Legislative Assembly for the Australian Capital Territory

*STANDING COMMITTEE ON PLANNING AND URBAN SERVICES*

REPORT NO.67 FEBRUARY 2001

# PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION (JOHN DEDMAN PARKWAY)

**Executive summary and recommendations**

This report addresses each one of the terms of reference for the inquiry into 'proposals for the Gungahlin Drive extension' established by the Legislative Assembly on 21 April 1999 [the full terms of reference are reproduced after the *Contents* page of this report.]

Information about the conduct of the inquiry is set out in chapter 1.

Information about the first term of reference—which deals with the *John Dedman Parkway Preliminary Assessment* [or Maunsell Study] and the government's response (set out in the *Preliminary Assessment Evaluation for the JDP Proposal*)—is set out in chapters 2-5. The Maunsell Study [MS] is described in chapter 2. The government's view of the adequacy of the MS is set out in chapter 3. The view of submitters to this inquiry is shown in chapter 4. The conclusions reached by this committee are laid out in chapter 5.

In essence, the committee finds that, despite some omissions and weaknesses (which are outlined in this report), the MS provides an appropriate basis for decisions about whether the John Dedman Parkway [JDP] is needed and about route options. Further, the committee considers that the government's assessment of the MS is also

---

**Standing Committee on Planning and Urban Services**
The committee was established on 28/4/98 to inquire into and report on planning and lease management, road and transport services, infrastructure and asset management 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, 7/12/00 and 15/2/01).

**Committee members**
*Mr Harold Hird MLA* (Chair)
*Mr Dave Rugendyke MLA* (Deputy Chair)
*Mr Simon Corbell MLA*

Secretary: Mr Rod Power
Secretary to the Committee Office: Ms Judy Moutia
For further information, contact the secretary on ph: 02 6205-0435 or fax: 02 6205-0432 or e-mail: committees@act.gov.au

appropriate. On the basis of these findings, the committee concludes that a further environmental assessment of the proposed route is not required.

The second term of reference—which deals with 'other transport inquiries and studies held in the ACT'—is dealt with in chapters 6-8. Chapter 6 describes key transport studies affecting ACT transport planning, particularly as it relates to Gungahlin's transport links. Chapter 7 sets out the government's response to these past studies. Chapter 8 contains this committee's conclusions.

The committee notes a sharp difference of view between the transport studies according priority to cars (with public transport, cycling and walking being important supplementary modes) and those studies which accord priority to public transport. This same difference is reflected in submissions to the inquiry. The committee notes that Canberra's planning has been premised on the primacy of the car. The committee concludes that, on balance, the car-oriented strategy remains appropriate to the Gungahlin traffic task. Hence, the committee differs from those submitters and studies who consider that *no* further expenditure on roads should take place and that, instead, funds should be diverted *solely* to public transport. The committee considers that the families of Gungahlin should not be made the 'guinea pigs' for a predominantly public transport strategy. If greater efforts are to be made to improve public transport in the ACT, they should be made across the whole of the city and not just in relation to Gungahlin.

The third term of reference—which deals with the impact of the proposals for the Gungahlin Drive extension on arterial roads—is considered in chapter 9. The committee notes that traffic flows on almost all of these roads (if not all) *will worsen if the GDE is not built*. The committee sets out recommendations to improve the traffic implications on important arterial roads.

The fourth term of reference—'the desirability of improving the use of public transport and other non-car modes of transport'—is considered in chapter 10. The fifth term of reference—'the desirability of reducing the number of vehicles needing to travel between Gungahlin and southern destinations'—is briefly considered in chapter 11. A great deal of the material in earlier chapters bears on these terms of reference.

The sixth term of reference, dealing with Majura Road, is considered in chapter 12. The committee concludes that Majura Road needs to be upgraded to the status of a national highway to reflect its key role in linking major highways in the south-eastern region of NSW. To the west of Majura Road (at its intersection with the Federal Highway), there is a need to promptly commence the construction of Horse Park Drive in order to provide Gungahlin families with the option of using the Majura link for at least some of their travel needs.

The seventh term of reference deals with 'a cost benefit analysis of the two options for the route of the Gungahlin drive extension to the east and west of the Australian Institute of Sport' [AIS]. This is considered in chapter 13. The committee notes the depth of feeling on this issue, reflected in submissions to the inquiry. The committee concludes that, on balance, the most appropriate alignment of the Gungahlin Drive

extension is to the east of the AIS, with no connection to Barry Drive. This will reduce the detrimental impact of the western route upon the Bruce precinct and especially upon Bruce Stadium, the AIS, and other national institutions. The deletion of the Barry Drive link will mean that the eastern route will not detrimentally affect residences in O'Connor.

The eighth term of reference, dealing with 'any related matter', is considered in chapter 14.

The *Appendix* to the report lists the name of each submitter to the inquiry along with a summary of whether the submitter favoured the Gungahlin Drive extension and, if so, whether they preferred an eastern or western route. The Appendix also lists the address of submitters.

The committee appreciates that the length of the report—over 60,000 words—may deter some readers. For readers wishing to gain a quick insight into the committee's own deliberations in relation to the terms of reference, including seeing all of the committee's recommendations, the shaded pages of the report should be read.

Throughout this report the terms Gungahlin Drive extension [GDE] and John Dedman Parkway [JDP] are used interchangeably, as are the terms Maunsell Study [MS] and Preliminary Assessment [PA]. The former refer to the proposed road linking the Barton Highway/Gungahlin Drive intersection to Belconnen Way; the latter refer to the *John Dedman Parkway Preliminary Assessment* prepared by Maunsell Pty Ltd.

