian tunnel currently runs beneath Blamey Square and provides pedestrian access between buildings G and F. Defence has indicated that it proposes constructing an additional five tunnels between buildings RN1, RN2 and RN3 and existing buildings. The purpose of these tunnels is to carry secure cabling and transfer classified documents within a secure environment.<sup>73</sup> In addition, the movement of equipment and Defence staff would be possible through the proposed network of tunnels.

<sup>73</sup> Exhibit No. 28, p. 19 & p. 26.

Figure 3.6 Russell pedestrian masterplan



3.106 When the Committee visited the tunnel, it had been closed due to flooding from a burst water main. When questioned as to whether flooding may be a problem in the new tunnels, Defence replied that because of advances in design and construction materials, it would not be an issue.<sup>74</sup>

3.107 In a submission made to the Parliamentary Standing Committee on Public Works, the Commonwealth Fire Board noted that the provision of tunnel links between buildings represents a special fire hazard. In its experience, fires in such areas are often difficult to extinguish and can cause a disproportionate amount of damage. The Commonwealth Fire Board recommended that '...fire protection should be specifically designed for the tunnels and incorporate a means of very early fire detection and appropriate measures for fire extinguishment'.<sup>75</sup>

3.108 In response, Defence noted that the suggestions of the Commonwealth Fire Board would be considered as part of the detailed design and design approval process.<sup>76</sup> The Committee considers such consideration is essential to ensure a safe working environment for people.

3.109 The Committee notes that there is no provision in Draft Amendment No. 12 for the proposed additional five pedestrian tunnels and questions whether it is appropriate for Defence to plan a tunnel network without specific reference in Draft Amendment No. 12.

3.110 Furthermore, the Committee considers that such a network of tunnels runs contrary to the concept that the Russell office complex will no longer be a 'compound' as in the existing configuration. The Committee believes that because of the existence of this tunnel complex, Defence would find it less desirable to move elsewhere or agree to any of the buildings being used by other Commonwealth departments.

74 Transcript, p. 54.

75 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 388.

76 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 390.

## Symbolism

**3.111** The major objective of Draft Amendment No. 12 is to complete the National Triangle. As mentioned earlier in this Report, the National Triangle is one of the key elements of Walter Burley Griffin's plan. The Explanatory Report states that:

Russell should be a place imbued with national, regional and community symbolism, consistent with the Central National Area, and with a symbolic function appropriate to its location at the apex of the National Triangle.<sup>77</sup>

**3.112** According to the NCPA the master plan seeks to define and reinforce the National Triangle; to give significance and symbolic value to the Russell apex; and to make opportunities for significant cultural events.<sup>78</sup>

**3.113** There is little explanation in Draft Amendment No. 12 about how the expression of national and local symbolism will be achieved. However, the Explanatory Report suggests that it will be manifest in the following land use and design elements:

- Organisations of national importance would occupy the buildings that have significant and important addresses, to ensure a compatible relationship between the address, the building and the occupant.
- Through the development of a system of city squares and parks opportunities would be created for the siting of objects, monuments and buildings of symbolic status.
- The extension of Kings and Constitution Avenues would define the National Triangle apex. The surrounding landscape and the buildings immediately to the west would also spatially define the apex.<sup>79</sup>

**3.114** The Committee notes that the NCPA proposes the placement of an icon or object at the apex of the National Triangle.<sup>80</sup>

**3.115** The size of the Australian–American Memorial dominates Blamey Square and the hills provide a backdrop to the area. The proposed icon would be located in close proximity to Blamey Square and the surrounding hills. The location of the Australian–American Memorial to the south of the proposed apex was questioned by the Royal Australian Institute of Architects, on the grounds that it may weaken the impact of the corner of the National Triangle.<sup>81</sup>

**3.116** The National Trust also agreed that the proposed apex did not possess landmark significance and suggested that a larger roundabout directly relating to a very formal Blamey Square was needed.

**3.117** The NCPA responded that 'to make the Russell Circle larger than is proposed will require greater cutting into the saddle of the hill and would make the restoration of this cutting very difficult. It would compromise the quality of the setting'.<sup>82</sup>

**3.118** The National Trust also questioned the location of Defence office buildings at the 'Symbolic Gateway to the National Capital'. As an alternative, the National Trust recommended that the apex roundabout directly relate to 'two longer but thinner crescent shaped buildings of more relevant national significance'.<sup>83</sup>

**3.119** When questioned about why Defence should be located at the apex of the National Triangle, the NCPA responded that its focus group research around Australia indicated that people identify with Defence and Parliament House 'as being what the National Capital is all about'.<sup>84</sup> The ACT Planning Authority also supported the consolidation of Defence at Russell, saying that: 'It is part of what the triangle is designed for'.<sup>85</sup>

81 Exhibit No. 16, Appendix 1, p. 2.

82 Submission No. 21, *Submissions*, p. 166.

83 Submission No. 15, *Submissions*, p. 124.

84 *Transcript*, p. 81.

85 *Transcript*, p. 34.

77 Exhibit No. 32, p. 4 & p. 8.

78 Submission No. 21, *Submissions*, p. 165.

79 Exhibit No. 32, p. 10.

80 *Transcript*, p. 87.



**3.120** Defence argued for its consolidation at Russell, not on symbolic grounds but because of the significant investment in the Defence Signals Directorate (DSD) and other related buildings. Any relocation would also probably involve moving out of Campbell Park. In the longer term, Defence sees its offices being concentrated more at Russell, rather than less.<sup>86</sup>

**3.121** Based on the available information, the Committee is not able to judge how well the proposals in Draft Amendment No. 12 may achieve the stated objective of creating 'a place imbued with national, regional and community symbolism'. The Committee considers that the symbolic impact of a stand of trees, an icon or object in the roundabout at the apex could be diminished by its surroundings.

**3.122** It is clear that the public will require safe access to whatever symbolic elements are located within the Russell precinct. The provision of appropriate pedestrian access will be an important issue for the NCPA to consider during the design phase.

## Chapter 4 Issues: land use

### Introduction

**4.1** Concern was raised in evidence to this Inquiry about proposals contained in Draft Amendment No. 12 for built form; parking; the proposed location of retail and commercial facilities; open space and heritage sites. It is also evident to the Committee that difficulties arise because the proposals in Draft Amendment No. 12 have implications for the ACT Territory Plan. Box 4.1 provides a summary of the major land use issues raised in evidence to this Inquiry.

### Built form

**4.2** The proposed buildings are to be constructed in several phases, the first being the Russell Offices Redevelopment Project. As will be discussed later in this chapter, construction of the remaining built form is subject to a review of Employment Location Policies of the National Capital Plan and land tenure arrangements between the Commonwealth and Territory governments being finalised.

### Russell Offices Redevelopment Project

**4.3** The existing built form of Russell stretches for approximately one kilometre across the base of Russell Hill and Mount Pleasant and consists of fifteen buildings which are four to eight storeys high (A to L, N, ASIO and DSD buildings) supported by a cafeteria and other service buildings (see figure 4.1). As mentioned in chapter 2, buildings A to L were constructed between 1962 and 1972. The ASIO and DSD buildings were completed in 1982 and 1992 respectively.

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86 *Transcript*, p. 39.

**BOX 4.1 SUMMARY OF ISSUES : LAND USE****Built form**

- impact of the height, location and orientation of buildings at the apex of the National Triangle

**Parking**

- adequacy of the proposed structures to meet demand
- reliance on increased use of public transport to reduce car parking demand
- impact upon nearby suburbs

**Land use**

- impact upon nearby shopping centres

**Open space**

- impact of the proposed roads and buildings upon the Canberra Nature Park
- proposed plantings

**Two planning authorities**

- lack of a mechanism to overcome possible conflicts caused by the existence of two planning authorities
- potential conflict with employment location policies
- who pays for the necessary infrastructure

**Heritage**

- disagreement over the heritage significance of buildings and landscape features and the precedence given to completing the National Triangle
- lack of overall conservation management plan for the national capital area
- impact of increased traffic flows and overflow parking on heritage sites

**4.4** The Russell Offices Redevelopment Project involves the following built form proposals:

**New Buildings** – Construct three new buildings for Defence office accommodation with a total of 54 000 sqM of Nett Lettable Area (NLA). The three buildings are referred to as RN1, RN2 and RN3. RN1 and RN2 have approximately 22 500 sqM NLA each, and RN3 approximately 9 000 sqM NLA.

**Refurbished Buildings** – Buildings A, F, G and L will be fully refurbished to current accommodation standard providing a total NLA of approximately 30 000 sqM.

**Carpark Building** – A multi-deck carpark will be constructed with approximately 500 car spaces.<sup>1</sup>

**4.5** The sites for proposed buildings, which comprise the Defence redevelopment project, are:

Building A, F, G and L are refurbished existing buildings and are located within the new road network proposed as part of the redevelopment.

New buildings RN1 and RN2 are situated on sites created by the construction of new roads defined by the NCPA Russell Master Plan. The sites are at the apex of the completed National Triangle flanking Kings Avenue with frontage to the proposed new roundabout at the point of the Triangle. RN1 is located to the north of Kings Avenue with a frontage to the proposed extension of Constitution Avenue. RN2 [is] to [be] located to the south of Kings Avenue with frontage to the proposed connection to Morshead Drive.

The Carpark building is located on the site to be created by the extension of Constitution Avenue and the new internal road network.

New building RN3 is located within the site created by new roads in close proximity to the existing DSD building.<sup>2</sup>

**4.6** Figure 4.2 outlines the proposed project schedule.

<sup>1</sup> Exhibit No. 28, pp. 9–10.

<sup>2</sup> Exhibit No. 28, p. 10.

Figure 4.1 Existing built form

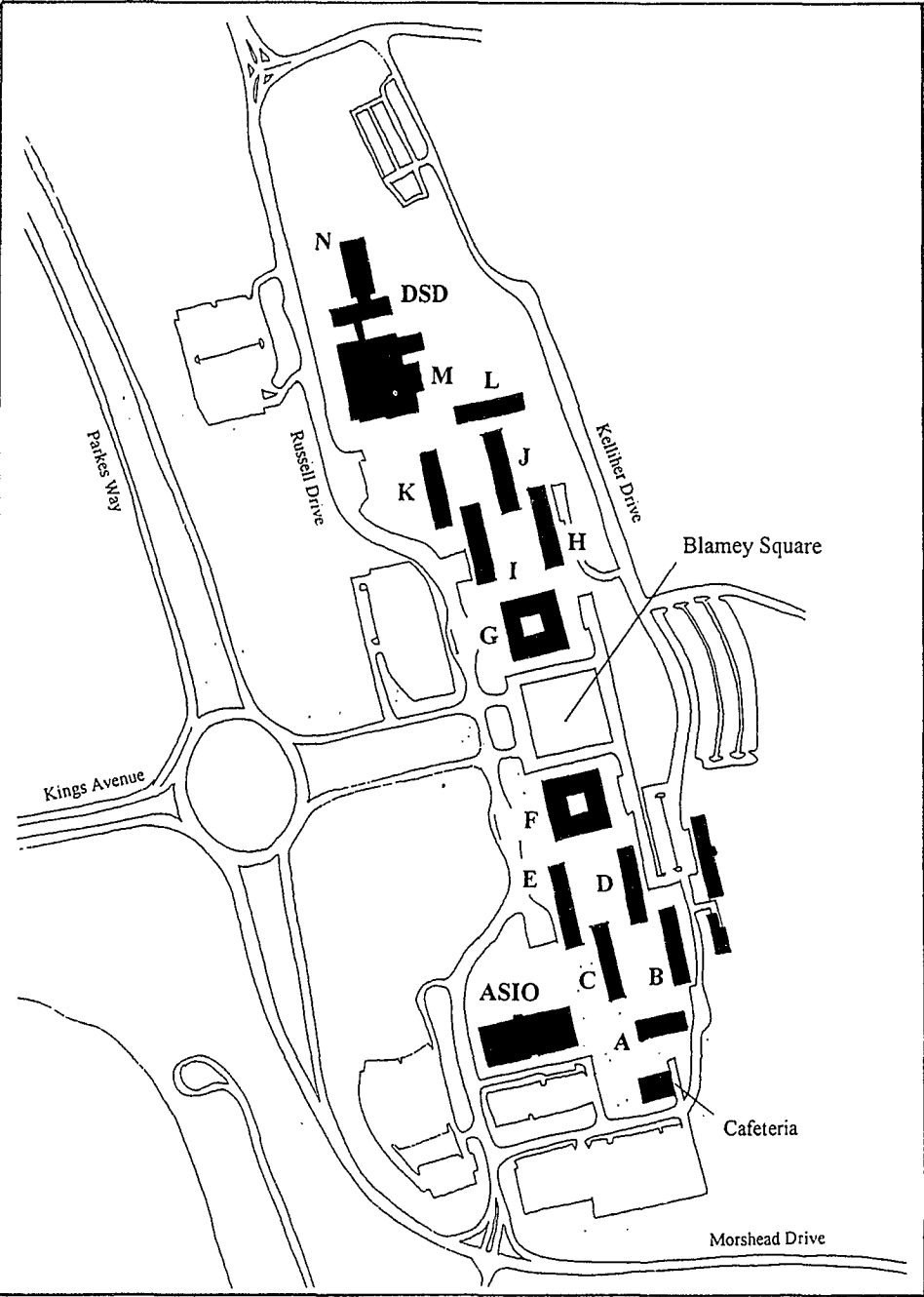
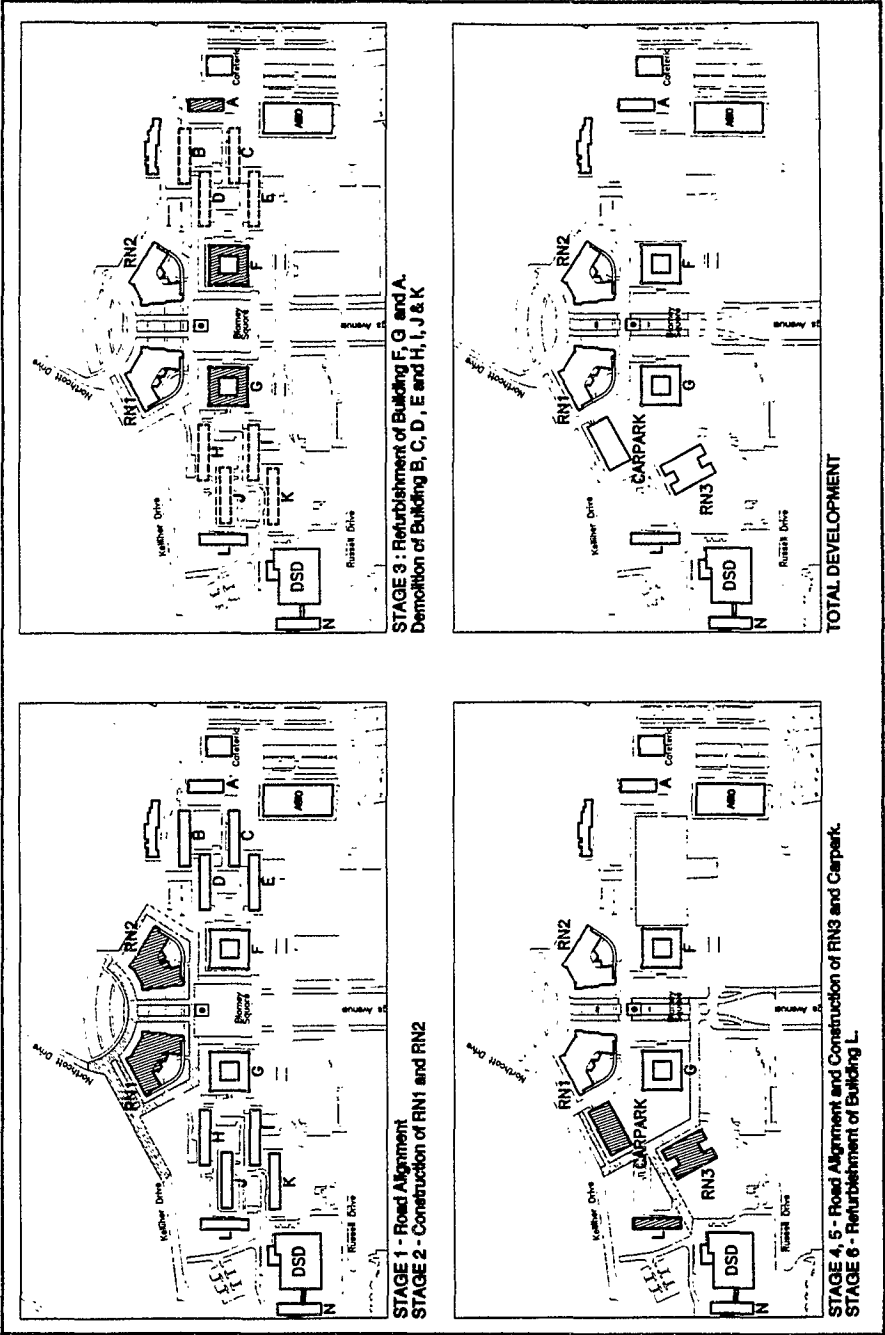


Figure 4.2 Russell Offices Redevelopment Project schedule



**Project justification**

4.7 As mentioned in chapter 2 of this Report, serious occupational health and safety problems have been identified in the existing buildings at Russell. According to Defence's submission to the Parliamentary Standing Committee on Public Works, specific deficiencies in buildings A to L include:

- narrow, inefficient building shapes affecting functional usage;
- outdated mechanical systems, minimal or no air-conditioning;
- low ceiling heights restricting adaptability;
- no expansion capabilities for electrical and communications systems;
- leaking plumbing;
- fire safety provisions below current standards;
- lifts that do not comply with current codes;
- corroded windows that are falling out;
- asbestos within buildings requiring removal;
- inadequate staff amenities;
- inadequate facilities for disabled persons;
- inadequate energy conservation systems; and
- high ongoing maintenance requirements and costs.<sup>3</sup>

4.8 The Committee visited the Russell complex on 21 October 1994 and observed at first hand the conditions in which Defence personnel are accommodated. As a result of that inspection, the Committee acknowledges the urgent need to upgrade what may be described as an occupational health and safety nightmare. The Commonwealth has an important responsibility to its employees to provide them with safe working conditions. It is hoped that the proposed refurbishment and construction of new buildings will not only achieve current best practice but will also be appropriate into the next century.

