



LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY

STANDING COMMITTEE ON PLANNING AND URBAN SERVICES

REPORT NO.54

AUGUST 2000

**DRAFT VARIATION TO THE TERRITORY PLAN NO.146 CALLAM STREET
REALIGNMENT, WODEN TOWN CENTRE**

Recommendation:

- 1. The committee recommends that draft Variation to the Territory Plan No.146 *Callam Street realignment, Woden Town Centre* be endorsed.**

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The Standing Committee on Planning and Urban Services was established on 28/4/98 to inquire into and report on planning and lease management, road and transport services, housing and housing assistance, government purchasing and public utilities purchasing, electricity industry and regulation, construction industry policy, parks and forests, private sector employment inspectorate, building services, environment, heritage and municipal services and any other related matter (resolution of appointment, as amended on 25/11/99).

Committee members

Mr Harold Hird MLA (Chair)

Mr Dave Rugendyke MLA (Deputy Chair)

Mr Simon Corbell MLA

Secretary – Mr Rod Power

For further information please contact the secretary on ph: 02 6205-0435 or fax: 02 6205-0432 or e-mail:

committees@act.gov.au

LIST OF REPORTS BY THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES IN THE FOURTH ASSEMBLY [DV=Draft Variation to the Territory Plan; tabling date is shown in brackets]

1. DV No.97 *Northbourne Avenue* [26/5/98]
2. DV No.91 *Signs Policies Amendments to the Territory Plan Written Statement* [released 2/7/98, tabled 26/8/98]
3. DV No.93 *Narrabundah section 34 block 16 part block 27 - B5 restricted access recreation land use policies (golf facility)* [released 2/7/98, tabled 26/8/98]
4. *Government's 1998-99 Draft Capital Works Program* [released 3/7/98, tabled 26/8/98, govt response 29/10/98]
5. *1998 Conference of Parliamentary Public Works and Environment Committees* [27/8/98]
6. DV No.66 and DV No.79 *Heritage Places Register (Fourth and Fifth Variation)* [released 4/9/98, tabled 22/9/98]
7. *Final Draft Management Plan for Canberra Nature Park* [22/9/98, govt response 2/7/99]
8. DV No.67 *Federal Highway Duplication* [released 23/10/98, tabled 29/10/98]
9. *Draft Plans of Management for Urban Parks & Sportsgrounds in Woden, Weston Creek and Belconnen, and for Lake Ginninderra* [released 16/10/98, tabled 29/10/98]
10. *Environment Protection (Amendment) Bill 1998 - Exposure Draft* [27/20/98, govt response 1/7/99]
11. *ACTION bus services for school children* [29/10/98, govt response 8/12/98]
12. *Water Resources Bill 1998 and amendments* [incorporating a dissent] (29/10/98, govt response 17/11/98)
13. DV No.63 *Policies for Home Businesses and Home Occupations* [released 5/11/98, tabled 17/11/98]
14. DV No.105 *Symonston section 103 block 6 Mugga Mugga* (released 5/11/98, tabled 17/11/98)
15. *Interim Report on DV No 89 Murrumbidgee and Lower Molonglo Rivers - River Corridors Land Use Policy - Public Land Categories; and Other Minor Changes* [8/12/98]
16. *Tidbinbilla Nature Reserve - Final Draft Management Plan 1998* [9/12/98, govt response 23/3/99]
17. *The Existing Petrol Sites Policy* [18/2/99, govt response tabled 2/7/99]
18. DV No.98 *Water use and catchment policies* [16/2/99]
19. DV No.124 *Charnwood section 94 block 1 (former school site)* [released 5/3/99, tabled 9/3/99]
20. DV No.115 *Enclosure of sport grounds - Holt and Stirling district playing fields* [released 5/3/99, tabled 9/3/99]
21. DV No. 123 *Griffith section 39 block 18 (part)* [released 5/3/99, tabled 9/3/99]
22. *The Draft 1999-00 Capital Works Program* [released 7/4/99, tabled 20/4/99, government response 1/7/99]
23. DV No. 109 *Residential Land Use Policies - Area specific policies B11 and B12 North Canberra - Appendix III.3 Urban Housing Code* [released 16/4/99, tabled 20/4/99]
24. *Activity in its First year of Operation* [6/5/99]
25. *Code of Practice for the Placement of Movable Signs in Public Places* [6/5/99, govt response 24/8/99]
26. DV No.111 *Canberra Centre Consolidation* [released 21/6/99, tabled 30/6/99]
27. DV No.117 *Heritage Places Register (Mt Franklin ski chalet, huts, homesteads and brumby yards)* [1/7/99]
28. *Restricted Taxi (Multicab) Plates* [released 12/8/99, tabled 24/8/99, govt response 25/11/99]
29. DV No.137 *O'Connor section 86, block 2, Macpherson Court* [26/8/99]
30. *Carparking at Exhibition Park in Canberra (EPIC)* [2/9/99, govt response 9/12/99]
31. DV No.94 *Red Hill Section 56 Block 1 (Federal Golf Club)* [incorporating a dissent] [released 11/10/99, tabled 12/10/99]
32. *Report on Attendance of the Standing Committee for Urban Services at the National Conference of Parliamentary Works and Environment Committees in Hobart 13-15 September 1999* [12/10/99]
33. DV No.116 *Charnwood Section 96* [released 29/9/99, tabled 12/10/99]
34. DV No.102 *Heritage Places Register* (released 22/11/99, tabled 24/11/99)
35. DV No. 96 *Northbourne Avenue Precinct* [released 12/11/99, tabled 24/11/99]
36. *Warrants for Traffic Calming Measures* [24/11/99, govt response 9/3/00]
37. *Motor Traffic (Amendment) Bill (No. 4) 1998 and circulated amendments* [25/11/99, govt response 17/2/00]
38. *1998-99 Annual Reports - Department of Urban Services* [released 16/12/99, tabled 15/2/00, govt response 11/5/00]
39. *Long Service Leave (Cleaning, Building and Property Services) Bill 1999* [7/12/99]
40. DV No.100 *Telecommunications Facilities Policies* [15/2/00]
41. *Betterment (Change of Use Charge)* [incorporating a dissent] [2/3/00, govt response 28/3/00]
42. DV No.113 *Kingston Foreshore* [7/3/00]
43. *The Draft 2000-01 Budget for the Department of Urban Services (DUS)* [28/3/00, govt response 23/5/00]
44. *An Appropriate Tree Management and Protection Policy for the ACT* [released 2/5/00, tabled 9/5/00]
45. DV No.114 *relating to a proposal to add the Red Hill Precinct to the Heritage Places Register* [incorporating a dissent] [11/5/00]
46. DV No.110 *relating to a proposal to add to the Heritage Places Register the following three places: Northbourne Avenue, Braddon; Ainslie Public and Primary Schools, Braddon; Ginninderra Village precinct, Nicholls* [released 5/5/00, tabled 9/5/00]
47. DV No.145 *Heritage Places Register* [released 5/5/00, tabled 9/5/00]
48. *Draft Plans of Management for Urban Parks and Sportsgrounds in Inner Canberra and in Tuggeranong* [released 5/5/00, tabled 9/5/00]
49. *Activity in 1999-2000* [23/5/00]
50. DV No. 144 *Molonglo River Corridor: the Defence Force Collocated Staff Colleges site including other land within this area of Weston Creek* [released 22/5/00, tabled 23/5/00]
51. *Utilities Bill 2000* [released 25/7/00, tabled 29/8/00]
52. DV No. 139 *Proposed additional uses in B11 North Canberra* [released 25/7/00, tabled 29/8/00]
53. *Conference of Parliamentary Public Works and Environment Committees at Parliament House, Darwin, July 2000* [29/8/00]