**List of recommendations**

The committee recommends [relevant page numbers are shown after each recommendation]:

1. ▪ that an additional arterial road connecting to Gungahlin Drive be constructed. 67

2. ▪ that the Gungahlin Drive extension should make effective provision for both private and public transport. 67

3. ▪ that future planning for Intertown Public Transport [IPT] routes in Canberra provide for IPT routes, wherever possible, to be along their own dedicated right of way, as currently indicated in the Territory Plan. 107

4. ▪ that planning should immediately commence for an Intertown Public Transport [IPT] route between Gungahlin and Belconnen. 107

5. ▪ that the JDP incorporate a laneway reserved for IPT transport, emergency vehicles and perhaps private coaches and taxis. 108

6. ▪ that the ACT government announce a timetable for constructing *three* northbound traffic lanes on Northbourne Avenue between Antill Street and the Barton Highway. 110

7. ▪ that the government investigate the possibility of installing lay-bys at bus stops along Northbourne Avenue in order to improve passenger and traffic safety, and facilitate the free flow of vehicular traffic. 111

8. ▪ that the project design for the intersection of Gungahlin Drive and the Barton Highway incorporate an *elevated* intersection in order to facilitate traffic flows on two important roads (Gungahlin Drive and the Barton Highway); and that the ACT government urgently pressure the Commonwealth government to provide appropriate funding. 111

9. ▪ that the government urgently establish a timetable for duplication of Gundaroo Drive between Mirrabei Drive and the Barton Highway, and especially for the duplication of William Slim Drive between the Barton Highway and Ginninderra Drive. 112

10. ▪ that planning commence for a grade-separated intersection at Gundaroo Drive/Barton Highway, and that the ACT government seek federal funding under the National Highway program for this work. 112

11. ▪ that the ACT government provide a grade separated interchange at the intersection of Ginninderra Drive and the Gungahlin Drive extension. 114

12. ▪ that Gungahlin Drive extension cross Belconnen Way by way of a flyover, with access and egress links to Belconnen Way. 115

13. ▪ that detailed analysis of an appropriate solution to noise and traffic problems affecting Aranda residents commence immediately, and that it include careful analysis of two key options: either lowering Caswell Drive or moving the Gungahlin Drive extension to the east of Caswell Drive. Further, the committee considers that there should be no direct access to Aranda from the Gungahlin Drive extension. 117

14. ▪ that the ACT government provide a timetable for the start of work to duplicate William Hovell Drive between Bindubi Street and Coulter Drive. 119

15. ▪ that the ACT government provide a timetable for the start of work to upgrade Parkes Way to three lanes in each direction between the Glenloch Interchange and Edinburgh Avenue. 119

16. ▪ that the ACT government ensure a high standard of bus service to Gungahlin residents and, in particular, ensure that Gungahlin bus services keep pace with the area's growth. The committee calls on the government to establish clear and direct inter-town bus connections from Gungahlin to other parts of Canberra, in order to improve the standard of commuter services. 123

17. ▪ that the ACT, in its public transport planning, provide for IPT routes to be adapted to both bus and rail usage. This will provide appropriate flexibility for a future ACT government to adjust to changing needs. 125

18. ▪ that the ACT government re-examine its policies affecting employment location in Gungahlin and urgently institute measures to increase the amount of public and private employment. This reflects the importance of a *range* of measures to address Gungahlin's transport needs. While this report necessarily focuses upon Gungahlin's arterial road links, it is essential to also address issues related to employment generation and public transport. 128

19. ▪ that the ACT government seek the agreement of the Commonwealth government to classifying Majura Road as a 'national highway', reflecting its importance as a key link between the Federal Highway and the Monaro and Kings Highways which serve the south-east region of NSW (including the emerging defence facility at Eden). 129

20. ▪ that the ACT government, in conjunction with the federal government, commence design work for a permanent grade-separated interchange of Majura Road, Morshead Drive, Pialligo Road and Dairy Road (the Monaro Highway). 130

21. ▪ that Majura Road be renamed the Monaro Highway in recognition of its key role in regional transport links and in order to facilitate federal recognition as a National Highway. 131

22. ▪ that the ACT government plan for the early construction of Horse Park Drive between northern Gungahlin and the Federal Highway at Majura Road. This will provide a wider range of access routes for Gungahlin residents. 132

23. ▪ that the federal funds currently being expended on duplicating the Barton Highway (between the Federal Highway and Bellenden Street) should incorporate improvements to the traffic flow at the intersection of the Federal and Barton Highways. 133

24. ▪ That the Gungahlin Drive extension be located on the *eastern* side of the AIS. 148

25. ▪ that the Gungahlin Drive extension provide for access to the Bruce precinct and especially to Calvary Hospital for, at the minimum, emergency vehicles. 148

## TABLE OF CONTENTS

**Page**

*Executive summary and recommendations* ..... *i*
*List of recommendations* ..... *iii*
*Inquiry terms of reference* ..... *x*

**1. BACKGROUND** ..... **1**

**2. THE MAUNSELL STUDY** ..... **8**
*The Base Case* ..... *8*
*Assessment of the Base Case* ..... *10*
*Planning considerations* ..... *12*
*Potential Gungahlin road corridors* ..... *13*
*Assessment of the corridors* ..... *15*
*14 specific route options* ..... *16*
*Evaluation of these options on traffic grounds* ..... *18*
*Evaluation of the options on environmental and other grounds* ..... *20*
*Conclusion reached by the MS* ..... *23*