**Proposed Commonwealth offices**

4.9 Draft Amendment No. 12 contains a proposal to construct an unspecified number of Commonwealth offices at Russell. The purpose of these buildings is to 'provide accommodation for other Commonwealth offices needing a prestigious location'.<sup>4</sup>

<sup>3</sup> Exhibit No. 28, p. 4.

<sup>4</sup> Exhibit No. 30, p. 8.

4.10 The ACT Government is concerned about the impact of increased employment levels in the Russell area on the ACT Territory Plan and Territory infrastructure costs. Its submission indicates that an extensive expansion of employment in Russell would be inconsistent with the principle, set down in the Territory Plan, of facilitating the dispersal of employment out of the central area of Canberra.

4.11 Of particular concern to the ACT Government is the likely conflict of the proposal with the proposed release of office accommodation in the Gungahlin Town Centre (northern Canberra). The ACT Government believes that the expansion of Commonwealth office accommodation at Russell would hinder its ability to attract Commonwealth offices to Gungahlin. The ACT Government has therefore requested that a strategy for the location of Commonwealth Government offices be included in the current review of employment location policies being conducted by the National Capital Planning Authority (NCPA).<sup>5</sup>

4.12 The NCPA responded to this by saying that Draft Amendment No. 12 had been modified to incorporate the following words in the land use policy statement:

Commonwealth offices, other than for occupation by the Department of Defence, will not be approved until a review of the Employment Location Policies of the National Capital Plan has been completed.<sup>6</sup>

4.13 As mentioned in chapter 2 of this Report, the Russell Offices Redevelopment Project was originally to be undertaken by Australian Estate Management (AEM), however, responsibility was transferred to Defence in 1994. AEM believes that the agreement between the NCPA and the ACT Government over Commonwealth offices means that for the foreseeable future, there will be no additional sites available to AEM. AEM also expressed its concern over the lack of discussion with it about the decision to wait until the review of Employment Location Policies was completed. In its opinion, the question of Commonwealth offices is so important that the limits should be renegotiated.<sup>7</sup>

<sup>5</sup> Submission No. 10, *Submissions*, pp. 35-6.

<sup>6</sup> *Transcript*, p. 68.

<sup>7</sup> Submission No. 3, *Submissions*, p. 12.

4.14 The Building Owners and Managers Association of Australia, ACT Division (BOMA) noted the decision to delay approval of Commonwealth offices and expressed the view that decisions concerning any increase in employment at Russell must be considered in light of conclusions reached during the NCPA's reviews of Employment Location Policies and the Central National Area.<sup>8</sup>

4.15 The Australian Institute of Valuers and Land Economists also did not support the proposal for Commonwealth offices, but on different grounds. It believes that there could be a conflict between the office proposal and Burley Griffin's concept of encouraging the public to visit and participate in the area. In its opinion, the emphasis should be switched from Commonwealth offices to public attractions.

4.16 The Australian Institute of Valuers and Land Economists also considers that the proposed doubling of Commonwealth office accommodation pre-supposes that Commonwealth departments will be relocated from existing locations in Civic, Belconnen, Woden and Tuggeranong. It believes that 'the possible detrimental effect on these centres should be considered as part of the overall strategy for Russell'.<sup>9</sup>

4.17 This Committee recognises the objectives of the ACT Territory Plan with regard to the dispersal of employment out of the central area of Canberra and supports the NCPA's stated intention to await the outcomes of the review into Employment Location Policies.

4.18 It is obvious that there is insufficient information available to this Committee to make a judgement on the proposed Commonwealth offices. However, the NCPA has agreed that any proposal to commence non-Defence Commonwealth buildings at Russell 'will be subject to an Amendment of the National Capital Plan that will update the currently proposed words in the Land Use Policy Statement'.<sup>10</sup> The Committee welcomes this decision but also believes that the NCPA should ensure that all interested parties are involved in the consultation process.

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8 Exhibit No. 25, p. 2.

9 Submission No. 5, *Submissions*, p. 16.

10 Submission No. 14, *Submissions*, p. 81.

4.19 The Committee notes that the NCPA did not rule out the future occupation of buildings RN1 and RN2 by Commonwealth departments other than Defence because, unlike the existing buildings, the new buildings will be specifically designed for commercial use, without a Defence security compound.<sup>11</sup>

4.20 Defence noted that only the DSD building will remain fenced for security reasons. The rest of the buildings will be unfenced and security would be maintained at the point of entry to each building.<sup>12</sup> As mentioned earlier in this Report, Defence proposes constructing five additional pedestrian tunnels. If Defence is to maintain adequate security it would seem that the link within a compound has merely been transferred from above to below ground via the tunnels. The Committee expects that Defence would be unlikely to give up any of its buildings at Russell to other Commonwealth departments in the future.

### Height

4.21 Given the lack of detail in Draft Amendment No. 12 about the proposed Commonwealth office buildings, it is not surprising that many of the concerns expressed in evidence about the proposed built form related to the proposed height of Buildings RN1 and RN2.

4.22 The buildings proposed in Draft Amendment No. 12 will generally be restricted to four storeys:

Exceptions to the 4 storey restriction are the two buildings at the Apex of the Triangle and the two portal buildings where Kings Avenue meets Blamey Square. Buildings in these locations may be higher so as to reinforce the apex and Blamey Square, subject to the contextual relationship with existing buildings and memorials.<sup>13</sup>

4.23 Defence has proposed a height limit of RL617 (six storeys) for buildings RN1 and RN2. Building RN3 and the car park structure will be RL596 (four storeys) and RL600 (six storeys) respectively.<sup>14</sup>

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11 *Transcript*, pp. 82-3.

12 *Transcript*, p 51.

13 Exhibit No. 30, p. 12.

14 Exhibit No.28, Appendices 15 & 22.

4.24 Both the National Trust and the Heritage Council expressed concern about the intrusion of buildings RN1 and RN2 on the skyline. The Heritage Council was particularly concerned that landscape values, backdrop and setting should not be compromised by built structures when viewed from key avenues.<sup>15</sup>

4.25 The NCPA responded to this concern, saying that:

...the existing buildings F and G protrude above the skyline when viewed from Parkes Way. Clearly, as one views the buildings from closer proximity, in any circumstances the buildings will protrude above the skyline. But we have been very careful to ensure that the apex buildings are within the RL617 height limit, which has been set in relation to views from the parapet level of Parliament House.<sup>16</sup>

4.26 It seems to this Committee that the proposed design of buildings RN1 and RN2 is based on the assumption that the buildings should reach the maximum height allowable for the area. The Committee is not convinced that buildings RN1 and RN2 need to be six storeys in height, particularly as the gradient of the land rises at the proposed apex of the National Triangle.

4.27 From the information provided, this Committee is also uncertain whether the proposed height includes equipment and minor structures on top of the buildings. For example, in a submission to this Committee, Defence noted that the buildings are six storeys high '...with roof plant rooms'.<sup>17</sup> In evidence to the Parliamentary Standing Committee on Public Works, Defence stated that although there are some microwave dishes on top of existing buildings, 'under the communications plan for Russell, most of the communications will be underground and there will be very little, if any, intrusions above buildings or on tops of buildings'.<sup>18</sup>

15 Transcript, pp. 18-19 & pp. 15-16.

16 Transcript, p. 66.

17 Submission No. 19, *Submissions*, p. 139.

18 Parliamentary Standing Committee on Public Works Reference: Development of Defence office accommodation at Russell, Australian Capital Territory, *Hansard 13 December 1994*, p. 360.

## Location

4.28 Defence believes that the proposed alignment and form of its buildings 'very strongly reinforces the National Triangle'.<sup>19</sup>

4.29 The proposed layout of the Russell Offices Redevelopment Project was questioned by Mr Keith Storey, who believes that the effect would be to shift the interest away from Parkes Way. However, he supported the proposed location of buildings RN1 and RN2. In his opinion, they are important in strengthening the building mass at that point and terminating the line of sight along Kings Avenue from the Parliament. Mr Storey, however, had some reservation about their height.<sup>20</sup>

4.30 The National Trust disagreed that buildings RN1 and RN2 were suitably placed, questioning whether the draft Russell Master Plan adequately recognises the major traffic loads that the Russell apex could ultimately be called upon to handle. As an alternative, the National Trust suggested that the initial development could be located behind the sites currently proposed for buildings RN1 and RN2.<sup>21</sup>

4.31 The National Trust recognised that this would necessitate some delay and cost while building redesign occurred. It noted that relocating RN1 and RN2 would also require demolishing buildings H and D earlier than proposed by Defence. In the opinion of the National Trust, this proposal would only delay the Defence project marginally '...whilst providing time to undertake more intensive studies into the symbolic purpose and functional attributes required of the Russell apex...'.<sup>22</sup>

4.32 Defence agreed that it would be necessary to hire space outside of Russell in order to implement the National Trust's proposal. It stated, however, that if the National Trust's proposal was adopted, a whole rethink of the redevelopment project would be required.

19 Parliamentary Standing Committee on Public Works, Reference: Development of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 93.

20 Submission No. 9, *Submissions*, p. 29.

21 Submission No. 15, *Submissions*, pp. 123-4.

22 Submission No. 15, *Submissions*, p. 122.

**4.33** The Committee noted that Defence initially intended to:

...build the buildings in front of the two doughnut buildings but, once the NCPA decided that it wanted to use this opportunity to complete the triangle, we were quite happy to move the buildings back.<sup>23</sup>

**4.34** The Committee also noted the statement made by the NCPA to the Parliamentary Standing Committee on Public Works that:

...we would be prepared to take on a full-scale fight to have these locations [buildings RN1 and RN2] built first.<sup>24</sup>

**4.35** The Committee was concerned that decisions made now on the placement of buildings RN1 and RN2 could have implications for the gateway proposal mentioned earlier in this Report. Although the Committee does not agree with the proposal to extend Kings Avenue to the apex of the National Triangle, should the extension proceed, then the width of the area between building RN1 and RN2 will predetermine the number of possible traffic lanes in Blamey Square.

**4.36** The NCPA stated that the proposed distance between buildings RN1 and RN2 is '...61 metres which is the equivalent of the defined road reservation for Kings Avenue. The northern front of these buildings and the outside kerb of the road at the roundabout is 55 metres'.<sup>25</sup> This distance is, according to the NCPA, '...consistent with the right of way that was established at the time the avenues were laid out by Griffin'.<sup>26</sup>

23 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, p. 364.

24 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard* 13 December 1994, p. 364.

25 Submission No. 21, *Submissions*, p. 167.

26 *Transcript*, p. 84.

**4.37** The NCPA further contends that this is the width of Northbourne Avenue, and allows for two moving lanes in each direction with parking available at the side.<sup>27</sup> The Committee believes that this road is not an appropriate benchmark for determining the width of the proposed Kings Avenue extension because the central median strip of Northbourne Avenue does not fulfil a ceremonial and memorial function, and the level of use is likely to be quite different.

**4.38** Northbourne Avenue does, however, provide a useful example of the limitations placed on future planners by decisions made by their predecessors. The NCPA noted that management of traffic volumes is difficult along Northbourne Avenue. Any expansion to provide additional lane space or put 'turn bays' would require taking some of the median strip.<sup>28</sup>

**4.39** By implication, the problem facing today's planners in meeting increased demand on Northbourne Avenue can be in part attributed to the siting of buildings at an earlier time.

### Microclimate problems

**4.40** As mentioned in chapter 3, concerns were expressed about the possible environmental impact of the proposed roads. Similar concerns were also raised about whether the proposed siting of buildings would cause microclimate difficulties, including wind and sun problems. For example, the ACT Planning Authority noted that: 'The subdivision and building layout, particularly in the southern area, appears to be inconsistent with solar orientation'.<sup>29</sup>

27 *Transcript*, pp. 84-5.

28 *Transcript*, p. 85.

29 Exhibit No. 24, p. 4.

4.41 The Committee is concerned that the proposed location and height of buildings RN1 and RN2 could create a wind tunnel effect in the area. The NCPA does not believe this would be the case.<sup>30</sup> However, it seems to the Committee that the NCPA did not have any basis to substantiate its position at the time of the Inquiry. The NCPA noted that wind tunnel testings are very expensive and that as part of the design process the wind tunnel effect would be investigated.

4.42 In accordance with the Territory Plan, the ACT Government has prepared draft microclimate guidelines which apply to building developments over 16 metres in height and other building development, which have the potential to generate wind turbulence at ground level. The purpose of these guidelines is to provide assessment criteria for any new developments which have the potential to adversely impact upon public outdoor areas in Canberra in terms of wind impact and winter shading.<sup>31</sup>

4.43 The NCPA stated that it had referred to these guidelines in developing the proposals contained in Draft Amendment No. 12 and undertook to take the guidelines into consideration during the design phase. The NCPA noted that it has utilised these guidelines in assessing many developments in designated areas, particularly the proposal for City Hill and the Magistrates Court.<sup>32</sup>

4.44 From the drawings provided by the NCPA and Defence, it appears to the Committee that the proposed design of built form could create a canyon effect around Blamey Square. The ACT Planning Authority's Microclimate Guidelines suggest that street canyons can be avoided at the planning stage by '...prescribing building envelopes that require the stepping back of upper storeys and also provide gaps between buildings to break up continuous facades'. The guidelines also suggest placing trees to reduce wind at pedestrian level.<sup>33</sup>

4.45 The NCPA disagreed that the height of buildings RN1 and RN2 would create 'big blank walls'. In terms of defining the space, the NCPA believes that the buildings should contrast with the hills '...rather than laying back and imitating them'.<sup>34</sup>

30 *Transcript*, p. 86.

31 Exhibit No. 39, p. 1.

32 Submission No. 21, *Submissions*, p. 168.

33 Exhibit No. 39, p. 12.

34 *Transcript*, p. 87.

## Conclusions

4.46 The Committee was not convinced that the proposed design of the buildings would not create a canyon effect and considered various options concerning the height and location of the proposed Defence. As no information was available on the proposed Commonwealth offices, apart from possible locations as shown on the Russell Indicative diagram, the Committee was unable to give consideration to any future Commonwealth buildings.

4.47 For the proposed Defence buildings the options can be summarised as follows:

- buildings RN1 and RN2 be built to a height of RL617 (approximately six storeys) and located as proposed in Draft Amendment No. 12;
- buildings RN1 and RN2 be built to a height of RL617 (approximately six storeys) and located
  - in line with buildings G and F; or
  - one block to the west and east of buildings G and F;
- buildings RN1 and RN2 be located on the sites proposed in the Indicative Layout diagram to Draft Amendment No. 12, but the planned two upper floors not be built, restricting the height to approximately four storeys; or
- buildings RN1 and RN2 be located on the sites proposed in Draft Amendment No. 12, but the upper floors be redesigned and stepped back away from Blamey Square.



**4.48** Defence is keen to commence stage one of the Russell Offices Redevelopment Project and the first option allows construction to begin as soon as the approval process is completed. It seems, however, that this option may create the following problems:

- the construction of buildings RN1 and RN2 in this location will diminish the view of both the apex of the National Triangle and Kings Avenue;
- the proposed height and location of buildings RN1 and RN2 may overwhelm Blamey Square and, from some perspectives, diminish the backdrop of the hills;
- if, at some future date, the gateway proposal proceeds, space for the roadway would be restricted; and
- the proposed height of RL617 at the apex of the National Triangle could create microclimate problems.

**4.49** The second option would allow Defence to have six storey buildings, and would not limit future road development through the area should a new gateway to Canberra be introduced via Russell. However it would delay the commencement of the project and incur additional cost. As indicated earlier in this chapter, the NCPA has said it will strongly resist this option.

**4.50** The third option allows the NCPA and Defence to have buildings RN1 and RN2 where proposed while keeping the importance of hill line over built form. If the buildings were limited to four storeys, Defence would lose considerable accommodation. This will not only necessitate a rethink of its co-location plans but also require the 'lost' space to be either accommodated in existing or planned buildings or the construction of another building.

**4.51** From the evidence available, it seemed to the Committee that the fourth option could have the benefit of preventing the canyon effect and, at the same time, keep the importance of hill line over built form. It would, however, require redesign of the upper floors of the buildings, but would not prevent stage one of the Russell Offices Redevelopment Project from getting underway as soon as the approval process is completed.