Background

1. On 17 April 2000 the Minister for Urban Services referred draft Variation [DV] No.146 to the committee for its consideration, in line with s25 of the *Land (Planning and Environment) Act 1991*.
2. The DV proposes to realign the southern part of Callam Street to directly connect to Athllon Drive, creating a four-way unction with Hindmarsh Drive. It also designates the road reserve as a Major Road land Use Policy and removes the existing major road status from Easty Street.

Conduct of the inquiry

3. In mid-May 2000 the committee placed advertisements in the local media inviting public comment on the DV. The advertisements pointed out that the committee had copies of, and would take into account, the five submissions lodged with PALM on this matter. The closing date for written submissions to the committee was 30 June 2000.
4. The committee received a number of requests by people seeking to address the committee at a public hearing. The hearing took place on 28 July 2000 and the following persons appeared:
 - *ACT Treasury*: Ms McKinnon (Executive Director, Infrastructure and Asset Management Group)
 - *PALM*: Mr Calnan, Ms Graham and Mr Allison
 - *Lions Club of Canberra/Woden*: Mr Grant
 - Mr McArthur (operator of R.J.Takeaway)
 - Mr Odell (operator of the Autofair car market at the long-stay carpark, Callam Street)
 - *Southern Cross Club*: Mr Head (general manager).
5. The transcript of the hearing—and all written material passed to the committee by the Minister—was authorised for publication by the committee; and is available on request from the Committee Office of the Assembly (ph: 6205-0127).

Consideration by the committee

6. The committee appreciates the intent of the DV which is to remove the existing 'dog-leg' movement of traffic on Hindmarsh Drive/Athllon Drive. The revised alignment would improve access to Woden Town Centre, reduce traffic congestion in the Phillip area and improve bus operations and emergency service vehicle travel times. In the latter regard, the committee was told that ACTION supports the proposal.¹

7. The committee questioned officials about the route of the Intertown Public Transport right of way on the northern side of Woden Town Centre. Officials acknowledged that the Territory Plan Map should be altered to show that Callam Street had been identified as the preferred location of the Intertown route; therefore, the more easterly route that is shown (along with the Callam Street one) on the existing Territory Plan Map should be deleted. Officials undertook to amend the DV in this respect.²

8. One aspect of the DV which concerned the committee was the government's intention to dispose of the unleased Territory land (that would become available by the realignment of Callam Street) by direct sale rather than by public auction. The sale would be to the Southern Cross Club, whose interest in the land is clear.³

9. The committee sought clarification from Treasury about the future use of the land and the reason why it should not be sold at public auction.