**3. ADEQUACY OF THE MAUNSELL STUDY: THE GOVERNMENT'S VIEW** ..... **39**
*Compliance with requirements of the Land Act* ..... *39*
*Public consultation* ..... *39*
*Response to public comment about the need for a JDP* ..... *40*
*Response to public comment about a no JDP option* ..... *41*
*Response to public concern about the bush capital image of Canberra* ..... *41*
*Response to public concern about the impact on Parkcare groups* ..... *42*
*Response to public concern about Maunsell's role* ..... *42*
*Response to public concern about downstream implications* ..... *42*
*Response to public concern about downstream costs* ..... *43*
*Response to public concern about Caswell Drive* ..... *44*
*Response to public concern about public transport* ..... *45*
*Response to public concern about the consultation process* ..... *45*
*The government's conclusion* ..... *45*
*Noise assessment* ..... *47*
*Residential and visual amenity* ..... *48*
*Flora and fauna assessment* ..... *49*

*Possible Aboriginal scarred tree* ..... *50*

*Deletion of Barry Drive link* ..... *50*

**4. ADEQUACY OF THE MAUNSELL STUDY: CRITICISMS BY SUBMITTERS ..... 51**

**5. ADEQUACY OF THE MAUNSELL STUDY: THE VIEW OF THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES ..... 58**

**6. OTHER TRANSPORT INQUIRIES IN THE ACT ..... 69**

*Tomorrow's Canberra (1970)* ..... *71*

*Canberra Short-term Transport Planning Study: Study Report (1977)* ..... *73*

*Metropolitan Canberra: Policy Plan [and] Development Plan (1984)* ..... *75*

*Gungahlin External Travel Study: Information Report [and] Having a Say: Report of a Community Consultation on the Gungahlin External Travel Study [1989]* ..... *77*

*Towards a More Sustainable Canberra: An Assessment of Canberra's Transport, Energy and Land Use (1991)* ..... *84*

*Gungahlin's Transport Links (1991)* ..... *85*

*Public Transport Options Study: Stage 3 Canberra Light Rail Implementation Study (1994)* ..... *88*

*Canberra at the Crossroads—A Way Out of the Transport Mess (1997)* ..... *90*

*A Very Public Solution – Transport in the Dispersed City (2000)* ..... *92*

**7. OTHER TRANSPORT INQUIRIES: THE GOVERNMENT'S RESPONSE ..... 95**

**8. OTHER TRANSPORT INQUIRIES: THE VIEW OF THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES ..... 100**

*Impressions of the transport studies* ..... *100*

*Major differences between the studies* ..... *101*

*Intertown public transport [IPT] routes* ..... *104*

**9. THE IMPACT UPON ARTERIAL ROADS OF PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION ..... 109**

*Northbourne Avenue* ..... *110*

*Barton Highway and Gungahlin Drive* ..... *111*

*Gundaroo Road and William Slim Drive* ..... *111*

*Ellenborough Street* ..... *113*

*Ginninderra Drive* ..... *113*

*Haydon Drive* ..... *114*

*Belconnen Way* ..... *114*

*Barry Drive, Clunies Ross Street and Marcus Clarke Street* ..... *115*

*Macarthur Avenue, Wakefield Avenue and Limestone Avenue* ..... *115*

*Caswell Drive* ..... *116*

*William Hovell Drive* ..... *118*

*Parkes Way* ..... *119*

*Glenloch Interchange and Tuggeranong Parkway* ..... *119*

**10. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION, TAKING ACCOUNT OF THE DESIRABILITY OF IMPROVING THE USE OF PUBLIC TRANSPORT AND OTHER NON-CAR MODES OF TRANSPORT ..... 120**

**11. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF THE DESIRABILITY OF REDUCING THE NUMBER OF VEHICLES NEEDING TO TRAVEL BETWEEN GUNGAHLIN AND SOUTHERN DESTINATIONS ..... 127**

**12. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF THE DESIRABILITY OF SITING AN EASTERN RING ROAD FROM GUNGAHLIN AND THE BARTON HIGHWAY TO OTHER PARTS OF CANBERRA VIA AN UPGRADED MAJURA ROAD ..... 129**

*Majura Road* ..... *129*

*A ring road from the Barton Highway via Gungahlin to Majura Road* ..... *131*

**13. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF A COST BENEFIT ANALYSIS OF THE TWO OPTIONS FOR THE ROUTE, TO THE EAST AND WEST OF THE AIS ..... 134**