**4.52** After considering each of the above options, and bearing in mind the need to alleviate the occupational health and safety problems in the Russell offices as quickly as possible, the Committee came to the conclusion that option 1 offered the most practical solution, provided the height of buildings RN1 and RN2, including all roof structures and communications equipment, is limited to a maximum of RL617. The Committee considers that roof structures and communication equipment have the potential to detract from view of the backdrop of the hills and the vista from the Russell apex to the Parliament House apex along the Kings Avenue line. Therefore the location of roof structures and communications equipment must be restricted.

#### **4.53 Recommendation 9**

**The Committee recommends that buildings RN1 and RN2 be located as proposed in Draft Amendment No. 12, with the following restrictions:**

- **the height of buildings RN1 and RN2, including all roof structures and communications equipment must be limited to a maximum of RL617; and**
- **no roof structure or communications equipment are to be located beyond the eastern edge of building G for RN1 and the western edge of building F for RN2.**

## Parking

4.54 The following proposals for parking facilities are contained in Draft Amendment No. 12:

Surface parking will be progressively reduced by the introduction of parking structures and basement parking. On-street parking will be restricted to short-stay visitor parking.

...On-site parking for office buildings shall be provided at the rate of 1 space per 100 square metres of gross floor area. This parking should be provided in basements wherever possible, or alternatively in a separate car parking structure.

A higher on-site and/or off-site provision may be required by the Authority in specific cases, after taking into account the relationship between on-site parking, off-site parking opportunities and the capacity of public transport in the area.

Additional off-site parking shall not be provided on areas identified in figure 12 [of Draft Amendment No. 12 and the National Capital Plan] as Open Space.<sup>35</sup>

4.55 The NCPA has agreed that, for security reasons, Defence's 'on-site parking provision can be in an off-site structure rather than in basements'.<sup>36</sup>

### Existing facilities

4.56 Figure 4.3 provides the location of existing surface parking facilities at Russell. A survey conducted by Ove Arup and Partners in 1994 indicated that there was a total of 3400 parking spaces within the Russell precinct consisting of:

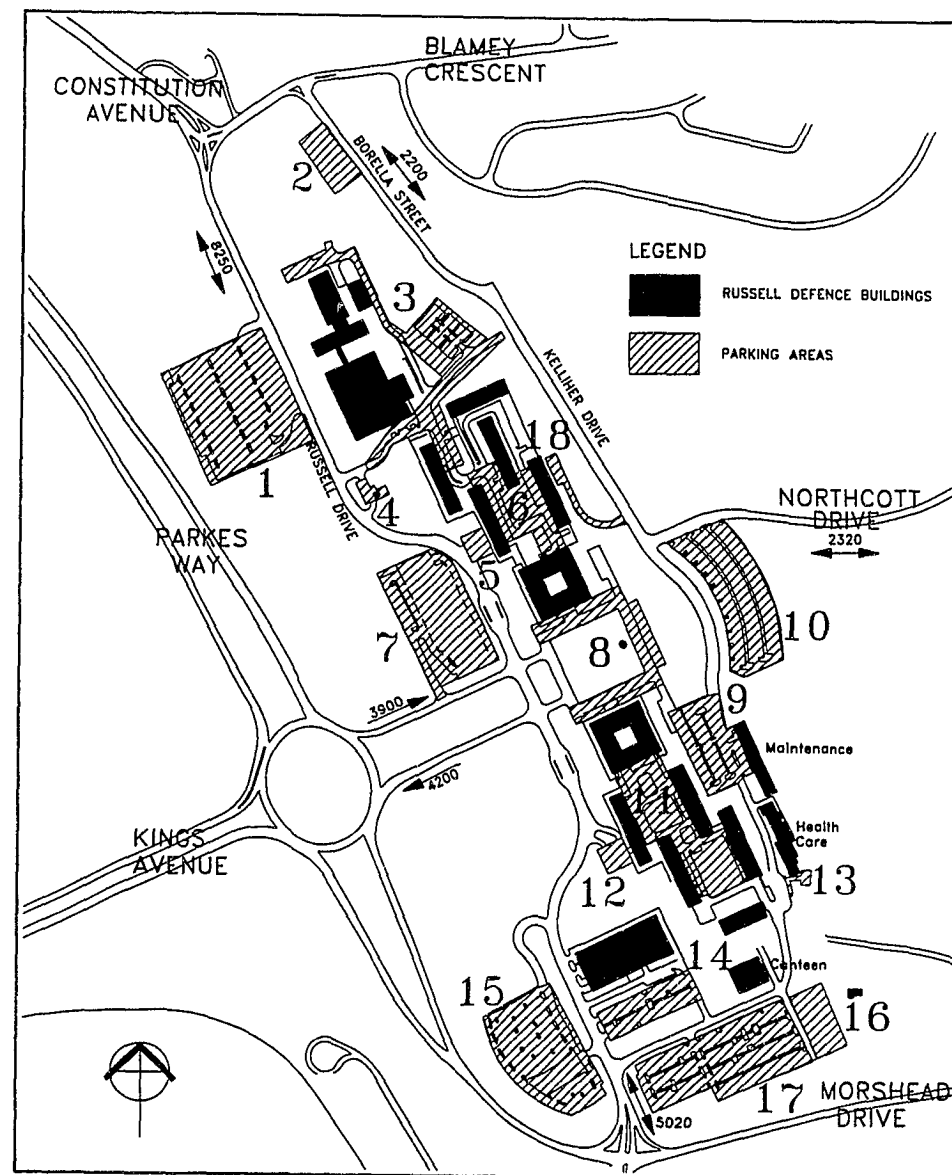
- 2620 unrestricted spaces in car parks;
- 330 unrestricted on-street parking spaces;
- an estimated 300 informal spaces on grassed areas; and
- 150 time limited, disabled and special use spaces.<sup>37</sup>

<sup>35</sup> The standard size of a parking bay utilised by the ACT Traffic Authority is 2.5m by 5.4m for right angle parking and 2.8m by 5.8m for parallel parking. Submission No. 22, *Submissions*, p. 178; Exhibit No. 30, p. 9 & p. 10.

<sup>36</sup> Submission No. 14, *Submissions*, p. 72.

<sup>37</sup> Exhibit No. 31, p. 47.

Figure 4.3 Existing off-street parking facilities



4.57 The survey also found that some car parks, particularly those in areas closest to buildings, are operating at, or very near, to capacity.

### Proposed facilities

4.58 Defence plans to construct a 500 space multideck car park as part of the Russell Offices Redevelopment Project. In its evidence to the Parliamentary Standing Committee on Public Works, the NCPA noted that:

In considering Works Approval applications, the Authority will ensure that the commitment to construct the structured car park is linked to the conditional approval of buildings RN1 and RN2.

The Authority will also be seeking proposals from Defence for the removal of the existing car park in front of Buildings G and I. This car park was approved as a temporary facility following construction of the DSD building. It occupies a highly visible location and should be relocated as part of the Redevelopment programme.<sup>38</sup>

4.59 The Committee supports the need to link structured car parks with the conditional approval of new buildings.

4.60 An additional five parking structures appear in NCPA transport master plan documentation (see figure 4.4).<sup>39</sup> However, there is no indication of when these proposed structures will be built.

4.61 Again, without specific detail, the Committee finds it difficult to give a blanket approval to a draft amendment which does not clearly state what the implications are, beyond providing a broad brush of principles and general intentions. As is mentioned later in this chapter, the NCPA admitted that more structures '...may have detrimental urban design consequences.'<sup>40</sup>

38 National Capital Planning Authority, Submission to the Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Transcript*, 13 December 1994, p. 104.

39 Exhibit No. 33.

40 Submission No. 14, *Submissions*, p. 72.

4.62 One of the parking structures shown in figure 4.4 is shown as 'L-shape building'. The Committee noted that the same building is shown in figure 4.2 as being rectangular in shape. Such inconsistency between the documentation provided by the NCPA and Defence adds to the Committee's difficulty in assessing the implications of Draft Amendment No. 12.

### Parking ratios

4.63 According to Draft Amendment No. 12, the ratio to be applied in the calculation of parking facilities at Russell is set at a rate of 1 space per 100 square metres of Gross Floor Area (GFA).<sup>41</sup>

4.64 Ove Arup and Partners observed during its 1994 survey that the current ratio of demand for spaces at Russell represents 3.6 spaces per 100 square metres of GFA.<sup>42</sup> The survey further found that only 7.8% of Defence workers travelled to work at the Russell Office complex by bus. A general reluctance on the part of workers to use public transport was also evident, because of the lack of services outside of morning and evening peak hours.<sup>43</sup>

4.65 The proposed ratio of 1 space per 100 square metres of GFA was questioned by the ACT Planning Authority. In the ACT, this ratio is applied only to office developments located close to a bus interchange. Based on the likely level of public transport accessibility, the ACT Planning Authority recommend a ratio of 2.5 to 3 spaces per 100 square metres of GFA.<sup>44</sup> The Committee is concerned that even the more generous ratio proposed by the ACT Planning Authority seems to be less than is required to meet existing demand, without a significant increase in the use of public transport.

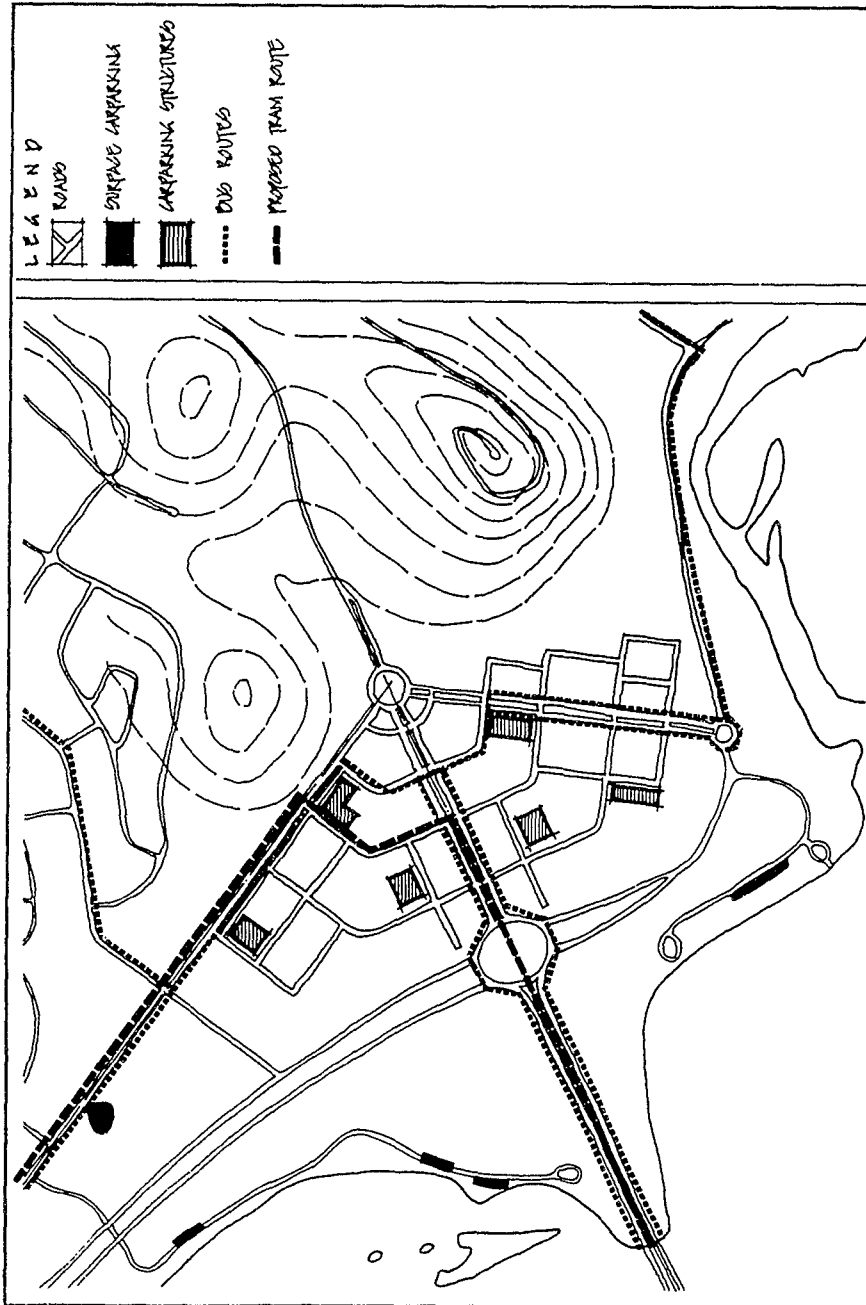
41 Exhibit No. 30, p. 10.

42 Exhibit No. 31, p. 47.

43 Exhibit No. 31, pp. 49–50.

44 Exhibit No. 24, p. 3.

Figure 4.4 Russell transport masterplan



4.66 While a significant increase in the use of public transport may be desirable, there is nothing so far to suggest that a major swing from private to public transport will occur for workers at Russell. Consequently, the adequacy of parking at a redeveloped Russell is an important issue.

4.67 AEM did not support the notion of linking parking provision to the gross floor area of office buildings. It noted that GFA definitions differ not only between the NCPA and the ACT Planning Authority, but also between local authorities elsewhere in Australia. According to AEM, the definition of GFA includes walkways, enclosures, colonnades, lift wells, stairs, internal columns and tea rooms that are not used for office space. A ratio based on net lettable area (NLA) was also rejected by AEM on the grounds that it encompasses '...conference rooms, libraries, training rooms and other unproductive office space'.<sup>45</sup> AEM believes that car parking needs should '...be correlated to the actual number of workers in the building, the city's transport policy and desired levels of service'.<sup>46</sup>

4.68 The NRMA noted that the car will remain the dominant transport mode for Russell workers, but suggested that this dominance could be reduced by the implementation of a travel demand management strategy which might include:

- provisions for the improvement and upgrading of public transport (bus) services and associated facilities;
- the provision of measures and controls which might encourage ride sharing (eg the provision of preferential parking for high occupancy vehicles);
- the restriction and pricing of parking only if adequate and competitive public transport alternatives are available and readily accessible; and
- a parking strategy that is commensurate with and complementary to the proposed public transport strategy.<sup>47</sup>

45 Submission No. 3 , *Submissions*, p. 10.

46 Submission No. 3 , *Submissions*, p. 10.

47 Exhibit No. 29, p. 2.

4.69 This need for positive transportation measures to reduce the parking and traffic demand was also identified by Mr Keith Storey. Mr Storey was not supportive of any moves to increase the existing ratio, suggesting that demand should be progressively reduced through alternative transportation measures to a level of one space to 1.5 persons. His solution would be for Defence to provide '...customer-directed buses to service their own workforce...supplemented by organised car pooling arrangement[s]'.<sup>48</sup>

#### *Basement parking*

4.70 As outlined earlier in this chapter, the provision of basement car parking is also proposed in Draft Amendment No. 12. Basement parking was rejected by AEM on the grounds of cost, the potential for conflict between traffic and pedestrians, and the fact that in Commonwealth offices it is not generally provided for the use of general office workers. AEM noted that, 'even if it were, the charging costs to ensure a commercial return would be too prohibitive'.<sup>49</sup>

4.71 The NCPA responded to these comments, saying that:

In terms of overall traffic demand management the Authority acknowledges that there is a case for reducing the amount of "private" parking in basements in favour of "public" paid parking in structures, because increases in public parking charges will have a greater effect. However, this would result in more structures, which may have detrimental urban design consequences.<sup>50</sup>

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48 Exhibit No. 26, p. 3.

49 Submission No. 3, *Submissions*, p. 10.

50 Submission No. 14, *Submissions*, p. 72.

#### *Parking structures*

4.72 Defence expects that an additional 800 people (with a requirement of 600 car spaces) will be accommodated at Russell by the time the Russell Offices Redevelopment Project is completed around the turn of the century.<sup>51</sup> As mentioned earlier in this Report, Defence will construct one 500 space parking structure as part of its redevelopment project. Defence believes that this one structure, with some supplementation from horizontal car parking [unspecified], will meet the demand of its workforce.<sup>52</sup>

4.73 Draft Amendment No. 12 does not provide any indication of when any additional parking structures will be built. The Committee agrees that the proposed Defence parking structure should meet the demand of the transferred workers, provided that appropriate steps are taken to encourage greater public transport usage.

4.74 The Committee is concerned, however, that no definite provision has been made to cater for the existing demand of 3400 spaces identified in the Ove Arup survey. Contrary to the objective of Draft Amendment No. 12 to reduce surface parking, it seems that, at least in the medium term, considerable surface parking will be retained at Russell.

4.75 Defence has assured the Committee that overflow parking would not be 'visible for traffic and people that are in the general vicinity'.<sup>53</sup> Based on the available evidence, and the location of existing surface car parks, the Committee is not convinced that this would be the case.

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51 *Transcript*, p. 48.

52 *Transcript*, p. 48.

53 *Transcript*, p. 49.