10. The Treasurer (Mr Gary Humphries MLA) provided supplementary information on these matters, as follows:

Following the realignment of Callam Street, an area of some 10,000 square meters of unleased Territory land will be created... The Southern Cross Club has applied to purchase this land by direct sale.

The Club has indicated that it is prepared to meet the costs of constructing the road, estimated to be \$4.3m. The lease sought by the Club is for 7,000 square meters of club use and 8,000 square meters of 'commercial' uses. These uses have been provisionally valued by the Australian Valuation Office at approximately \$3m.

In considering the Club's application a range of matters was taken into account:

- The outlay by the Territory.

The Club is prepared to meet the costs of constructing the road. These costs exceed the value of the uses sought by the Club. There is a community benefit of some \$1.3m.

¹ PALM officials at the public hearing on 28/7/00

² *ibid*

³ The reasons include the retention of a corner location, greater carparking spaces, improved Club facilities and provision for limited commercial activity (Transcript of the public hearing on 28/7/00: Mr. Head).

- The cost-effectiveness of bringing the construction of the road forward.

The realignment of Callam Street may not have been delivered for three-four years given competing priorities. The fiscal advantage in undertaking it this year is estimated at approximately \$1.2m.

- The traffic benefits... [of the proposal include] the predicted reduction in traffic accidents at the intersection of Callam Street/Hindmarsh/Athllon Drives; lower overall traffic delays and lower traffic times; and lower vehicle operating costs as a result of the realignment of Callam Street. These traffic benefits also have environmental benefits...
- Community services provided by the Southern Cross Club... will be enhanced... [by the proposal]
- Short and long-term economic benefits... [arising] from increased employment opportunities during the construction phase, when the road is built and through the staged development of the site. There will be longer-term job creation benefits through an improved and enhanced Club as well as through the commercial uses.⁴

11. The committee acknowledges the details provided by the Treasurer but feels that it is not in a position to make further comment on the appropriateness of the government's decision to dispose of the land by direct sale rather than by public auction. However, it is the committee's view that the DV **is warranted** regardless of the option chosen by government for the release of the land made surplus by the DV.

12. The committee notes that the proposed arrangements will mean that work on the road can commence in 2000-01 rather than be delayed for several years.

13. The committee notes the adverse effect of the proposal on traders affected by the road realignment.⁵ The committee sought, and obtained, an assurance by Ms McKinnon (Executive Director, Infrastructure and Asset Management Group) that every assistance would be offered to these traders.⁶

14. In subsequent correspondence, the Treasurer stated that:

following discussions with the Autofair trader, an alternative site has been found which should enable the operator to continue his business. It is our intention to allow the business to operate from its current site for as long as possible. A licence arrangement will be entered into with the operator, which will be of a temporary nature but it will be possible to apply for renewal.⁷

⁴ Supplementary correspondence from Minister Humphries dated 14/8/00

⁵ Transcript of the public hearing on 28/7/00

⁶ *ibid*

⁷ Correspondence from Minister Humphries dated 14/8/00

15. The committee welcomes this arrangement which it hopes will be followed by a similar arrangement for the Trash and Treasure market operated by the Lions Club for the past 15 years.⁸ The committee notes the offer by the Southern Cross Club to assist, if possible, the on-going operation of the market and the take-away food van.⁹ This offer may lead to a mutually beneficial outcome. But if not, it is the view of officials that an alternate site for the markets is available in the large carparks to the north of the bus interchange.¹⁰ While this site may not offer exactly the same benefits as the Callam Street one, it nonetheless would allow the markets (and food van) to continue to operate in the Woden Town Centre.

16. The committee stresses the importance of assisting the current small business operators in the area affected by the DV. This is especially the case for the Trash and Treasure Market run by the Lions Club which has raised many thousands of dollars over the years, all of which has been made available to local community groups and organisations.

17. *The committee wishes to be kept informed of the progress of discussions between officials and the small business operators re their relocation.*

18. In this regard, the committee notes the references by existing traders to the helpfulness of government officials.¹¹ This spirit of cooperation and respect should assist the effort to find suitable alternative sites.

19. *In light of the foregoing, the committee recommends that the DV should be endorsed.*

What happens next

20. The committee expects that its report will be tabled in the ACT Legislative Assembly in late August 2000 and that the government—having regard to this report—will table its decision on the DV. Assembly members then will have five sitting days to reject all, or part, of the government’s decision. If the government’s decision on the Variation is not rejected by the Assembly, PALM will arrange for a notice to be published in the *Gazette* specifying the date of commencement of the Variation.

Mr Harold Hird MLA
Chair

25 August 2000

⁸ Transcript of the public hearing on 28/7/00 (Mr. Grant)

⁹ *ibid* (Mr. Head)

¹⁰ *ibid* (PALM officials)

¹¹ *ibid* (Mr. McArthur, Mr. Odell and Mr. Grant)