*The MS* ..... *134*

*ACT government* ..... *135*

*ACT transport studies* ..... *137*

*Submissions* ..... *138*

*The committee's view* ..... *146*

**14. ANY OTHER RELATED MATTER ..... 149**

*A western ring road around Canberra* ..... *149*

*Role of the Commonwealth Government* ..... *149*

**15. CONCLUSION ..... 151**

**APPENDIX—SUBMISSIONS TO THE INQUIRY ..... 152**

**LIST OF REPORTS BY THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES IN THE FOURTH ASSEMBLY ..... 180**

**DISSENT BY MR CORBELL MLA ..... 182**

Figures and Tables Page

**Figure 1**: Future road network planned improvements……..11

**Figure 2**: Potential road corridors……...14

**Figure 3**: JDP Route Option 1……25

**Figure 4**: JDP Route Option 1A……26

**Figure 5**: JDP Route Option 1B……27

**Figure 6**: JDP Route Option 2 West……..28

**Figure 7**: JDP Route Option 2 East……29

**Figure 8**: JDP Route Option 3……30

**Figure 9**: JDP Corridor Route Option 3A……..31

**Figure 10**: JDP Corridor Route Option 3B……32

**Figure 11**: JDP Corridor Route Option 3C……33

**Figure 12**: Belconnen Route Option 4 West……..34

**Figure 13**: Belconnen Route Option 4 East……35

**Figure 14**: Belconnen Route Option 4……36

**Figure 15**: Majura Route Option 5……37

**Figure 16**: Option 4+5……38

**Table 1**: Maunsell's cost estimates of the options……..20

**Table 2**: Capital costs of the two options for Gungahlin [Conservation Council]…..91

**Table 3**: Extracts from submissions re an appropriate transport strategy for ACT...120

**Table 4**: Estimated costs of Option 1A (by Maunsell McIntyre P/L)……135

**Table 5**: Extracts from submissions expressing a view about an eastern or western alignment……139

## Inquiry terms of reference

(1) That the Standing Committee on Urban Services[1] inquire into and report on proposals for the Gungahlin Drive extension (John Dedman Parkway) taking account of:

(a) the Maunsell Study, particularly regarding the adequacy of the preliminary assessment and whether further environmental assessment of the proposed route is required, and the Government's response;

(b) other transport inquiries and studies held in the ACT, and the Government's response;

(c) the impact of the proposals on arterial roads;

(d) the desirability of improving the use of public transport and other non-car modes of transport;

(e) the desirability of reducing the number of vehicles needing to travel between Gungahlin and southern destinations;

(f) the desirability of siting an eastern ring road from Gungahlin and the Barton Highway to other parts of Canberra via an upgraded Majura road;

(g) a cost-benefit analysis of the two options for the route of the Gungahlin Drive extension (John Dedman Parkway), to the east and west of the Australian Institute of Sport; and

(h) any other related matter;

(2) That the Government not proceed with proposals for the draft Variation to the Territory Plan for the Gungahlin Drive extension (John Dedman Parkway) until the Standing Committee on Urban Services has presented its report and the Government has tabled its response to the Committee's report in the Assembly.[2]

[Resolution of the Legislative Assembly on 21 April 1999]

[1] On 25/11/99 the committee was renamed 'Standing Committee on Planning and Urban Services'.
[2] The terms 'John Dedman Parkway' and 'Gungahlin Drive extension' refer to the same proposed road.

## 1. BACKGROUND

1.1. This report by the Standing Committee on Planning and Urban Services originated in a resolution of the Territory's parliament on 21/4/99. The text of this resolution is reproduced at the front of this report. Each term of reference (as set out in that resolution) is addressed in this report:

- chapters 2-5 deal with the first term of reference [the Maunsell Study];
- chapters 6-8 deal with the second terms of reference [transport inquiries in the ACT];
- chapters 9-12 deal with three other terms of reference;
- chapters 13 deals with the reference to a cost-benefit analysis of the east and west options for routing the Gungahlin Drive extension;
- chapter 14 deals with other related matters; and
- chapter 15 is the conclusion.

1.2. In May 1999 the committee placed advertisements in the local media inviting public comment. Further advertisements were placed after this date to keep the public informed about progress of the inquiry.

1.3. The original deadline for receipt of submissions was July 1999 but this was extended in view of the considerable public interest. The committee eventually decided to accept submissions indefinitely.

1.4. 910 submissions were received. These are listed in the **Appendix** under the name of their author (in alphabetical order), along with the following information:

- number of the submission (each submission was given a number when it was received in the Committee Office of the Legislative Assembly)
- suburb in which the author lives
- whether the submitter expressed support for the Gungahlin Drive extension
- if so, did the submitter express a preference for the eastern or western alignment
- whether the submitter expressed support or otherwise for a proposed link to Barry Drive
- whether the submitter called for further, or other, road options to be considered.

1.5. There are several interesting general observations to be made about the submissions. One is the great number of submissions (the highest ever received during an inquiry by a committee of the Territory's parliament). The second is that many were lodged by email. A third is that many of these e-mail submissions did not include the street address of the author. While a street address (along with a clear signature) is normally expected, it is in the nature of e-mail submissions that a street address is unlikely to be provided. The committee adopted the practice of accepting such submissions whilever the name was clear and the address not unreasonable.

1.6. Some of the cards addressed to the committee following a public meeting of 'Save the Ridge' on 23/8/99 also did not contain addresses. Again, the committee accepted them as submissions whilever the author's name and message were clear.

1.7. A fourth observation about the submissions is that sometimes the committee received more than one piece of written material from the same person. The further material was treated as a supplementary submission and listed in alphabetical order after the author's name (a, b, c, etc).

1.8. A fifth observation is that some submitters provided written material in both a personal capacity and as member of an organisation. Such material was treated as two separate submissions.

1.9. Five petitions were lodged during the inquiry. The committee accepted them at face value and did not check signatories in any way. They were from:

- 'Save the Ridge' dated 31/8/99, signed by Dr McGrath and Dr Tanner, attaching a petition signed by 509 people opposing 'the proposed eastern extension of the Gungahlin Parkway through O'Connor Ridge'

- 'Save the Ridge' dated 17/12/99, signed by Ms Murphy for Dr Tanner, attaching the same petition signed by 611 people

- Dr Tanner and Ms Caton dated 16/7/99 attaching a similar petition signed by 448 people[3]

- Dr Groves and Dr McGrath dated 6/7/99 attaching a petition signed by 165 people expressing 'our strong objection to any proposed extension to the Gungahlin Parkway which would compromise O'Connor Ridge'[4]

- Ms James (received 21/7/99) and 23 other signatories opposing the Gungahlin Drive extension.[5]

[3] Submission No.117.
[4] Submission No.41.
[5] Submission No.149.