4.76 In evidence to the Parliamentary Standing Committee on Public Works, the NCPA noted that, although the models have a beautiful neat roof structure, the question of screening of cars on the top deck of the parking structure and what requirements there might be for roof mounted telecommunications equipment has still to be resolved.<sup>54</sup> Defence later contradicted this by saying that there are no plant rooms or other protrusions planned for the top of the carpark.<sup>55</sup>

4.77 Unfortunately the lack of information about the number, and height of, possible parking structures and the location of surface car parks in Draft Amendment No. 12 makes it difficult for the Committee to assess the likely impact of parking upon Russell and surrounding suburbs.

4.78 The Committee is supportive of the proposed reduction in surface car parking but is concerned that the provision of up to six parking structures will add considerably to the amount of built form in the area. The Committee believes that consideration should be given to lowering the height of the car parking structures by constructing some levels underground.

4.79 As is discussed in the next section of this Report, the Committee is also not convinced that there will be sufficient parking facilities provided within the Russell precinct to eliminate overflow parking in Russell and beyond.

#### 4.80 Recommendation 10

**The Committee recommends that, in preparing the detailed design and plan of any car parking structures, consideration be given to constructing some of the planned levels of car parking below ground level so that such structures are not built to, or near, maximum height, thereby dominating much of the precinct's environment.**

54 Parliamentary Standing Committee on Public Works, Reference: Redevelopment of Defence office accommodation at Russell, Australian Capital Territory, *Hansard*, 13 December 1994, pp. 262-3.

55 Submission No. 20, *Submissions*, p. 141.

#### 4.81 Recommendation 11

**The Committee recommends that a sufficient number of parking structures be appropriately planned, designed and constructed to meet the demands of the growing workforce at Russell and within the principle of replacing surface car parking facilities for long stay parking. Further, that such structures are not built to such a height above ground that they dominate much of the built form in Russell, in keeping with Recommendation 10.**

#### 4.82 Recommendation 12

**The Committee recommends that appropriate arrangements are made in the short to medium term to ensure that surface parking areas are located to cause the least possible visual impact and degradation of the environment.**

#### Visitor parking

4.83 The existing layout of Blamey Square provides short-stay parking for visitors. As was discussed earlier in this Report, building RN1 will become the major destination of official visitors to Defence. The Committee believes that the symbolism of Blamey Square will be strengthened by the removal of surface car parking from Blamey Square.

#### 4.84 Recommendation 13

**The Committee recommends that surface parking, including short-stay parking, be prohibited in Blamey Square and the area between buildings RN1 and RN2, in keeping with Recommendation 1.**

4.85 There is a need to provide short-stay parking facilities for official Defence visitors and tourists who may wish to stop briefly to view the axis of the National Triangle and Blamey Square. Unfortunately Draft Amendment No. 12 does not seem to make provision for short-stay parking facilities.

#### 4.86 Recommendation 14

**The Committee recommends that details of proposed short-stay surface parking be included in the revised Indicative Layout diagram for public comment.**

#### Nearby suburbs

4.87 The proposed reduction in surface car parks seems to have been generally supported in submissions. Concern was expressed, however, by residents of the nearby suburb of Campbell that the proposed parking ratio, as well as the possibility of pay parking in Russell, would result in the use of residential side-streets for car parking. Heritage groups also expressed concern about the likely impact of overflow parking on sites such as the Duntroon Dairy and St John the Baptist Church.

4.88 The NCPA considers that the issue of overflow parking in suburbs such as Campbell '...should be addressed by management techniques (eg, parking control and enforcement)'.<sup>56</sup> The Committee supports the introduction of effective management techniques to protect the amenity of residential areas. Such a solution would only be effective if adequate numbers of parking spaces are provided within Russell in the first place.

4.89 Based on the evidence, including current demand, the Committee considers that the proposed ratio of 1 space per 100 square metres of gross floor area is not likely to provide adequate parking to meet demand. The provision of only one identified parking structure in the foreseeable future seems contrary to the intention of Draft Amendment No. 12 to reduce surface car parking, as it is clear that surface parking will continue into the foreseeable future. The Committee also remains unconvinced that sufficient car parking facilities will be provided to meet the needs of Defence workers once the Russell Offices Redevelopment Project is completed. Furthermore, the Committee is not convinced that the proposed six structures will be sufficient to meet the demands of the projected increase to 9000 workers at Russell as envisaged under Draft Amendment No. 12.

#### 4.90 Recommendation 15

**The Committee recommends that the National Capital Planning Authority and the ACT Government develop a transport management strategy in conjunction with Draft Amendment No. 12, with a view to reducing private traffic and demand for parking in Russell.**

#### Interim parking arrangements

4.91 During the construction of buildings RN1 and RN2, Defence plans to construct a temporary car park between Russell Drive and Parkes Way to replace existing car spaces in that area and provide spaces for construction workers. In its submission to the Parliamentary Standing Committee on Public Works, Defence states that the temporary car park will not impact on existing trees but unfortunately does not specify the size of the temporary car park. A further temporary car park will be constructed on the site of buildings B, C, D and E once these are demolished, but again no specific details have been provided.<sup>57</sup> It is unclear what provisions have been made for pedestrian access between these temporary car parks and Defence buildings.

<sup>56</sup> Submission No. 14, *Submissions*, p. 84.

<sup>57</sup> Exhibit No. 28, p. 15.

4.92 The Committee noted these arrangements and urges Defence to ensure that adequate temporary facilities are provided during the construction stages so as to prevent overflow parking into Campbell. Attention also should be paid to ensuring that these car parks are not hazardous during spells of particularly wet or dry weather, nor unnecessarily degrade the environment.

## Permissible land uses

4.93 One of the functions of Draft Amendment No. 12 is to insert a new Land Use Policy statement into the National Capital Plan. This revised Land Use Policy statement lists other permissible land uses as:

### Car Park

and on the ground floor of National Capital Uses and structured carparks the following ancillary uses are permitted, subject to individual premises not exceeding 250 m<sup>2</sup> GFA:-

- retail
- cafe, bar, restaurant
- child care centre
- bank
- co-operative society
- personal services establishment
- consulting rooms
- club/indoor recreation facility
- cultural facility
- social/community facility
- church use
- health centre
- place of assembly

Existing Defence Installation uses may continue and minor additions or extensions to existing development may be permitted within the overall context of the Detailed Conditions of Planning, Design and Development included in Appendix T.3 – Russell Master Plan.<sup>58</sup>

## Retail and commercial facilities

4.94 The provision of some small scale services to support the office population in Russell was generally supported by Defence, AEM, the ACT Government and BOMA. However, it can be seen in the following comments that the extensive permissible ancillary uses indicated in Draft Amendment No. 12 gave rise to some concern.

4.95 Defence supports the inclusion of retail activities at Russell '...provided those activities are sized to support the daily requirements of staff working at Russell'. It does not consider that a major retail facility is appropriate.<sup>59</sup>

4.96 AEM believes that the permitted land use should not 'provide a de facto general business district in competition with Civic'. According to AEM:

It is highly doubtful that such uses as child care, clubs, indoor recreation facilities, cultural facilities, churches, health care and places of assembly could be sensibly integrated within structured car parks, or indeed within office buildings (child care being the exception).<sup>60</sup>

4.97 The ACT Government noted that Braddon shops are only 130 square metres and 80 square metres in size. In its opinion the limitation of 250 square metres per premises for Russell is not an absolute guarantee that such uses will only serve the needs of the local work force. A retail area of this size in Russell would have significant impact on the Campbell local centre and probably Kingston and Civic.

4.98 The ACT Government believes that:

It would appear appropriate to develop an objective for ancillary uses which is consistent with the metropolitan retail hierarchy and would ensure protection of local centres.<sup>61</sup>

58 Exhibit No. 30, p. 6.

59 Exhibit No. 22, p. 2.

60 Submission No. 3, *Submissions*, p. 9.

61 Submission No. 10, *Submissions*, p. 34.



**4.99** BOMA appreciated the need for a service/rental component at Russell but only one of sufficient size to secure the day to day needs of the office population. BOMA questioned the wisdom of providing a significant retail component because '...on a population basis Canberra already has an effective oversupply of retail space'.<sup>62</sup>

**4.100** The NCPA acknowledged that there may be a small impact on the trading volumes of Campbell shops as a result of its proposals. It noted, however, that the range of facilities are there to '...primarily serve the residents and not an adjacent employment area of some 4500 persons'. Studies undertaken by the NCPA indicated that '...if Russell workers got into their car at lunchtime to go shopping then they preferred to go to Civic, Manuka or Kingston'.<sup>63</sup>

**4.101** The Committee believes there is a need for the provision of some small scale retail and service outlets but that such outlets should meet the base needs of the workforce and not seek to replace other commercial centres.

## Housing

**4.102** Mixed views were received on the omission of housing from the permissible ancillary uses at Russell. For example, the inclusion of residential areas was supported by the Royal Australian Institute of Architects, whereas nearby residents were strongly opposed to the concept.<sup>64</sup>

**4.103** The NCPA did not consider residential use to be important at Russell in the short to medium term. It said, however, that:

In the long term when opportunities to develop the area most immediately adjacent to Duntroon are available then consideration of integrating residential uses might occur. This would require a further amendment to the NCP [National Capital Plan]...<sup>65</sup>

<sup>62</sup> Exhibit No. 25, p. 2.

<sup>63</sup> Submission No. 14, *Submissions*, p. 84.

<sup>64</sup> Submission No. 1, *Submissions*, p. 1; Submission No. 6, *Submissions*, p. 19; Exhibit No. 17, p. 1; Exhibit No. 24, p. 4.

<sup>65</sup> Submission No. 14, *Submissions*, p. 82.

## Open space

**4.104** The Russell Master Plan proposes the creation of an integrated system of parks:

Kings Park, Grevillea Park, Mount Pleasant and Russell Hill will be integrated into a coherent parkland making a major contribution to the identity of Russell. Open spaces within built form will make connections to the surrounding landscape by a series of small parks, and enable pedestrian and cycle connections to be strengthened from the Inner Hills to Lake Burley Griffin.

...The streetscapes and street planting will contribute to the legibility of the urban structure. Enhancement of the natural setting with the use of native trees will define the edges of the development. In the parks exotic trees will be used predominately along the local road network.

...Planting for individual building developments is to reflect the civic quality and scale of the precinct. Ground cover or shrub planting between the building and the street will not be permitted.<sup>66</sup>

## Design

**4.105** The Australian Institute of Landscape Architects made the following comments in relation to the principles outlined in Draft Amendment No. 12:

[The Australian Institute of Landscape Architects] support the Open Space principles, however note with concern that in Diagram 1 [the Russell Indicative Layout diagram] its connectivity is interrupted by the extensive road system.

Principles and Development Conditions should also address the implications of ecologically sustainable development for Russell.

...Open Space Development Conditions lack description of landscape character and do not address environmental and design criteria.<sup>67</sup>

<sup>66</sup> Exhibit No. 30, p. 8, p. 9 & p. 13.

<sup>67</sup> Exhibit No. 15, pp. 1-2.

**4.106** The Royal Australian Institute of Architects also expressed concern, noting that: 'The potential of developing a physical relationship between the proposed new developments and the Lake seems to have been ignored'. Members questioned whether '...what appeared to be a tightly structured beaux arts plan'<sup>68</sup> had rigorously taken into account issues of energy and environmental design'.<sup>69</sup>

**4.107** The Explanatory Report notes that:

The provisions of the *Commonwealth Environmental Protection (Impact of Proposals) Act 1974* would be applied to detailed development proposals resulting from this amendment. Under the Memorandum of Understanding between the NCPA and the Commonwealth Environmental Protection Agency (CEPA), the NCPA has the responsibility for the initial assessment of the significance of environmental impacts. Defence operates under similar arrangements with CEPA.<sup>70</sup>

**4.108** In response to concerns expressed by the AILA and RAIA, the NCPA stated that 'a Notice of Intention under the Commonwealth environmental legislation had been forwarded to the Environmental Protection Agency (EPA) on 11 November 1994, but that, to date, the EPA had not responded'.<sup>71</sup>

**4.109** The NCPA noted that no detailed conditions of design and development have been prepared for the public open space as this will be subject to design and development 'by the relevant government agencies. However, detailed conditions of site development that have been included in Draft Amendment No. 12 should provide a measure for the site design of leased land'.<sup>72</sup>

**4.110** The NCPA also considers that the 'goals and objectives on which the master plan is based embraces the issues of equity, access and long term resource management and the concept of economically sustainable development'.<sup>73</sup>

68 Beaux arts was a school of architecture dominant in the second half of the 19th century and was the subject of renewed interest in the late 1970s. The identifying features of beaux arts design are symmetry, classical order of architectural form and organisation of form around one or more axes.

69 Exhibit No. 16, p. 1 & p. 2.

70 Exhibit No. 32, p. 17.

71 Submission No. 21, *Submissions*, p. 142 & p. 168.

72 Submission No. 14, *Submissions*, p. 86.

73 Submission No. 14, *Submissions*, p. 87.

## Landscape elements

**4.111** Concern was expressed about the potential threat to the existing plantings in the context area and the proposed plantings for the arterial roads.

### Existing landscape elements

**4.112** The *Draft Russell Master Plan Background Report* (1994) (the Background Report) included a map which showed the significance of landscape elements (see figure 4.5). The Heritage Council was disappointed at the lack of information about landscape features in the Background Report and noted that, although Freeman Collett and Partners listed landscape element numbers according to its value classification, many of the elements were not identified by name. The Heritage Council believe that: 'Further clarification of the content of the explanatory text at Section 4.3 Landscape Features with Heritage Value, and the accompanying Figure 4.3 is required as there appears to be a considerable number of inconsistencies between the two. Further the tones at Figure 4.3 are very difficult to interpret at that scale of reproduction. Some tones appear not to have been reproduced at all'.<sup>74</sup>

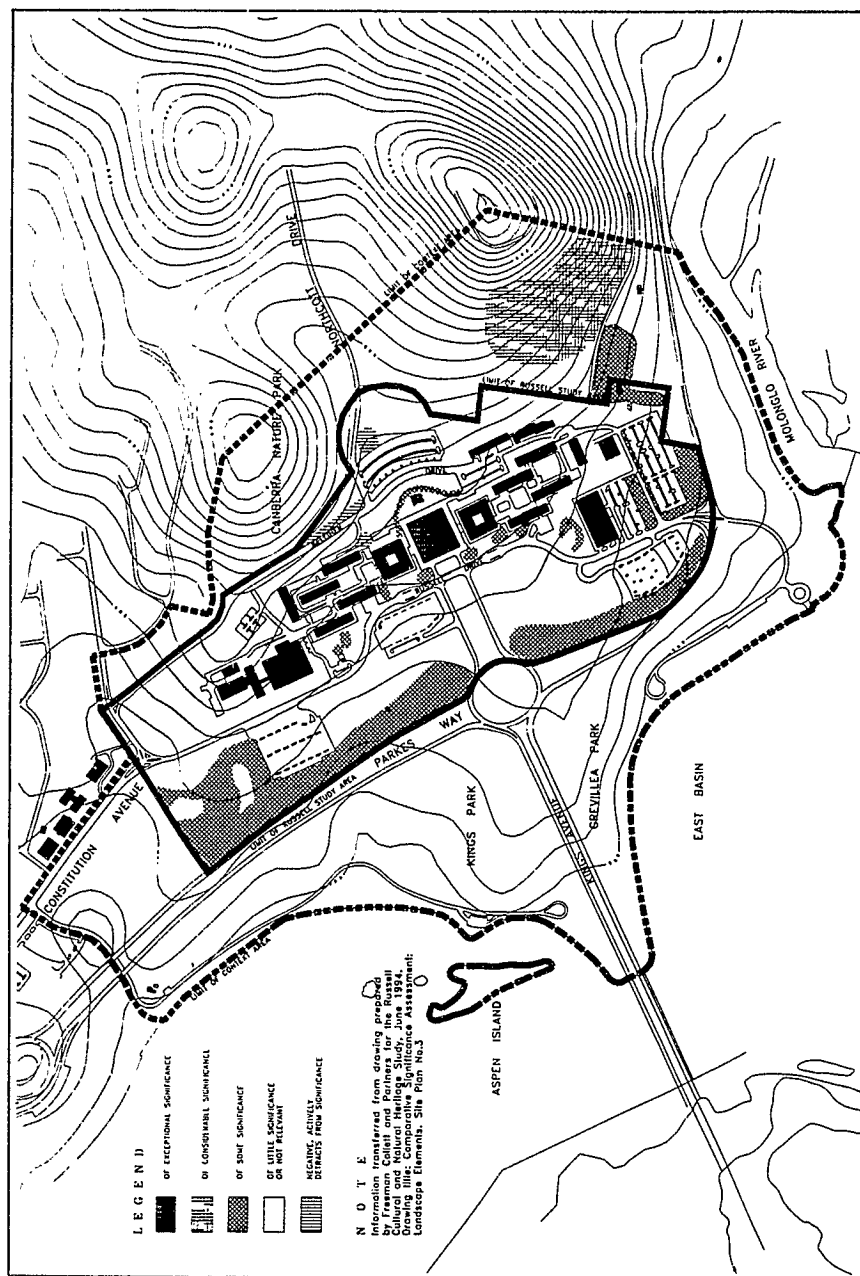
**4.113** The Heritage Council also questioned the NCPA's proposal to remove certain plane trees from around Blamey Square and a stand of eucalypts near the cafeteria.<sup>75</sup>

**4.114** In response, the NCPA alluded to the diversity of opinion amongst heritage groups and noted that the Australian Heritage Commission believed that the plane trees should be removed so that buildings G and F are seen better in their original form. As far as the eucalypts were concerned, the NCPA said that their removal would be subject to further analysis.<sup>76</sup>

74 Exhibit No. 23, p. 2.

75 *Transcript*, pp. 6-7; Exhibit No. 23, p. 2.