1.10. Many submitters asked to be heard at public hearings. While the committee tried to meet these requests, it proved impossible to hear everyone who asked. At six public hearings in March, April and May 2000, the committee was addressed by 53 people—all but five of whom represented community and business organisations.

1.11. A full list of those who addressed the committee appears at the end of this chapter.

1.12. The public hearings were recorded by the Assembly's Hansard Office which then produced a transcript. It amounts to 272 pages. References to the transcript in this report are followed by the date of the public hearing and relevant page number.

1.13. The committee authorised the publication of all written and oral evidence. This included supplementary material arising out of the public hearings, such as the written replies of the Minister for Urban Services to the committee's request for additional information. The Committee Office of the Legislative Assembly may be contacted for copies of the evidence (ph: 02—6205 0127).

1.14. Key dates in the conduct of the inquiry are shown below.

- 21/4/99: inquiry initiated by the Legislative Assembly
- 15/5/99 and 18/5/99: the committee placed advertisements in the local media inviting public comment, with submissions closing on 16/7/99
- 24/7/99 and 3/8/99: further advertisements in the local media stating that the committee would continue to accept submissions up to the end of August 1999
- 18/9/99 and 21/9/99: more advertisements in the local media stating that submissions would continue to be accepted (indefinitely) and that public hearings would commence in the first quarter of 2000
- 21/10/99: the Legislative Assembly directed the committee to take into account a petition relating to the proposed extension of Gungahlin Parkway (on the eastern side)
- 5/2/00 and 8/2/00: advertisements in the local media stating that public hearings would take place on 24/3/00, 31/3/00 and 7/4/00—and asking people who wished to address the committee at these public hearings to contact the committee secretary
- 11/3/00 and 14/3/00: advertisements informing the public that an additional public hearing would take place on 5/5/00 and inviting interested persons to contact the committee secretary
- 15/3/00: the committee wrote to people who lodged submissions to the inquiry in 1997-98 by this committee's predecessor (the Standing Committee on Planning and Environment) into issues involving Gungahlin Drive and especially Ginninderra Drive/Mouat Street, Lyneham—and invited them to lodge

submissions to the current inquiry by the Standing Committee on Planning and Urban Services

- 24/3/00: first public hearing
- 31/3/00: second public hearing
- 7/4/00: third public hearing
- 5/5/00: fourth public hearing
- 11/5/00: Minister for Urban Services provided supplementary information requested by the committee on 24/3/00
- 12/5/00: fifth public hearing
- 16/5/00: committee wrote to the Minister for Urban Services for further information, which was provided on 29/5/00
- 19/5/00: sixth public hearing
- 12/6/00: the committee, while in Perth in connection with another inquiry, met informally two people with detailed knowledge of Canberra's transport planning: Professor Newman (joint author of *Towards a More Sustainable Canberra*, 1991) and Mr Prattley (former head of the National Capital Authority)
- 3/8/00: members of the committee inspected the proposed route of the Gungahlin Drive extension
- 7/8/00: the committee inspected the new Brisbane busway route and held informal discussions with Queensland government and Brisbane City Council transport officials about bus priority measures
- 26/9/00: Minister for Urban Services provided the *John Dedman Parkway Preliminary Fauna Overpass Study*, prepared for the Department of Urban Services by SMEC Australia Pty Limited (May 2000)
- 6/11/00: Chief Minister Gary Humphries MLA announced the government's decision to drop the Barry Drive link from the eastern alignment of the Gungahlin Drive extension.

1.15. The following persons/organisations appeared at the six public hearings (listed in alphabetical order under each hearing day):

FRIDAY 24/3/00

*ACT government:*

— Mr Thompson (chief executive, Department of Urban Services), Mr Hawkins (executive director, Planning and Land Management branch of

DUS), Mr Adams (manager, Structural Planning and Design, PALM) and Mr Isaks (Territory Planning Branch, PALM)

*Conservation Council*:
— Ms Davies (director), Ms Richards and Dr Mees (lecturer, Urban Planning Program, University of Melbourne)

FRIDAY 31/3/00

*'Bruce Woodlands'/Fern Hill Joint Venture:*
— Mr McFadden (manager, Fern Hill Park Venture) and Mr Purdon (director, Purdon Associates)

*O'Connor Ridge Parkcare Group*:
— Ms Rowland (coordinator) and Dr Wasteneys

*Master Builders Association:*
— Mr Pinter (president) and Mr Dawes (executive director)

FRIDAY 7/4/00

*Aranda Residents' Group:*
— Mr Kovacic (chairman) and Ms Moten (secretary)

*Better Public Transport*
— Mr Connor (convenor)

*Bruce Precinct Association including the Australian Institute of Sport, ACT Academy of Sport, Brumbies, Fern Hill Park Venture, Bruce Stadium, Bruce CIT:*
— Mr Norris (president of the Bruce Precinct Association and manager of the ACT Academy of Sport), Mr McFadden (manager, Fern Hill Park Venture), Mr Hobson (director, Sport and Business, Australian Institute of Sport), Mr Potter (general manager, Bruce Stadium), Mr O'Leary (general manager, Corporate Services, Canberra Institute of Technology), Mr Sinderberry (general manager, ACT Rugby Union) and Mr Purdon (director, Purdon Associates)

*Friends of Aranda Bushland*:
— Ms Geue (convenor) and Mr Kelly (secretary)

*North Canberra Community Council and Watson Community Association, Downer Community Association and Turner Residents Association:*
— Miss Davey (chair, North Canberra Community Council and Treasurer, Watson Community Association), Mr Satrapa (convenor, Downer Community Association) and Mr Key (representative of Turner Residents Association)

FRIDAY 5/5/00

Mr Bell, accompanied by Mr Thompson and Ms Smaglinski (members of Pedal Power ACT Inc.)

*Gungahlin Community Council:*
— Mr Gower (president)

*'Planning the ACT Together' [PACTT]:*
— Mr Horscroft (representative, PACTT; and member, Belconnen Community Council) and Mr Robinson (delegate, PACT; and member, Lyneham O'Connor Residents Association)

*'Residents of Adjoining Suburbs Taking Interest in Nature Reserve Governance' [ROASTING Inc]:*
— Mr Bell (convenor), Ms Geue (committee member, ROASTING), Mr Crockford (O'Connor Park Care Group), and Mr Goddard (member, ROASTING)

*'Save the Ridge'*:
— Dr Tanner (chairman), Ms Murphy (secretary) and Mr Bagnall (public officer)

FRIDAY 12/5/00

*Australian Conservation Foundation:*
— Ms Richards (convenor, Canberra Branch) and Ms Maxwell (member)

*Bus and Coach Association(NSW), Canberra Region Branch:*
— Mr Cooper (honorary secretary)

*Belconnen Community Council:*
— Mr Evans (chair)

*Canberra International Airport:*
— Mr McCann (development and freight manager)

*Lyneham O'Connor Residents Association [LORA]:*
— Mr Savage (committee member)

Mr Mahon

*North Canberra Community Council and Watson Community Association, Downer Community Association and Turner Residents Association [continued from 12/5/00]:*

— Miss Davey (chair, North Canberra Community Council; and Treasurer, Watson Community Association), Mr Satrapa (convenor, Downer Community Association) and Mr Key (member, Turner Residents Association)

Mr Palmer

*Youth Hostel Association NSW:*

— Mr Wardle (Vice-President, Youth Hostels Association), Ms Johnson (manager, Canberra YHA) and Mr Major (manager, Canberra YHA)

FRIDAY 19/5/00

*ACT Government: PALM:*

— Mr Hawkins (executive director), Mr Adams and Mr Isaks

*Pedal Power ACT Inc:*

— Mr Rees (lobbying coordinator) and Mr Gemmell (member, Pedal Power ACT and 'Save the Ridge')

Mr Rees

Mr Wensing (planning consultant).

## 2. THE MAUNSELL STUDY

2.1. The *John Dedman Parkway: Preliminary Assessment* (October 1997)—also known as the Maunsell Study [MS] or Preliminary Assessment [PA]—was prepared 'by a team led by Maunsell Pty Ltd for the Department of Urban Services in relation to a proposal to investigate the need for, and the recommended route for, the future John Dedman Parkway'.[6]

2.2. The MS consists of an *Executive Summary* and eight *Working Papers* dealing respectively with traffic forecasts (*Working Paper 1*), route options (2), traffic operations (3), flora and fauna (4), heritage (5), community consultation (6), noise assessments (7) and air quality (8).

2.3. The MS took into account the relevant provisions of the National Capital Plan, the Territory Plan, the Bruce Precinct Masterplan, the 1989 Gungahlin External Travel Study [GETS], the 1991 report of the Parliamentary Joint Committee [PJC] hearing into GETS, the response of the federal and territory governments to the PJC report, and subsequent Local Area Traffic Management [LATM] and other studies in north Canberra.[7]

2.4. The MS was based on community consultation involving a public meeting on 20/11/96, four workshops, a half-day field excursion on 14/6/97, circulation of four newsletters and distribution of two surveys.[8]

2.5. The MS assessed the need for a JDP by way of examining the 'base case' scenario involving *no* new transport corridor to Gungahlin:

> The approach to determining need for the JDP involved an assessment of the likely improvements in capacity which would take place independently of any JDP links. This assessment formed the Base Case. If the Base Case model results indicated acceptable levels of congestion on arterial roads and no significant increases in through traffic in residential suburbs, this would imply that a future route such as the JDP may not be needed, or may be an alternative to other assumed future road upgrades.[9]

### The Base Case

2.6. The MS stated that:

> The Base Case traffic assignment was done on the following basis:
>
> - metropolitan population of 500,000;
> - Gungahlin population of 110,000;

---

[6] PA *Executive Summary* first page.
[7] PA Working Paper 2 *Route and Other Options*, 3.
[8] PA *Executive Summary* xxvii.
[9] PA Working Paper 3 *Traffic Operational Assessment*, 6.