76 *Transcript*, pp. 78-79.



**4.116** In response, the NCPA said that only the key principles which will set the urban and landscape character for the precinct have been elucidated.

Eucalyptus mannifera...have been planted along the extension of Constitution Avenue in recognition of the proximity of the bushland and to further define the Russell precinct along the municipal axis. Constitution Avenue does not, and will not, have a continuously strong visual character, as the road varies in its vertical alignment and in its cross section. It is considered more valuable to exploit the differences in character in the avenue to reflect the changing role the "municipal axis" has in the Capital.

Kings Avenue has a strong street character set by English elms and the curve in the vertical alignment in the road. It is therefore considered paramount to extend this character to the apex.<sup>80</sup>

**4.117** The NCPA proposes using exotic planting in the streets because of their view that these species tolerate the microclimate conditions far better than native plants. Further, deciduous trees can be utilised to establish greater definition and legibility in the street pattern. Native material will be used in park spaces.<sup>81</sup> Figure 4.6 indicates the location of the proposed plantings.

77 Exhibit No. 15, p. 2.

78            Exhibit No. 24, p. 4.

79            Exhibit No. 24, p. 4.

80 Submission No. 21, *Submissions*, p. 169.

81 Submission No. 21, *Submissions*, p. 169.

4.118 AEM questioned the restriction laid down in Draft Amendment No. 12 on ground cover and shrub plantings between the buildings and the street. The ACT Government also agreed with this view, saying that such a policy appears very restrictive.<sup>82</sup>

4.119 In response the NCPA noted that this restriction does not apply to buildings which front main avenues, which will be set well back from the street with vehicle drop off areas. The restriction applies only to buildings on internal streets which:

...are to produce a continuous street edge with a zero lot line, ie it is proposed that buildings on these streets will be built up to the property line. Further it is proposed that buildings create a continuous, sheltered pedestrian space by incorporating colonnades. This requirement is important in establishing a 'civic' and urban quality for the precinct rather than one of a dedicated office park.<sup>83</sup>

4.120 The NCPA also believes that the restriction on ground cover and shrub plantings will encourage development which has an appropriate and minimal change in level between the street and the ground floor. Further, unless well maintained, areas of ground cover and shrub planting can become filled with litter and a habitat for vermin. Given the proximity to the natural areas of Russell Hill, the NCPA believes that this is not acceptable.<sup>84</sup>

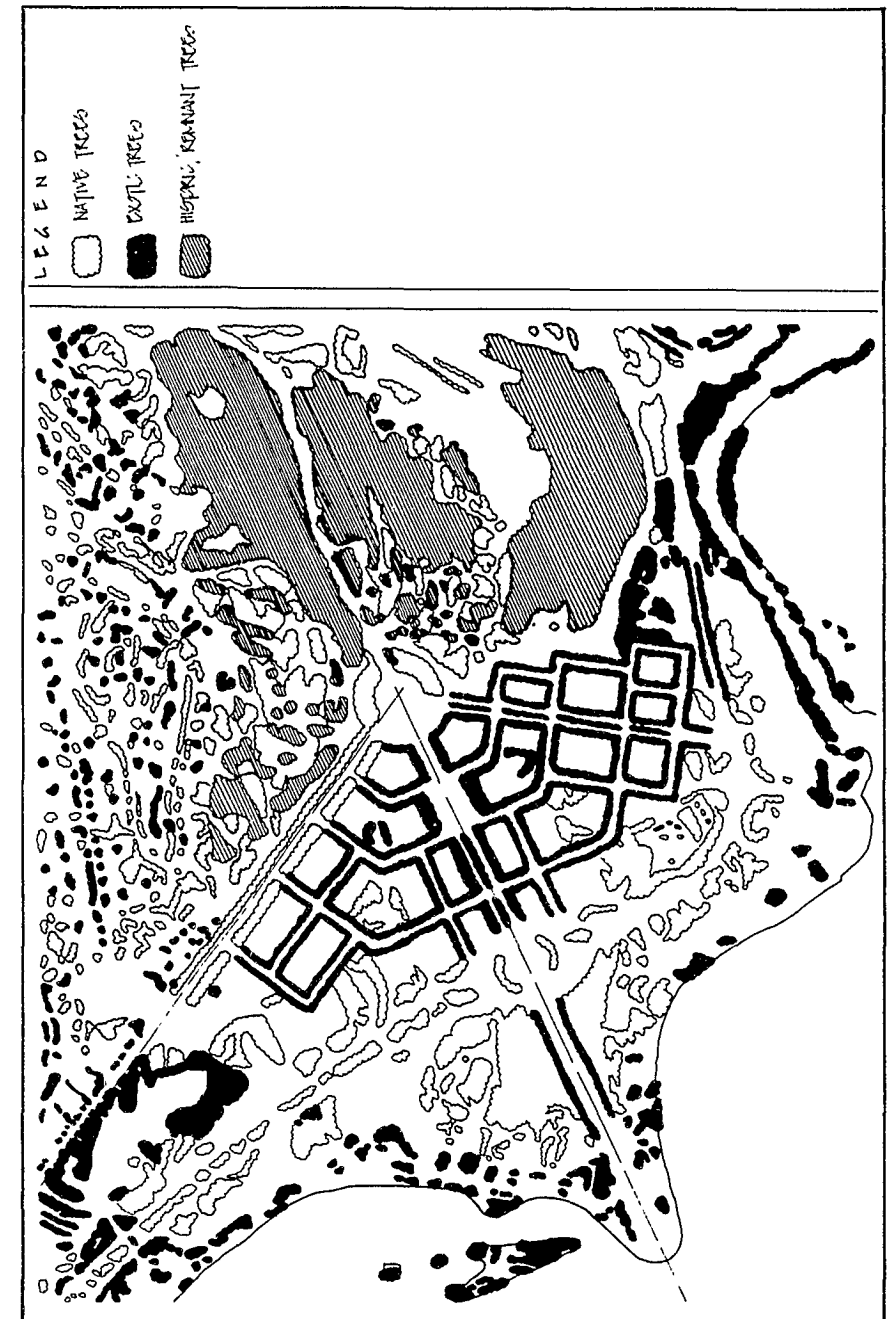
4.121 The Committee believes that the issues raised in the consultation process regarding existing and future landscaping in the Russell precinct and surrounds must be taken into account at the detailed designing and planning stage.

82 Submission No. 3, *Submissions*, p. 11; Exhibit No. 34, p. 2.

83 Submission No. 21, *Submissions*, p. 168.

84 Submission No. 21, *Submissions*, pp 168–69.

Figure 4.6 Russell vegetation masterplan



## Two planning authorities

**4.122** The encroachment of some of the proposed buildings into the Canberra Nature Park is indicative of a wider problem that occurs when two planning authorities are responsible for land in a limited area – that is, the potential for conflict between official plans and the objectives of the different authorities.

**4.123** Draft Amendment No. 12 has the potential to cause conflict between the Commonwealth and ACT Governments over planning initiatives. As previously mentioned, a potential conflict has arisen over employment policies and access to the Canberra Nature Park. Another potential area of conflict is responsibility for the provision of, and funding for, infrastructure to support Draft Amendment No. 12.

## Infrastructure

**4.124** The term infrastructure is defined in the National Capital Plan as including water treatment, water supply and reticulation, sewage treatment and dispersal, stormwater control, solid waste disposal, and electricity, gas and communications installations, facilities and services.<sup>85</sup>

**4.125** In relation to the provision of infrastructure services, the then ACT Minister for the Environment, Land and Planning (Mr Bill Wood MLA), expressed concern that, as a result of the proposals outlined in Draft Amendment No. 12, there could be a substantial cost and impact on ACT urban services provision. The Minister pointed out that:

The location of additional employment opportunities in the Central National Area may require extension and upgrading of sewerage and stormwater; upgrading of the surrounding road network, and increase in parking and public transport. The proposed increase in retailing, commercial and community services may affect the hierarchy of centres and the capacity of landfill may be affected by the demolition of buildings.<sup>86</sup>

**4.126** The specific concerns of the ACT Government about the impact of the proposals in Draft Amendment No. 12 on sewerage and stormwater, waste management and funding are examined in the following sections of this Report.

## Sewerage and stormwater

**4.127** In its submission to the Parliamentary Standing Committee on Public Works, Defence noted that the existing water reticulation and sewerage systems are inadequate to meet the needs of the Russell Offices Redevelopment Project.<sup>87</sup>

**4.128** Defence suggested that, on the basis of available information, the existing stormwater system appears to be capable of accommodating the enhanced flows following the redevelopment.<sup>88</sup> The ACT Government replied that trunk stormwater is adequate to cope with a 1 in 20 years storm. However:

The method of passing 1 in 100 year flows across Parkes Way, Morshead Drive and lake foreshores needs to be addressed. Existing swales and floodways may need additional capacity and erosion protection. Attention should be given to stormwater quality.<sup>89</sup>

## Waste management

**4.129** According to the ACT Government, the demolition of eight buildings (40 000 square metres) could have a large impact on ACT landfill capacity. It cited the example of the demolition of Melba Flats, which took six months off the life of the Belconnen landfill.<sup>90</sup>

<sup>87</sup> Exhibit No. 28, p. 20.

<sup>88</sup> Exhibit No. 28, p. 20.

<sup>89</sup> Submission No. 10, *Submissions*, p. 33.

<sup>90</sup> Submission No. 10, *Submissions*, p. 34.

<sup>85</sup> NCPA, *National Capital Plan*, December 1990, p. 69.

<sup>86</sup> Submission No. 10, *Submissions*, p. 33.

4.130 In its submission to the Parliamentary Standing Committee on Public Works, Defence states that:

Waste management options will be fully considered during the detailed design phase to ensure that Defence security is not compromised and the waste disposal is efficient and cost-effective.<sup>91</sup>

4.131 The Committee notes, however, that Defence did not provide specific details of how it plans to dispose of construction waste. There is also no indication of what measures will be taken to safely remove and dispose of asbestos. It is therefore not possible for this Committee to assess the impact of waste on ACT landfill capacity.

#### *Who pays?*

4.132 Where proposed roadworks occur on National Land, the responsibility for construction costs lies with the Commonwealth. The ACT Government is concerned that preplanning and disaggregation of costs between the Commonwealth and the ACT for other infrastructure and services such as water, sewerage and electricity, have not been explored in a significant amount of detail.<sup>92</sup> Considerable funding will be required to provide additional public transport, improvements to local roads, sewerage and stormwater facilities, if the proposed increase in employment levels occurs.

4.133 In its submission, the ACT Government suggested that the costs of additional infrastructure could be negotiated directly between the Commonwealth and the ACT. Alternatively, the Commonwealth Grants Commission could be approached to undertake a special exercise to consider the national capital influences on local infrastructure.<sup>93</sup>

91 Exhibit No. 28, p. 16.

92 *Transcript*, p. 30.

93 Submission No. 10, *Submissions*, p. 32.

4.134 The NCPA responded by saying that:

It should be noted that the area identified for future development at Russell is proposed to become national land. In this circumstance, the Commonwealth will be the developer and will meet all infrastructure costs associated with particular construction projects.<sup>94</sup>

4.135 The NCPA added that it had agreed to an ACT Government proposal that the question of infrastructure costs and benefits arising from the development proposals be addressed by a working group comprising the NCPA and interested ACT agencies.<sup>95</sup>

4.136 This Committee supports this course, but suggests that the question of 'who pays' should be resolved before work on any of the proposals in Draft Amendment No. 12 is commenced.

4.137 The Committee notes that the existence of two plans and two authorities means that there is a potential for conflict and that satisfactory consultation processes are essential if each authority is to operate efficiently and effectively. As the Committee examines various draft amendments, the need for effective mechanisms for consultations to occur and to be able to influence proposals has become increasingly apparent.

4.138 The Committee suggests that a joint planning committee comprising senior representatives of the Commonwealth and ACT Governments be established to provide a consultative mechanism for major projects.

#### **Canberra Nature Park**

4.139 Concern was also expressed about the proposed siting of offices on part of the Canberra Nature Reserve on the eastern side of Russell. The ACT Government believes that the proposed sitings encroach on Canberra Nature Park, which is designated Territory land. The ACT Government believes that National Capital land uses could restrict Territory use of this land and in particular restrict access along the western edge of the nature reserve.<sup>96</sup>

94 *Transcript*, p. 69.

95 *Transcript*, p. 69.

96 Exhibit No. 34, p. 3.

## Land swaps

**4.140** The term 'land swap' refers to the process of National/Territory Land Exchange.<sup>97</sup>

**4.141** The NCPA proposes that Kings Avenue, Blamey Square and the area at the apex of the Triangle be National Land. All other roads are proposed to be Territory Land. It is also proposed that the area of Territory Land at the intersection of Kings Avenue and Parkes Way become National Land. There is a small area of National Land to the north of the realigned Constitution Avenue which is proposed to become Territory Land.<sup>98</sup> Figures 4.7 and 4.8 define the areas covered by the proposed National/Territory land exchange.

**4.142** Discussions involving the NCPA, AEM and the ACT Government on a land exchange commenced in 1993. Draft Principles were prepared but, according to the NCPA, have not been formally adopted. No exchanges have taken place at the time of writing. The ACT Government noted that a committee has been established to look at managing land swaps between the Commonwealth and ACT Governments.<sup>99</sup> The NCPA noted, however, that this committee has not yet considered the detailed proposals because '...it is considered that approval of Draft Amendment No. 12 should occur first so that valuations can be undertaken on the basis of an agreed future land use'.<sup>100</sup>

**4.143** The NCPA also noted that the implementation of the proposed built form in Draft Amendment No. 12 cannot be achieved until the land tenure arrangements have been amended.<sup>101</sup>

<sup>97</sup> Under the provisions of sections 31 and 32 of the *ACT (Planning and Land Management) Act 1988*, when Territory Land becomes National Land, the Commonwealth is required to pay the Territory reasonable compensation.

The concept of a land exchange process is that land is exchanged between the Commonwealth and the ACT Governments at agreed values, but without immediate cash settlement. A ledger of debits and credits is maintained on the basis that the cumulative debit of either party shall not exceed an agreed sum. *Source* Submission No. 21, *Submissions*, p. 167.

<sup>98</sup> Submission No. 21, *Submissions*, pp. 167–8.

<sup>99</sup> *Transcript*, p. 31.

<sup>100</sup> Submission No. 21, *Submissions*, p. 168.

<sup>101</sup> Submission No. 21, *Submissions*, p. 163.

## Heritage

### Assessment

**4.144** Freeman Collett and Partners was commissioned by the NCPA to undertake a cultural and natural heritage study of the context area.<sup>102</sup> The assessment by Freeman Collett and Partners of the heritage value of the memorials, buildings, landscape areas and archaeological remains was considered by the NCPA when preparing the Background and Explanatory Reports which accompanied Draft Amendment No. 12. Several heritage organisations disagreed with the heritage assessments contained in the Background and Explanatory Reports which accompanied Draft Amendment No. 12.

**4.145** The Heritage Council of the Australian Capital Territory (the Heritage Council) was concerned that heritage groups were not given the opportunity to review the draft report of the cultural and natural heritage study before development of Draft Amendment No. 12. The Heritage Council also noted that, to its knowledge, the proposed Volume 3 of the conservation study, a heritage strategy report, had not been undertaken.<sup>103</sup>

**4.146** The NCPA disagreed that heritage groups were not involved in the cultural and natural heritage study, saying that:

Freeman Collett liaised with both the Australian Heritage Commission and the ACT Heritage Council, particularly in relation to items on the register of both organisations.<sup>104</sup>

<sup>102</sup> The report by Freeman Collett and Partners was contained in the *Russell Master Plan Cultural & Natural Heritage Study*, Volume 1 Conservation Analysis, Parts 1, 2 & 3, June 1994, and Volume 2, Development of Conservation Policy, July 1994.

<sup>103</sup> *Transcript*, pp. 3–4.

<sup>104</sup> *Transcript*, p. 64.