- modal split 20% [i.e., 20% of travel by public transport];
- car occupancy 1.25; and
- road network improvements as [follows:]

  1. Federal Highway duplication from the border to Stirling Avenue (by 2001)

  2. Barton Highway duplication from Bellenden Street to Northbourne Avenue

  3. Majura Parkway: two lanes in each direction to an extended Northcott Drive, and on to Fairbairn Avenue

  4. Northbourne Avenue: three lanes in each direction between Barton Highway and Antill Street as well as left turn lanes

  5. Fairbairn Avenue duplicated from Limestone Avenue to Pialligo Avenue

  6. Pialligo Avenue duplicated from Eastern Parkway to Glenora Drive (RAAF Base entry)

  7. Morshead Drive duplicated between Eastern Parkway (Dairy Road) and new roundabout

  8. Constitution Avenue duplicated over its full length to Northcott Drive, and thence to a new intersection (roundabout) with Morshead Drive

  9. Russell Drive: no longer a through route, it will provide access to offices east of Kings Avenue and Blamey Square

  10. Parkes Way: three lanes in each direction between Glenloch Interchange and Edinburgh Avenue

  11. Lanyon Drive duplicated to Monaro Highway from Canberra Avenue

  12. William Hovell Drive duplicated from Bindubi Street to Drake Brockman Drive

  13. Caswell Drive duplicated between Belconnen Way and William Hovell Drive

  14. William Slim Drive duplicated from Barton Highway to Ginninderra Drive

  15. Clarrie Hermes Drive: one lane in each direction between Kellaway Crescent and Barton Highway (opposite Kuringa Drive)

  16. Gundaroo Drive duplicated between Mirrabei Drive and Barton Highway

  17. Gungahlin Drive duplicated between Lexcen Avenue and Barton Highway

  18. Horse Park Drive duplicated between northern Amaroo distributor and Federal Highway

  19. Nudurr Drive: linked through between Gundaroo Drive and Gungahlin Drive (with one lane in each direction)

  20. Flemington Road: remains as is adjacent to EPIC, possibly with Intertown Public Transport [IPT] route added

  21. Sandford Street extended east, one lane in each direction, from Flemington Road to Federal Highway (opposite Antill Street)

22. Wells Station Road duplicated from Flemington Road to Gungahlin Drive

23. Glenloch Interchange: full grade separation.[10]

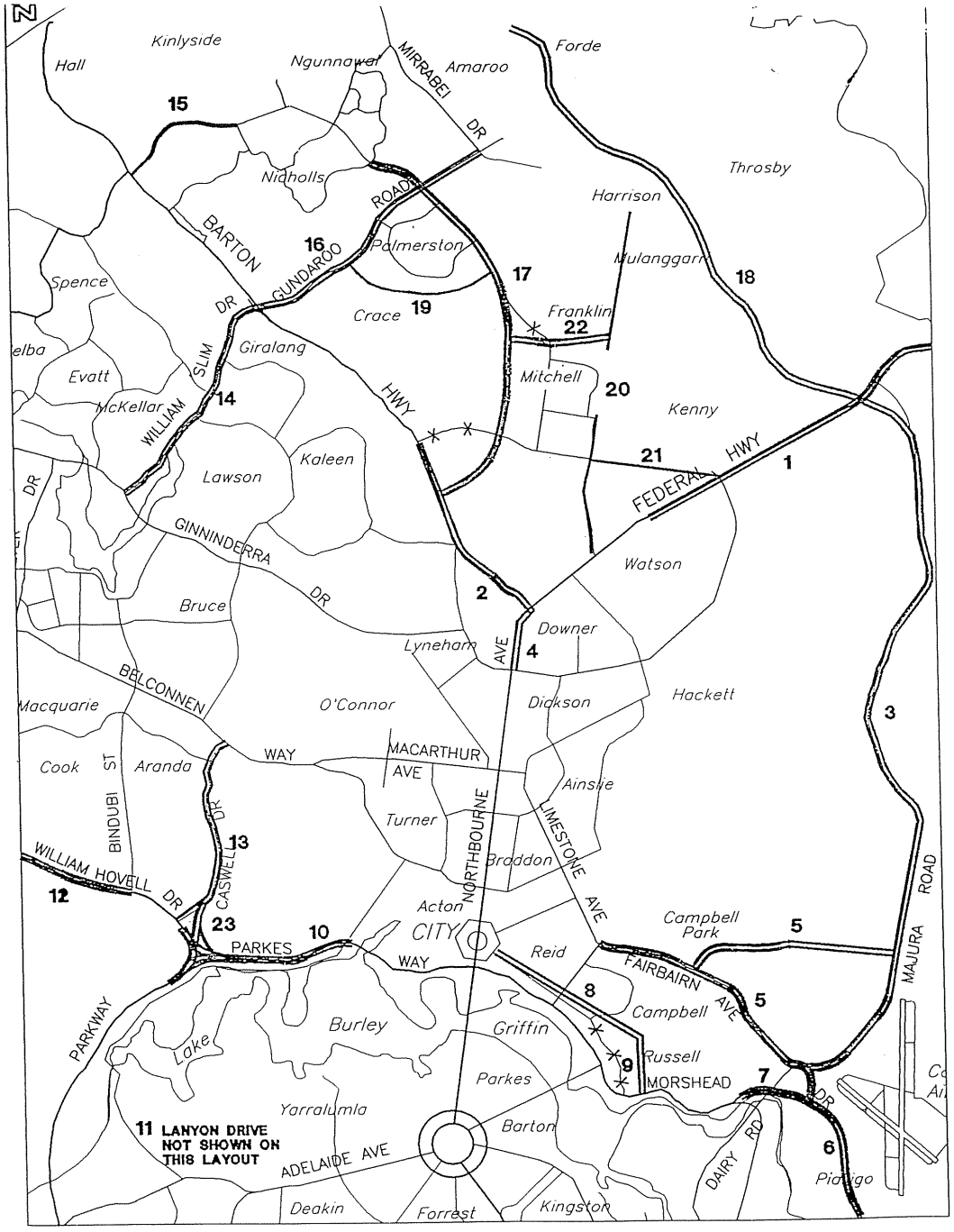
2.7. The future road works outlined above were provided to Maunsell by the Planning and Land Management Group of DUS. The numbering and listing of the above roads 'does not indicate a priority listing'.[11] The roads are shown in Figure 1.