Figure 4.7 Proposed National/Territory Land exchange

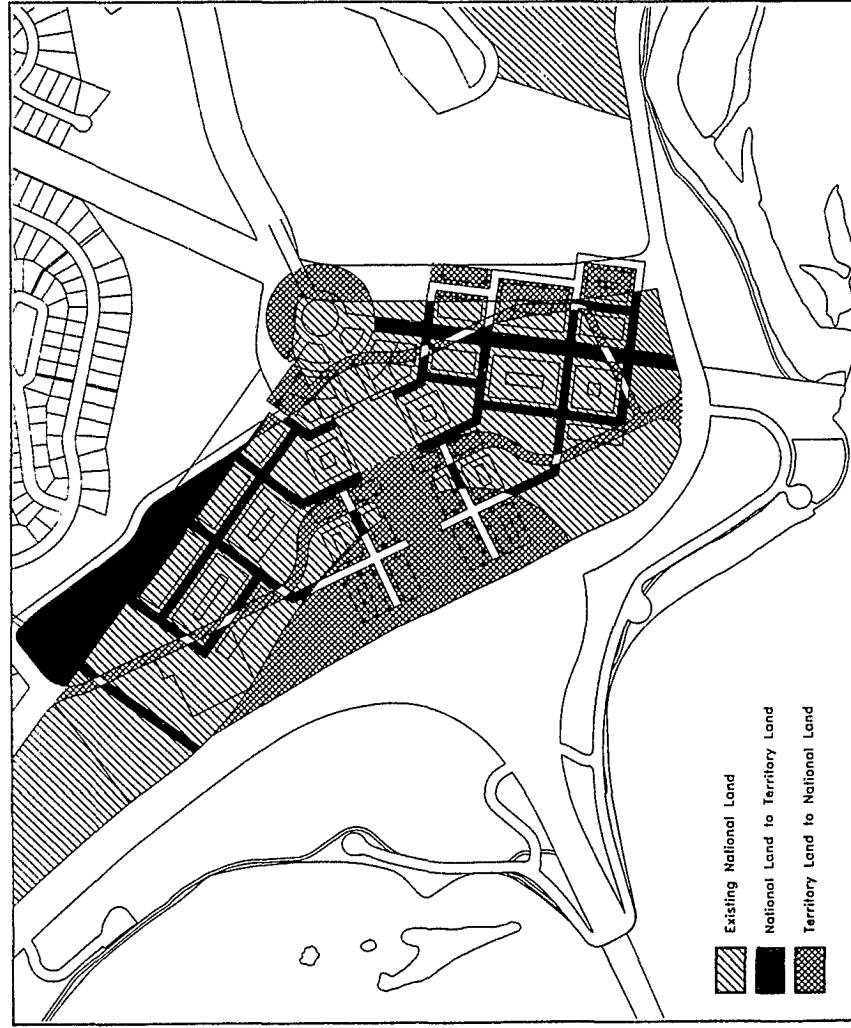
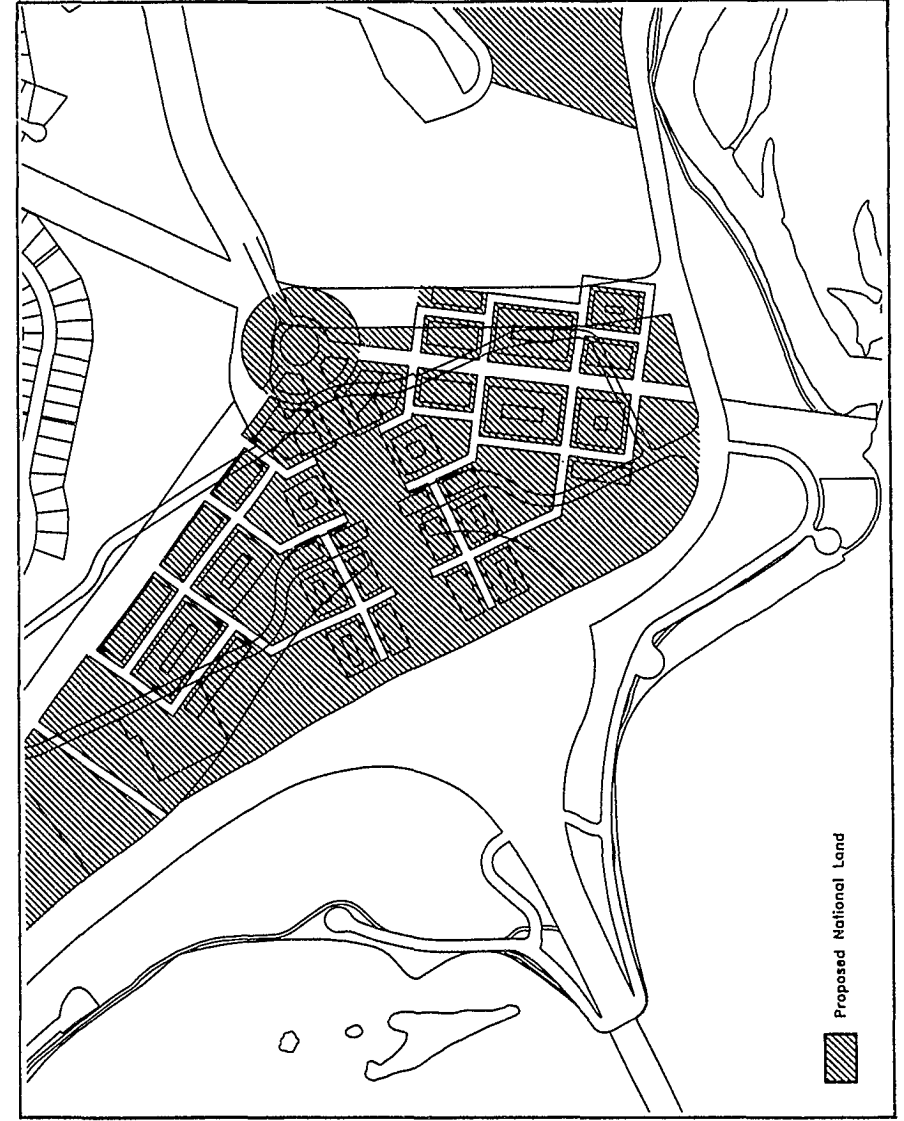


Figure 4.8 Proposed National Land





4.147 An explanation of the different roles of the Australian Heritage Commission and the Heritage Council of the ACT is explained below.<sup>105</sup>

4.148 The Heritage Council expressed concern that 'There appears to be a lack of clear analysis and justification for the heritage assessments made'.<sup>106</sup> Of particular concern was the perceived failure of the NCPA to consider the likely impact of traffic and overflow car parking on important heritage buildings such as the Duntroon Dairy, Blundell's Cottage and St John the Baptist Anglican Church.<sup>107</sup>

4.149 In response, the NCPA prepared a map which it believes demonstrates that the road proposals '...will have no direct impact on Duntroon Dairy or Blundell's Cottage', (see figure 4.9). With regard to St Johns Church in Reid, the NCPA maintains that '...there is no proposal to change the existing road reservation boundary on the northern side of Constitution Avenue'.<sup>108</sup>

4.150 The Committee agrees that the Duntroon Dairy, Blundell's Cottage and St John's Church lie outside the context area of Draft Amendment No. 12. As mentioned earlier in this Report, however, the Committee believes that it is possible that the Duntroon Dairy may be affected by overflow car parking if the proposed facilities prove to be inadequate. Apart from this, the Committee is unable to agree with the claims by heritage groups that the road proposals contained in Draft Amendment No. 12 would have any impact upon identified heritage sites.

105 The Australian Heritage Commission is a Federal Government body established under the *Australian Heritage Commission Act (1975)*. Its principal function is to compile and maintain a list of heritage places called the Register of the National Estate. This register is the national list of all those parts of Australia's natural, historic and Aboriginal heritage which should be conserved.

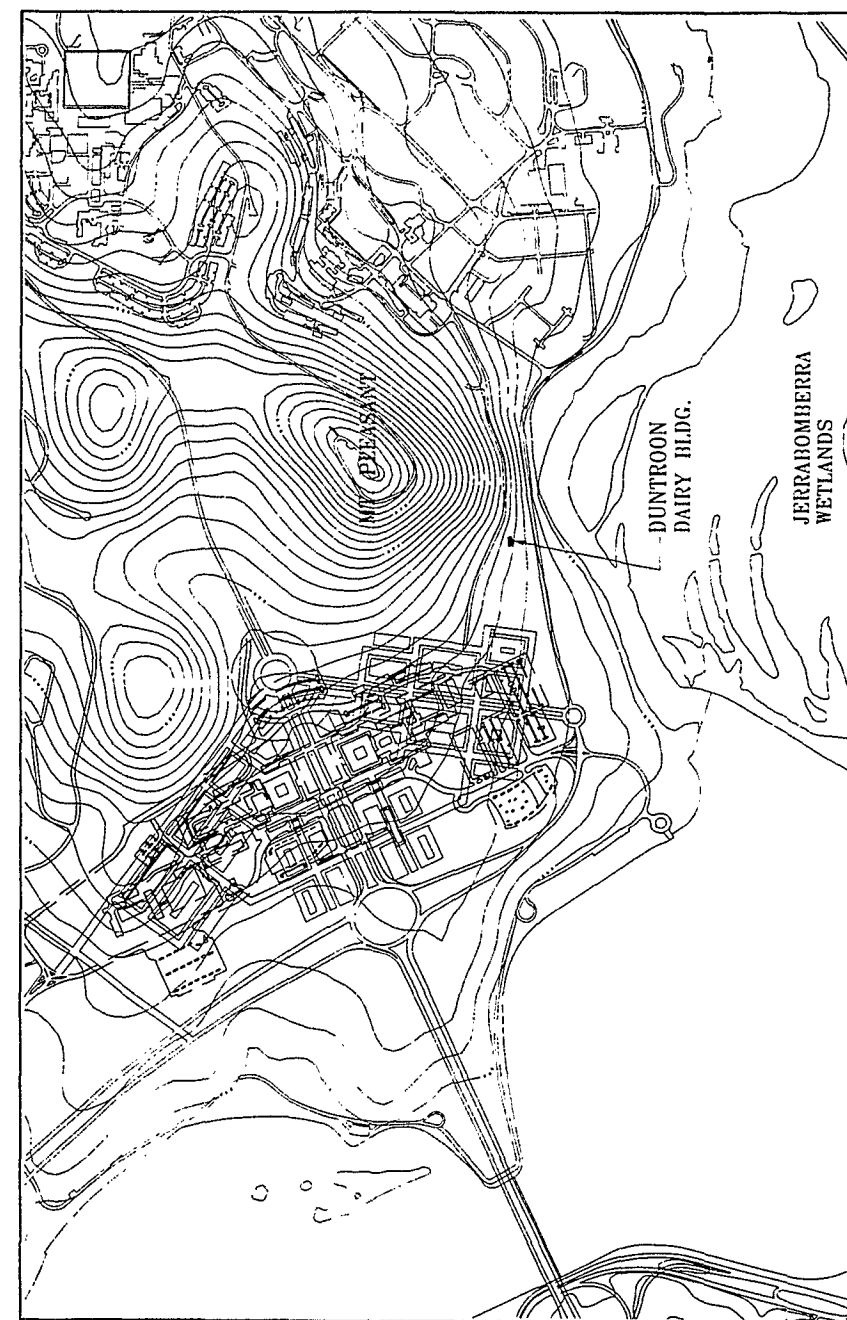
The Australian Heritage Council of the ACT was established under the provisions of the *Land (Planning and Environment) Act 1991 (ACT)*. The Council provides advice to the Minister for the Environment, Land and Planning and to Territory authorities on issues relating to the assessment and conservation of heritage places and objects in the Territory. The Council also prepares the interim Heritage Places Register and the Heritage Objects Register and subsequent variations to these Registers.

106 Submission No. 7, *Submissions*, p. 20.

107 Submission No. 6, *Submissions*, p. 18; Submission No. 7, *Submissions*, p. 21; Submission No. 10, *Submissions*, p. 37.

108 Submission No. 14, *Submissions*, p. 80.

Figure 4.9 Location of the Duntroon Dairy



4.151 This may not be the case if the gateway proposal proceeds. The Committee believes, therefore, that the likely impact of increased traffic flows on heritage sites should be examined again in the context of any future draft amendment to the National Capital Plan should a gateway or similar major road be linked to the Russell precinct.

#### 4.152 Recommendation 16

**The Committee recommends that the impact of traffic and parking on heritage sites be considered if a major new road is planned for, or near, the Russell precinct.**

#### Higher order significance

4.153 The Background Report states that '...the National Capital Planning Authority considers that the higher order heritage value of more clearly defining the National Triangle, should be pre-eminent'.<sup>109</sup>

4.154 RAIA was concerned that 'All category B landscape elements appear to be lost or seriously affected by the indicative layout'.<sup>110</sup> Similar concerns were expressed by the Heritage Council<sup>111</sup> and the National Trust<sup>112</sup> over the proposal to demolish buildings which had been given a 'Category C – Some Significance' rating by Freeman Collett and Partners.<sup>113</sup>

109 Exhibit No. 31, p. 34.

110 Submission No. 1, *Submissions*, p. 4.

111 Submission No. 7, *Submissions*, p. 21.

112 Submission No. 11, *Submissions*, p. 39.

113 Category C (Some Significance) is described in the Background Report as including 'Buildings and landscape elements whose retention may be justified for functional reasons or where there is no conflict with items of higher heritage value'. Category B (Considerable Significance) is described as 'Buildings and landscape elements which should be preserved and protected where they do not conflict with the conservation of a feature of higher heritage value'. Exhibit No. 31, p. 27.

4.155 In response, the NCPA reiterated the comment made in the Background Report that:

The Authority has taken the view that in relation to buildings in this category, there is a higher order heritage value in more clearly defining the National Triangle and reinstating the elements of Griffin's original road geometry.<sup>114</sup>

4.156 The decision by the NCPA to give the completion of the National Triangle a higher order of significance was questioned by the Heritage Council on the grounds that it '...predisposes the potential for anything other than sites identified as being of "exceptional significance" to become expendable'.<sup>115</sup> The RAIA expressed a similar view that 'the "higher order" significance of the National Triangle is recognised, but this should not necessarily mean the complete loss of other heritage features'.<sup>116</sup>

4.157 The NCPA noted that this was incorrect and stressed that '...no building or landscape element that has been identified in the FC&P Study as Category A (Exceptional Significance) [or] Category B (Considerable significance) is proposed to be demolished or removed'.<sup>117</sup>

4.158 The Heritage Council was critical of the failure of the NCPA to identify heritage issues as a fundamental principle in Draft Amendment No. 12, saying that:

Heritage issues do not appear to be adequately discussed within the document. Neither of the artists' impressions at Attachment 1 [to Draft Amendment No. 12 : Proposed replacement for Figure 12] or Diagram 1 [Draft Amendment No. 12 : Russell Indicative Layout] pay attention to items of significance as recorded in the Draft Russell Master Plan Background Report.<sup>118</sup>

114 Submission No. 14, *Submissions*, p. 80.

115 Submission No. 7, *Submissions*, p. 21.

116 Submission No. 1, *Submissions*, p. 23; Submission No. 11, *Submissions*, p. 39.

117 Submission No. 10, *Submissions*, p. 80.

118 Submission No. 7, *Submissions*, p. 21.

4.159 In response, the NCPA foreshadowed that '...an alteration will be made to the Indicative Layout Diagram to identify Category A items of significance'.<sup>119</sup>

4.160 As a general response to criticisms about its heritage assessments, the NCPA argued that the study undertaken by Freeman Collett and Partners was based on the criteria established by the *ACT Land (Planning and Environment) Act 1991* and the *Australian Heritage Commission Act 1975*. It seemed to the NCPA as if the criticisms resulted from a difference of professional opinion between heritage groups.<sup>120</sup>

4.161 The Committee agrees that the divergence of opinion over heritage assessment is due to the different perceptions and interests of the various heritage groups. The NCPA stated that a presentation outlining the Russell Master Plan had been made to the Heritage Council.<sup>121</sup> From its evidence to the Committee, it seems as if the Heritage Council does not believe that the consultation process was sufficient.

4.162 The Committee believes that it is important that all groups with an interest in heritage matters are given the opportunity to participate in the planning process for draft amendments to the National Capital Plan prior to their release for public comment.

#### **Lack of overall management plan**

4.163 The National Trust noted that it had written to the NCPA in July 1994 expressing concern that there is no overall heritage conservation study and management plan for the Central National Area (CNA).<sup>122</sup>

119 Submission No. 14, *Submissions*, p. 80.

120 *Transcript*, pp. 64–5.

121 Submission No. 14, *Submissions*, p. 77.

122 Submission No. 11, *Submissions*, p. 38.

4.164 The NCPA responded that it is currently reviewing the role, function, symbolic and physical expression of the Central National Area. In developing a strategy for this area, the NCPA has commissioned specific studies which included an overall assessment of the heritage significance of the CNA and more detailed heritage studies of precincts as work in these areas is brought forward. The NCPA added that the production of an overall conservation plan will be undertaken and incorporated into the CNA Urban Design Framework plan.<sup>123</sup>

4.165 During evidence to the Committee the National Trust expanded on this view, noting that in its opinion:

There was no expert on the team with heritage conservation skills or experience that earlier in 1994 prepared the overall design strategy...It was a planning and design exercise which was done – perhaps it seems rather cutting to say – in a cultural vacuum. Really, we have got to the stage with heritage practice where that should not happen...The NCPA really has to take on board more expertise in terms of cultural heritage.<sup>124</sup>

4.166 Of the witnesses representing the NCPA at the public hearing on 9 December 1994, there appeared to the Committee to be no one with specific heritage expertise. The Acting Chief Executive, Mr Gary Prattley, disputed this, stating that:

...most of us here have a fairly high degree of heritage expertise. Even though we do not put the label director of heritage or something in front of a name, we are all involved and we all have been involved in major heritage issues. The underlying thrust of everything we are about in the central national area goes back to environmental and heritage issues of Canberra and the basic design of it. It underlies everything we do.<sup>125</sup>

123 Submission No. 21, *Submissions*, p. 170.

124 Submission No. 11, *Submissions*, p. 38 and *Transcript*, p. 21.

125 *Transcript*, p. 77.

4.167 On heritage issues it appeared to the Committee that the various claims and counter claims reflected, as the NCPA suggested, different professional judgements. The Committee considered whether there may be some advantage in the NCPA appointing someone with heritage expertise to its staff. The Committee concluded that it would be more appropriate if the NCPA were to consult more closely with the Australian Heritage Commission over heritage issues. The Committee appreciates that this may require a change to the legislation covering the operations of these two organisations.

#### 4.168 Recommendation 17

**The Committee recommends that the National Capital Planning Authority implement formal consultation processes with the Australian Heritage Commission to upgrade consideration of heritage issues in future planning and design proposals.**

## Chapter 5 Conclusion and recommendation

### Conclusion

5.1 The Committee wishes to draw attention to the difficulties faced by the Committee in its consideration of Draft Amendment No. 12 due to:

- the lack of specific detail provided;
- the reliance on jargon in explanatory information; and
- the lack of comparability in the maps.

5.2 The Committee supports the goal to complete the National Triangle which formed the basis of Walter Burley Griffin's plan for Canberra. Further, the Committee recognises the urgent need to meet occupational health and safety standards for personnel working in Defence buildings at Russell. Consequently, in a general sense, the Committee supports Draft Amendment No. 12 (Russell) of the National Capital Plan.

5.3 The Committee in supporting the general thrust of Draft Amendment No. 12 considers this does not provide a 'blank cheque' to everything, explicit or implicit, in Draft Amendment No. 12. The Committee has made 18 recommendations which are to be considered together with its general support for Draft Amendment No. 12.

### Recommendation

#### 5.4 Recommendation 18

**The Committee recommends that Draft Amendment No. 12 of the National Capital Plan be approved, subject to the Committee's recommendations numbered 1 to 17 in this Report.**

R L Chynoweth MP  
Chairman



# Appendix A

DEPUTY PRIME MINISTER  
MINISTER FOR HOUSING AND REGIONAL DEVELOPMENT

Parliament House  
CANBERRA ACT 2600

Telephone: (06) 277 7680  
Facsimile: (06) 273 4126

16 AUG 1994

Mr R. L. Chynoweth MP  
Chairman  
Joint Standing Committee on the  
National Capital and External Territories  
Parliament House  
CANBERRA ACT 2600

Dear Mr Chynoweth

I wish to refer to the Joint Standing Committee on the National Capital and External Territories Draft Amendment Number 12 to the National Capital Plan for enquiry and report.

The National Capital Planning Authority, which has responsibility for administering and proposing amendments to the National Capital Plan, released Draft Amendment 12 for public comment through an advertisement in the Government Notices *Gazette* of 10 August 1994. A media conference was held on Thursday 11 August 1994 which resulted in Canberra wide publicity of the Draft Amendment. Invitations for public comment were advertised in the Canberra Times and the Australian of 13 August 1994 and will be readvertised in the Canberra Times of 20 August 1994. Public comment is scheduled to close on 30 September 1994.

The Draft Amendment is an important one in that it seeks to complete the National Triangle which formed the basis of Griffin's plan for Canberra. It provides a new statement of Land Use Policy for Russell, together with a new Appendix that includes the Russell Master Plan as Detailed Conditions of Planning Design and Development.

To assist the Committee and all participants in the consultation process, National Capital Planning Authority has prepared two information documents which clarify the meaning and intent of the Draft Amendment. The documents, an Explanatory Report and a Background Report as well as the Draft Amendment are enclosed. Multiple copies of the Amendment and Reports for the Committee have been provided through the Committee's Secretariat.



Officers of the National Capital Planning Authority will provide a presentation on Draft Amendment 12 to the Committee if required.

Yours sincerely



BRIAN HOWE

Australian Capital Territory  
(Planning and Land Management) Act 1988

**Appendix B**  
(Exhibit No. 30)

# Draft Amendment of the National Capital Plan

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## Amendment No.12 (Russell)

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National Capital Planning Authority  
August 1994

# Preamble

The National Capital Plan ('the Plan') came into effect on 21 December 1990 following approval by the then Minister for the Arts, Tourism and Territories.

A function of the National Capital Planning Authority ('the Authority'), is to keep the Plan under constant review and to propose amendments to it when necessary. The statutory provisions for amending the Plan are set out at sections 14 to 22 of the *Australian Capital Territory (Planning and Land Management) Act 1988* ('the Act').

Section 15 of the Act provides as follows:

(1) *After preparing the draft Plan (Amendment), the Authority shall:*

(a) *submit a copy to the Territory planning authority;*

(b) *by notice published in the Commonwealth Gazette and in the principal daily newspaper published and circulated in the Territory:*

(i) *state that the draft Plan (Amendment) has been prepared, and that copies will be available for public inspection at the places and times, and during the period, specified in the notice; and*

(ii) *invite interested persons to make written representations about the draft Plan (Amendment) within a reasonable period specified in the notice and specify the address to which the representations may be forwarded; and*

(c) *make the draft Plan (Amendment) available for inspection accordingly.*

(2) *The Authority shall:*

(a) *consult with the Territory planning authority about the draft Plan (Amendment) and have regard to any views expressed by it; and*

(b) *have regard to any representations made by the public; and if it thinks fit, may alter the draft Plan (Amendment).*

Section 18 of the Act then provides for the Authority to submit the draft Plan (Amendment) to the Minister for approval, together with a written report on its consultations under Section 15.

## Draft Amendment No 12

Draft Amendment No 12 to the National Capital Plan includes:

- a revision to Figure 12 of the National Capital Plan showing the permitted land uses in Russell;
- a new statement of Land Use Policy for Russell;
- and a new Appendix that includes the Russell Master Plan as Detailed Conditions of Planning Design and Development.

## Additional Information

To assist in the assessment process, the Authority has prepared two supporting documents, an Explanatory Report and a Background Report

The Explanatory Report outlines the Russell Master Plan's planning and design intentions.

The Background Report provides a description of the Master Plan's context and the factors underlying its preparation.

Unlike the Draft Amendment, the Explanatory and Background Reports are not statutory, legally binding documents. However, they may be referred to in case of doubt to help clarify the meaning and intent of the Draft Amendment.

**Copies of the Explanatory Report and Background Report are available from the NCPA Information Service Tel (06) 2712845 or Fax (06) 2734427.**

## An Invitation to Comment

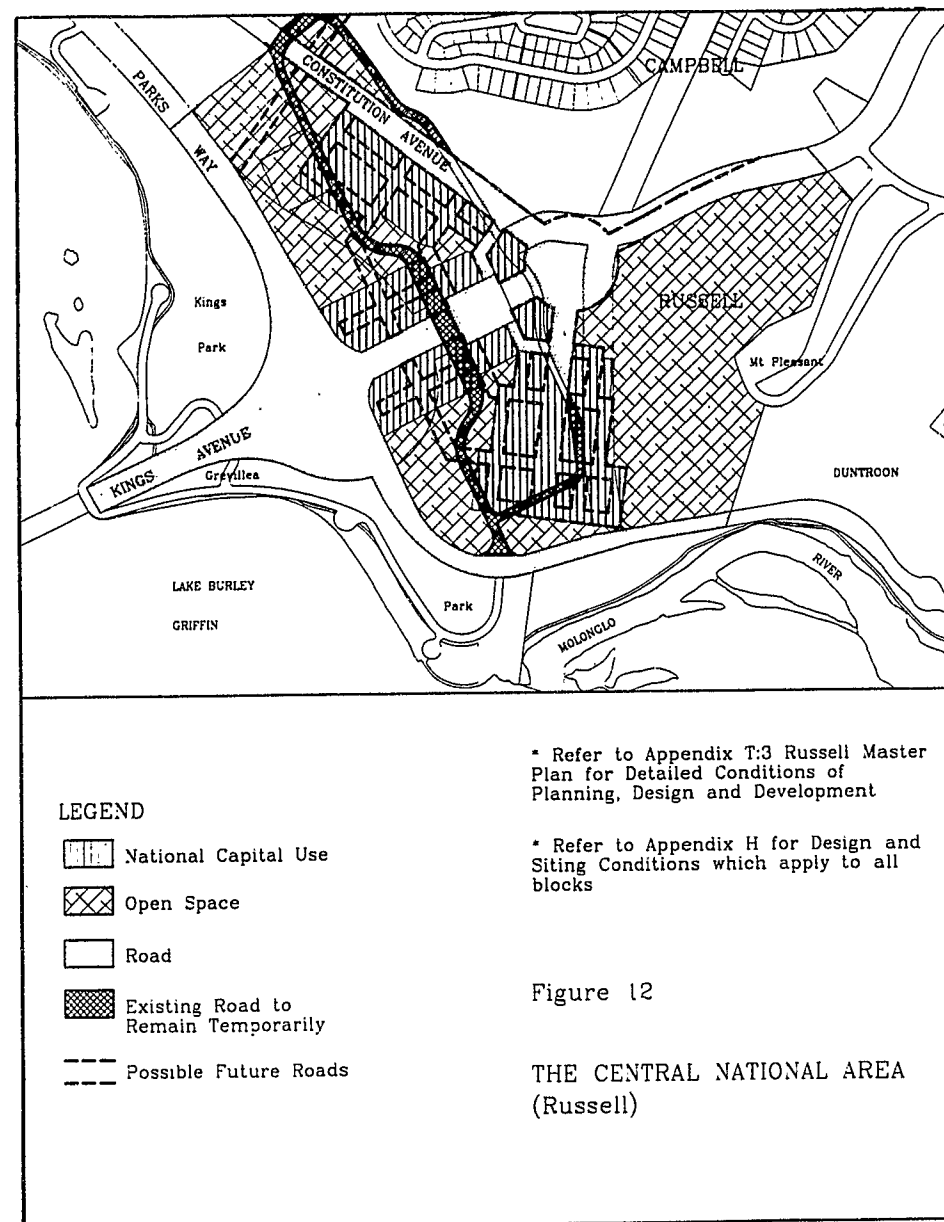
Individuals and organisations are invited to comment on the Draft Amendment. Comments in writing should be forwarded by close of business on **Friday 30 September 1994**, to:

The Executive Director (Planning and Development Control)  
National Capital Planning Authority  
GPO Box 373  
**CANBERRA ACT 2601**

If you would like further information, please contact the Authority's Acting Director of Planning Projects, Keith Burnham, on (06) 2712863, or by FAX (06) 2734427.

# Draft Amendment of the National Capital Plan Draft Amendment No.12

1. Replace Figure 12 of the National Capital Plan with a revised Figure 12 as attached hereto (Attachment 1).
2. Insert a new Land Use Policy statement on the reverse side of Figure 12 as attached hereto (Attachment 2).
3. Amend the Appendices Index (page 1) Appendix T Master Plans - Detailed Conditions of Planning, Design and Development to include T.3 Russell Master Plan.
4. Introduce Appendix T.3 - Russell Master Plan as attached hereto (Attachment 3).





## Land Use Policy

The primary land use intended for National Capital Use areas in Russell is National Capital Use as defined in Appendix A. Other land uses permitted are:

- Car Park

and, on the ground floor of National Capital Uses and structured car parks the following ancillary uses are permitted, subject to individual premises not exceeding 250 m<sup>2</sup> GFA:-

- retail
- cafe, bar, restaurant
- child care centre
- bank
- co-operative society
- personal services establishment
- consulting rooms
- club/indoor recreation facility
- cultural facility
- social/community facility
- church use
- health centre
- place of assembly

Existing Defence Installation uses may continue and minor additions or extensions to existing development may be permitted within the overall context of the Detailed Conditions of Planning, Design and Development included in Appendix T. 3 - Russell Master Plan.

Commonwealth offices, other than for occupation by the Department of Defence, will not be approved until a review of the Employment Location Policies of the National Capital Plan has been completed.

## Appendix T.3 Russell Master Plan

### Detailed Conditions of Planning Design and Development

#### 1. Introduction

The proposals to redevelop parts of the Russell Office complex have provided an opportunity to reconsider the future planning of Russell in the context of its national capital significance.

The national capital significance derives from the key position Russell occupies in the Capital at the remaining, incomplete apex of Walter Burley Griffin's National Triangle. The proposed redevelopment of Russell affords a significant opportunity in Canberra's history to give legibility to the National Triangle by completing Griffin's design.

Russell occupies a prominent position within the Central National Area being on slightly elevated land close to Lake Burley Griffin. Walter Burley Griffin proposed that the concave, amphitheatre form of Russell should be linked to the convex shape of City Hill by a Municipal Axis along Constitution Avenue.

In response to the national capital significance of Russell the urban structure, built form, landscape character and land use for Russell should:

- symbolise the importance of the Apex,
- allow Russell to become an extension of the city,
- enhance the potential of this area as a 'gateway' to the Capital,
- and create opportunities for the siting of notable buildings, monuments and for city squares which support various ceremonial events.

The Russell Master Plan is capable of being implemented in stages. The Land Use Policy acknowledges that certain existing buildings will continue to be used for many years.

#### 2. Russell Master Plan Proposals

The significant proposals introduced in the Russell Master Plan fulfil the following objectives:

- *Complete the National Triangle*

The extension of Kings Avenue and Constitution Avenue will complete the last remaining unconstructed element of the National Triangle.

- **Create a new entry to the National Triangle**

The new connection from Morshead Drive and upgraded Northcott Drive will create a new entry to the National Triangle and a new frontage to Russell.

- **Connect Russell to Civic and Parliamentary Zone**

Completing the National Triangle will connect Russell by arterial roads to Civic, the Parliamentary Zone and to approach routes.

- **Create a legible local road network**

The internal road network will provide legibility to the urban fabric, with the built form emphasising the major avenue alignments. The local roads increase connection and choice of travel routes.

- **Provide sites for Commonwealth Offices**

Whilst meeting the future office accommodation requirements of the Department of Defence sites will also be created for the future location of other Commonwealth offices needing a prestigious location.

- **Provide for a greater variety of land use**

Opportunities will be provided for retail and commercial activities servicing the local workforce to locate in Russell.

- **Progressively reduce surface car parking**

The plan provides for future car parking needs to be provided in basements and separate parking structures, progressively removing existing surface car parking.

- **Create opportunities for Ceremonies and Symbolism**

The sequence of major avenues and city squares will provide opportunities for the expression of local and national symbolism through dedicated objects, monuments, buildings, avenues, city squares and events.

- **Create an integrated system of parks**

Kings Park, Grevillea Park, Mt Pleasant and Russell Hill will be integrated into a coherent parkland making a major contribution to the identity of Russell. Open spaces within the built form will make connections to the surrounding landscape by a series of small parks, and enable pedestrian and cycle connections to be strengthened from the Inner Hills to Lake Burley Griffin.

### 3. Principles

The above proposals are founded on the following planning and design principles:-

#### **General**

- Russell will contribute to the richness of the urban fabric by encouraging variety in the character of the parks, streets and built forms, within the context of a cohesive framework.
- The development of Russell will evolve incrementally and be capable of incorporating worthy changes by development of a robust urban structure.

#### **Land Use**

- Whilst the predominant land use will be Commonwealth offices needing a prestigious location, permitted ancillary land uses will contribute to the general principle of achieving variety and serving the needs of those employed in the area.

#### **Roads and Parking**

- The arterial road system will be completed by the extension of the Kings Avenue, Constitution Avenue, Morshead Drive and thereby complete the National Triangle.
- The local road system will facilitate choice of routes by providing numerous connections between the arterial roads.
- The local road network will provide a safe network for cyclists and pedestrians by creating calmer local traffic conditions.
- Surface parking will be progressively reduced by the introduction of parking structures and basement parking. On-street parking will be restricted to short-stay visitor parking.

#### **Built Form**

- The built form will give clear definition to the urban structure by its orientation, arrangement and massing.
- Buildings of national symbolic status will be located in relation to urban places and avenues so as to contribute and define the symbolic importance of the National Triangle.
- Building envelopes will emphasise the natural terrain and the apex by regulating the building height.
- Each building envelope will individually contribute to the overall emphasis of the built form rising to the apex.

#### **Open Space**

- The natural setting of Mt Pleasant and Russell Hill will be enhanced by the integration of open spaces with the built form to create a continuous visual setting.
- The open spaces will form focal points in the development by providing settings and spaces designed for communal activity and ceremonial events.
- The streets, parks and public squares will form an integrated and connected system of open space.
- The streetscapes and street planting will contribute to the legibility of the urban structure. Enhancement of the natural setting with the use of native trees will define the edges of the development. In the parks exotic trees will be used predominantly along the local road network.

#### 4. Development Conditions

Development at Russell is to conform to the following conditions:

##### *Land Use*

Development shall accord with the land use shown on Figure 12 and the accompanying statement of Land Use Policy.

##### *Traffic and Parking*

###### *Roads*

1. The new road network shall generally accord with Diagram 1: Indicative Layout.

###### *Pedestrians*

2. Pedestrian movement along streets shall generally be enhanced by the provision of colonnades.

###### *Car Parking*

3. On-site parking for office buildings shall be provided at the rate of 1 space per 100 square metres of gross floor area. This parking should be provided in basements wherever possible, or alternatively in a separate car parking structure.

A higher on-site and/or off-site provision may be required by the Authority in specific cases, after taking into account the relationship between on-site parking, off-site parking opportunities and the capacity of public transport in the area.

4. Additional off-site parking shall not be provided on areas identified in Figure 12 as Open Space.

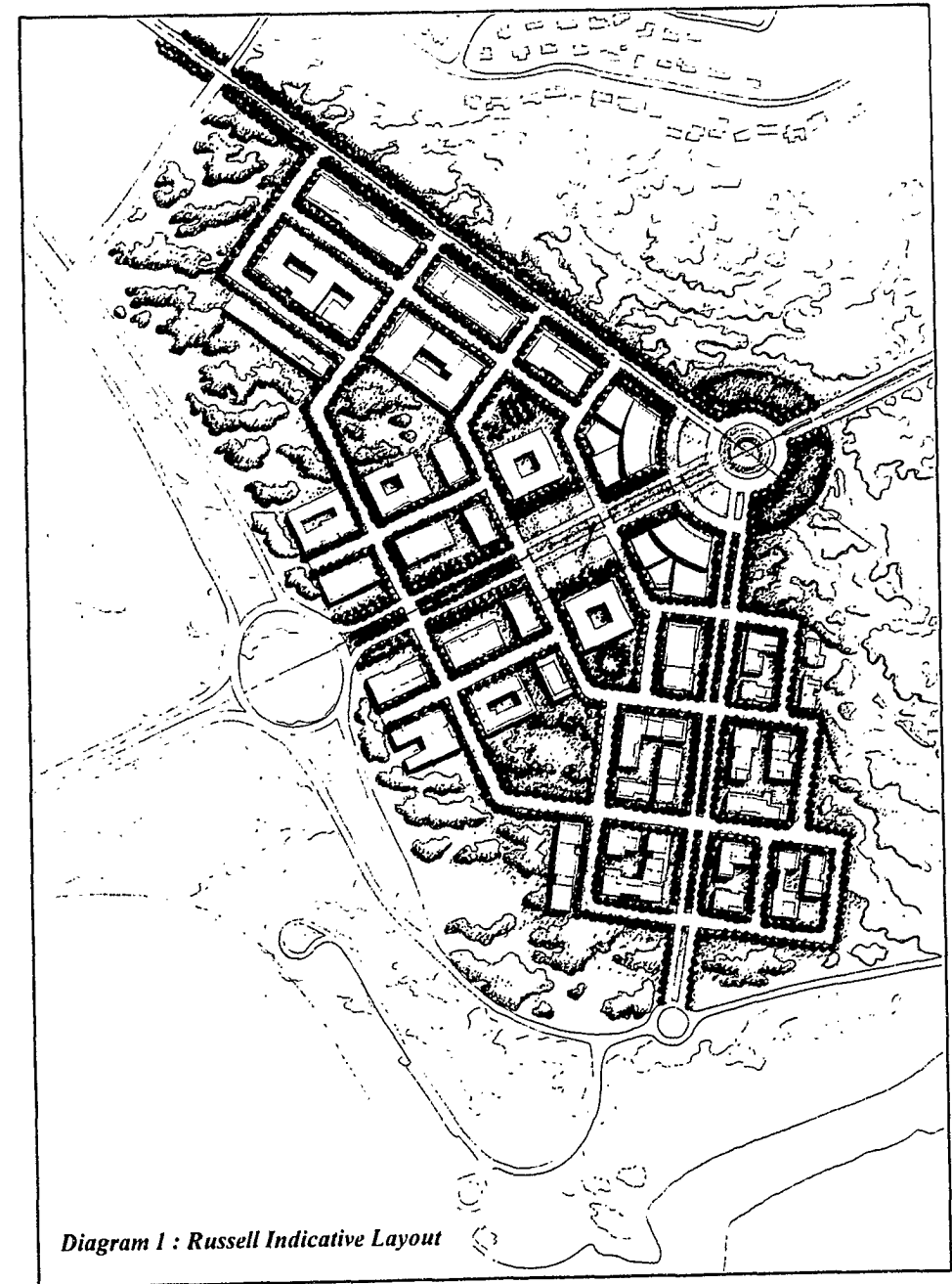
##### *Built Form*

###### *Site Development Guidelines*

1. Prior to applications for Works Approval being submitted, proponents of development shall consult with the Authority and obtain the Authority's Site Development Guidelines.

The Guidelines will include requirements in relation to:

- frontages and address points;
- relationship to adjacent site levels;
- pedestrian and vehicular entry to buildings;
- character and extent of open space;
- maintenance of vistas and view corridors;
- building envelopes;
- building alignments, heights and setbacks.



*Diagram 1 : Russell Indicative Layout*

#### *Building Height*

2. Buildings will generally be restricted to 4 storeys.

Exceptions to the 4 storey restriction are the two buildings at the Apex of the Triangle and the two portal buildings where Kings Avenue meets Blamey Square. Buildings in these locations may be higher so as to reinforce the apex and Blamey Square, subject to the contextual relationship with existing buildings and memorials.

Where it can be demonstrated that proposed development contributes positively to the achievement of the Built Form Principles taller buildings may be permitted.

No buildings taller than RL 617 will be permitted.

#### *Building Design*

3. Buildings shall contribute to the definition of streets and spaces which encourage pedestrian use.
4. Buildings shall include sunscreen treatment and a response to the climate, adding depth and modelling to the building faces and maximising energy efficiency. Such screening can incorporate the covered arcade as a free-standing element detached from the building face if required.

#### *Materials and Finishes*

5. High quality buildings and materials are required for developments inside and adjacent to the National Triangle.
6. The landmark buildings adjacent to the apex shall have a quality of design and finish appropriate to the significance of their location.
7. The external appearance of buildings shall generally be within the cream to white colour range. Materials shall be of an appropriate long life and durable finish.  
  
Upper portions of buildings shall have recessed windows articulating the facade with a rhythm of individual openings.  
  
Curtain-wall glazing, continuous strip glazing and mirror glass will not be permitted.
8. The lower portion of buildings, from ground level to first floor, shall be articulated with material and detailing relating to human scale and to points of entry,  
  
All ground floor elevations will have colonnades. Facades behind the colonnades are not to be blank and continuous surfaces.
9. Lift over-runs and roof-mounted structures will only be permitted if contained within an enclosure appropriate to the roof form. Roofs shall be either shallow pitched of copper or having a similar appearance, or shall be a roof terrace. Flat metal deck roofing is generally not acceptable.

#### *Open Space*

##### *Overall Character*

1. Development shall contribute positively to the system of streets, parks and squares to provide an integrated open space network.
2. Landscape development of individual sites shall complement the landscape character established in adjacent public areas.
3. Landscape development of all public areas shall be the subject of a comprehensive Landscape Plan approved by the Authority.

##### *Plant Materials*

4. Planting for individual building developments is to reflect the civic quality and scale of the precinct. Ground cover or shrub planting between the building and the street will not be permitted.

##### *Pavements*

5. Brick paving and other smaller pavers are to be restricted to building entries and/or courts. Generally, streets and parks should be paved with larger natural stone or high quality concrete units.
6. The quality of the paving in Blamey Square and at the Apex shall be of the highest quality, reflecting the symbolic importance of these spaces.

**Extract from the  
*Australian Capital Territory  
(Planning and Land Management Act) 1988***

**Functions and powers of the National Capital Planning  
Authority**

**Section 6 Functions**

- (a) to prepare and administer a National Capital Plan;
- (b) to keep the Plan under constant review and to propose amendments to it when necessary;
- (c) on behalf of the Commonwealth, to commission works to be carried out in Designated Areas in accordance with the Plan where neither a Department of State of the Commonwealth nor any Commonwealth authority has the responsibility to commission those works;
- (d) to recommend to the Minister the carrying out of works that it considers desirable to maintain or enhance the character of the National Capital;
- (e) to foster an awareness of Canberra as the National Capital;
- (f) with the approval of the Minister, to perform planning services for any person or body, whether within Australia or overseas; and
- (g) with the Minister's approval, on behalf of the Commonwealth, to manage National Land designated in writing by the Minister as land required for the special purposes of Canberra as the National Capital.

**Section 8 Powers**

Subject to this Act, the Authority has power to do all things necessary or convenient to be done for or in connection with the performance of its functions.

## The National Capital Plan

### Section 9 Object

The object of the Plan is to ensure that Canberra and the Territory are planned and developed in accordance with their national significance.

### Section 10 Matters to be covered in Plan

(1) The Plan may specify areas of land that have the special characteristics of the National Capital to be Designated Areas.

(2) The Plan:

- (a) shall define the planning principles and policies for giving effect to the object of the maintenance and enhancement of the character of the National Capital and set general standards and aesthetic principles to be adhered to in the development of the National Capital;
- (b) shall set out the general policies to be implemented throughout the Territory, being policies of:
  - (i) land use (including the range and nature of permitted land use); and
  - (ii) the planning of national and arterial road systems;
- (c) may set out the detailed conditions of planning, design and development in Designated Areas and the priorities in carrying out such planning, design and development; and
- (d) may set out special requirements for the development of any area (not being a Designated Area), being requirements that are desirable in the interests of the National Capital.

## The Territory Plan

### Section 25

(1) The Assembly shall, as soon as practicable, make laws providing for:

- (a) establishing a Territory planning authority; and
- (b) conferring functions on the authority, including the functions of:
  - (i) preparing and administering a plan in respect of land, not inconsistent with the National Capital Plan; and
  - (ii) keeping the plan under constant review and proposing amendments to it when necessary.
- (2) The object of the plan is to ensure, in a manner not inconsistent with the National Capital Plan, the planning and development of the Territory with an attractive, safe and efficient environment in which to live and work and have their recreation.
- (3) The plan:
  - (a) shall define the planning principles and policies for giving effect to the object of the plan; and
  - (b) may include the detailed conditions of planning, design and development of land and the priorities in carrying out such planning, design and development.
- (4) The laws shall include provision for:
  - (a) the procedure for making the plan and amendments of the plan, including a procedure for ascertaining and considering the views of the public;
  - (b) public notification of any directions given to the Territory planning authority by the Executive;

- (c) the procedures for just and timely review, without unnecessary formality, of appropriate classes of decisions on planning, design and development of land; and
- (d) requiring the authority to:
  - (i) consult with the Authority about making the plan and any amendments; and
  - (ii) report in writing to the Executive on such consultations and the views expressed by the Authority.

(5) This section does not limit the power of the Assembly to make laws otherwise than under this section.

(6) In this section:

"land" does not include Designated Areas.

## Section 26

The Territory plan has no effect to the extent that it is inconsistent with the National Capital Plan, but the Territory Plan shall be taken to be consistent with the National Capital Plan to the extent that it is capable of operating concurrently with the National Capital Plan.

## Land management

### National Land

(1) The Minister may, by notice published in the *Commonwealth Gazette* declare specified areas of land in the Territory to be National Land.

(2) The Minister shall not declare an area to be National Land unless the land is, or is intended to be, used by or on behalf of the Commonwealth.

(3) If an Act vests the management (however described) of specified land in the Territory in a person or body, the land is National Land for the purposes of this Act.

(4) Subsection (3) does not apply to the vesting of an estate in land.

### Territory Land

At any time when any land in the Territory is not National Land, that land is Territory Land for the purposes of this Act.

## Appendix D

# The Russell Offices Redevelopment Project Schedule

The proposed stages of the Russell Offices Redevelopment Project (as at October 1994) are:

- Stage 1: Construct the new road networks around Buildings RN1 and RN2 and carry out bulk excavation to these sites (commencing Feb 1995 – completed June 1995)
- Stage 2: Construct and fit-out new buildings RN1 and RN2 (commencing July 95 – completed September 1997)
- Stage 3: With the completion of RN1 and RN2, Defence personnel can be moved from existing buildings A, B, C, D, E, F, G, H, I, J and K. This allows Buildings B, C, D, E, and H, I, J, K to be demolished and Buildings A, F and G to be refurbished. (commencing April 1997 – completed November 1998)
- Stage 4: Construct the new road network around Building RN3 and carpark, and carry out bulk excavation to these sites (commencing August 1998 – completed November 1998)
- Stage 5: Construct and fit-out new building RN3 and construct carpark structure. (Commencing October 1998 – completed May 2000)
- Stage 6: With the completion of RN3, existing Building L can be vacated and refurbished. (commencing June 2000 – completed December 2000)

Source Exhibit No. 28, p. 27.



## List of Submissions

Submission	Person/Organisation	Page*
1	Royal Australian Institute of Architects ACT Chapter (also Exhibit No. 16)	1
2	Mr Steve Watts (also Exhibit No. 18)	5
3	Australian Estate Management Department of the Arts and Administrative Services (also Exhibit No. 19)	7
4	Mr Keith Forsey (also Exhibit No. 12)	13
5	Australian Institute of Valuers and Land Economists Inc. (also Exhibit No. 1)	15
6	Reid Residents' Association Inc. (also Exhibit No. 13)	17
7	Heritage Council of the ACT (also Exhibit No. 23)	20
8	The Field Marshal Sir Thomas Blamey Memorial Fund Inc. (also Exhibit No. 20)	25
9	Mr Keith Storey (also Exhibit No. 26)	28
10	ACT Government	31

11	National Trust of Australia (ACT) (also Exhibit No. 35)	38
12	NRMA - ACT Region (also Exhibit No. 29)	44
13	Heritage Council of the ACT (also Exhibit No. 23)	45
14	National Capital Planning Authority	53
15	National Trust of Australia (ACT)	122
16	ACT Planning Authority	126
17	National Capital Planning Authority	129
18	National Capital Planning Authority	137
19	Department of Defence	139
20	Department of Defence	140
21	National Capital Planning Authority	142
22	National Capital Planning Authority	176

\* refers to page number in *Submissions*

## Appendix F

### List of Exhibits

Exhibit	Person/Organisation
1*	Australian Institute of Valuers and Land Economists (Inc)
2*	Commonwealth Department of Tourism
3*	The Rt Hon Sir Ninian Stephen, KG, AK, GCMG, GCVO, KBE
4*	National Library
5*	Department of the Prime Minister & Cabinet Centenary of Federation Advisory Committee
6*	Bogong Community Aboriginal and Torres Strait Islander Corporation
7*	Old Parliament House Redevelopment Committee
8*	Australian Construction Services Commonwealth Department of Administrative Services
9*	Australian Construction Services Commonwealth Department of Administrative Services
10*	Northrop Consultants Pty Ltd
11*	Mr Alan Foscett
12*	Mr Keith Forsey
13*	Reid Residents' Association Inc.
14*	Ms Cynthia Breheny ARAI Architect

- 15\* Australian Institute of Landscape Architects, ACT Chapter
- 16\* Royal Australian Institute of Architects, ACT Chapter
- 17\* Mr Neil Dadge
- 18\* Mr Steve Watts
- 19\* Australian Estate Management
- 20\* The Field Marshal Sir Thomas Blamey Memorial Fund Inc.
- 21\* Commonwealth Department of the Environment, Sport and Territories
- 22\* Department of Defence
- 23\* Heritage Council
- 24\* ACT Department of the Environment Land and Planning
- 25\* Building Owners and Managers Association, ACT Division
- 26\* Mr Keith Storey
- 27\* Australian Heritage Commission
- 28 Department of Defence  
Statement of Evidence to the Parliamentary Standing Committee on Public Works
- 29\* NRMA - ACT Region
- 30 National Capital Planning Authority  
*Draft Amendment of the National Capital Plan  
Amendment No. 12 (Russell)*
- 31 National Capital Planning Authority  
*Draft Russell Master Plan Background Report*

- 32 National Capital Planning Authority  
*Draft Russell Master Plan Explanatory Report*
- 33 National Capital Planning Authority  
various maps
- 34\* ACT Department of the Environment, Land and Planning
- 35\* National Trust of Australia (ACT)
- 36\* The Field Marshal Sir Thomas Blamey Memorial Fund Inc.
- 37 National Capital Planning Authority  
5 drawings by Perrott, Lyon, Mathieson
- 38 National Capital Planning Authority  
Australian Heritage Commission document entitled *Parliament House Vista*
- 39 ACT Planning Authority  
Microclimate Guidelines 1993
- 40 National Capital Planning Authority  
Copy of correspondence between the NCPA and Environment Protection Agency concerning the Notice of Intention for the proposed road construction and realignment, Russell, ACT.
- \* Copy of submission made to the National Capital Planning Authority. Copies of these documents were provided to the Joint Standing Committee on the National Capital and External Territories for information.

### List of Witnesses

Public hearing held on 9 December 1994, Parliament House, Canberra

#### Heritage Council of the ACT

Mr Eric Martin, Chairperson  
Ms Katherine Keirnan, Member  
Mr Ken Heffernan, Member

#### National Trust of Australia (ACT)

Professor Ken Taylor, President

#### ACT Planning Authority

Mr Peter Brady, Principal Planner, Strategic Planning

#### Department of Defence

Mr Rodney Corey, First Assistant Secretary, Facilities and Property Division  
Major General Stephen Gower, Assistant Chief of the Defence Force for Personnel  
Mr Bruce Green, Project Director, Russell Development

#### National Capital Planning Authority

Mr Gary Prattley, Acting Chief Executive  
Mr Rohan Dickson, Executive Director, National Capital Design  
Mr John Bolton, Acting Executive Director, Planning Development and Control  
Mr Keith Burnham, Acting Director, Planning Projects Unit  
Ms Gay Williamson, Director of Landscape Architecture