## Assessment of the Base Case

2.8. In relation to traffic forecasts of the Base Case, the MS found that:

- All of the major arterial roads are operating at capacity
- There is considerable diversion of through traffic from the congested main roads to residential roads and to roads remote from the most direct route…
- The greatest travel costs per trip are imposed on Gungahlin residents compared to all other districts in Canberra[12]
- Major arterials in northern Canberra experiencing delays during the main peak period. These arterials included Northbourne Avenue, Belconnen Way, Barry Drive, Ginninderra Drive and Barton Highway
- As a consequence, there would be higher user costs, noise impacts and more accidents
- The increase in delay on the major routes resulted in increased traffic on local roads as they were increasingly used to bypass the congested arterials. Those neighbourhoods experiencing this traffic infiltration included Kaleen, Giralang, Lyneham, Turner, O'Connor, Ainslie, Braddon, Dickson, Watson and Downer
- The social impact of this reduced infiltration would be reduced safety, delays in joining distributors and at intersections, and increases in noise and air pollution
- An analysis of average trip costs for all Canberra regions shows that for the Base Case, Gungahlin residents would be subject to the highest costs. There is thus a lack of social equity in the Base Case
- Doing nothing about the JDP or equivalent also prolongs the uncertainty of future planning of Gungahlin and Bruce.[13]

[10] PA *Executive Summary*, 41 and 45.
[11] Ibid., 41.
[12] PA *Working Paper 1*, 43.
[13] PA *Executive Summary*, 428-9.




**John Dedman Parkway Preliminary Assessment**

**Maunsell**

ACT DEPARTMENT OF URBAN SERVICES

DATE/TIME MODIFIED 13/10/1997

FIGURE 1:

**FUTURE ROAD NETWORK PLANNED IMPROVEMENTS**

## Planning considerations

2.9. In relation to the National Capital Plan [NCP], the MS stated:

> The NCP specifically identifies arterial and national roads as key elements in the structure of Canberra over which the Plan has specific jurisdiction. The *General Policy Plan*… shows the JDP as one of the peripheral parkways between Belconnen and North Canberra… [with] connections to both Barry Drive and Caswell Drive.
>
> The Australian Institute of Sport [AIS] is National Land but not part of the designated area…
>
> The NCP also defines policies for the Inner Hills areas through part of which the future JDP is aligned. This area is a Designated Area under the Plan. As such, any uses of these areas are subject to special conditions. However, the range of permitted uses includes a road, pathway and public utility corridor.[14]

2.10. In relation to the Territory Plan, the MS stated:

> This Plan shows a corridor for the JDP with connections to both Barry Drive and Caswell Drive… The policies relating to hills, ridges and buffer areas indicate a road as a permitted use but subject to a Preliminary Assessment under the Land Act.[15]

2.11. In relation to Bruce Precinct Master Planning, the MS noted that:

> The Bruce precinct includes all the land bounced by Ginninderra Drive, the eastern boundary of the Australian Institute of Sport [AIS], the northern boundary of Bruce Ridge and Haydon Drive. It also includes Calvary Hospital, Canberra Institute of Technology [CIT], Radford College, University of Canberra, Fernhill Park and the Australia Technology Centre…
>
> The AIS Master Plan… [shows] the JDP to east of the site; the Intertown Public Transport [IPT] route entering the precinct along Battye Street and passing to the south of the site on the edge of Bruce Ridge and on through the gully between Bruce Ridge and O'Connor Hills; major development, including parking structures, between Braybrooke and Leverrier Streets; additional road access to the site from the Parkway, and a possible extension to Braybrooke Street connecting to Ginninderra Drive.[16]

2.12. In relation to the Gungahlin External Traffic Study [GETS] and the Parliamentary Joint Committee report [PJC], the MS noted:

> The GETS 1989 Study identified a need for JDP but recommended that it be the subject of detailed environmental impact assessment.
>
> Subsequent consideration by the PJC (1991) produced recommendations on a range of issues including:

---

[14] PA *Working Paper 2*, 3 and 6.
[15] Ibid, 6 and 9.
[16] Ibid., 9 and 11.

—the Commonwealth and Territory governments jointly and separately (where appropriate) develop and implement… measures… such as limiting employment growth in Civic to limit the number of vehicles travelling between Gungahlin and Civic or other southern destinations; and

—the Commonwealth government's long-term strategy for office location be amended to give priority to the development of additional office space in Gungahlin as well as in Tuggeranong and Belconnen

—undertake Local Area Traffic Management [LATM] studies and subsequent works to avoid adverse traffic impacts on North Canberra

—upgrade William Slim Drive between Barton Highway and Ginninderra Drive

—provision not be made for JDP East[17]

—a detailed EIS be carried out for the JDP Community Option and JDP West Option.[18]

The federal and ACT governments responded to the PJC recommendations as follows:

- A major public transport options study was undertaken
- A series of LATM studies of the North Canberra suburbs were undertaken and a series of works put in place
- The EIS requested has commenced with this Preliminary Assessment being commissioned
- The section of a future JDP between Barry Drive and Clunies Ross Street (east of the Australian National Botanic Gardens) has been removed from the NCP… It is intended that this section of the "R" overlay on the Territory Plan (indicating an area subject to review) will also be removed.[19]

## Potential Gungahlin road corridors

2.13. The potential road corridors considered by the MS are shown in Figure 2:

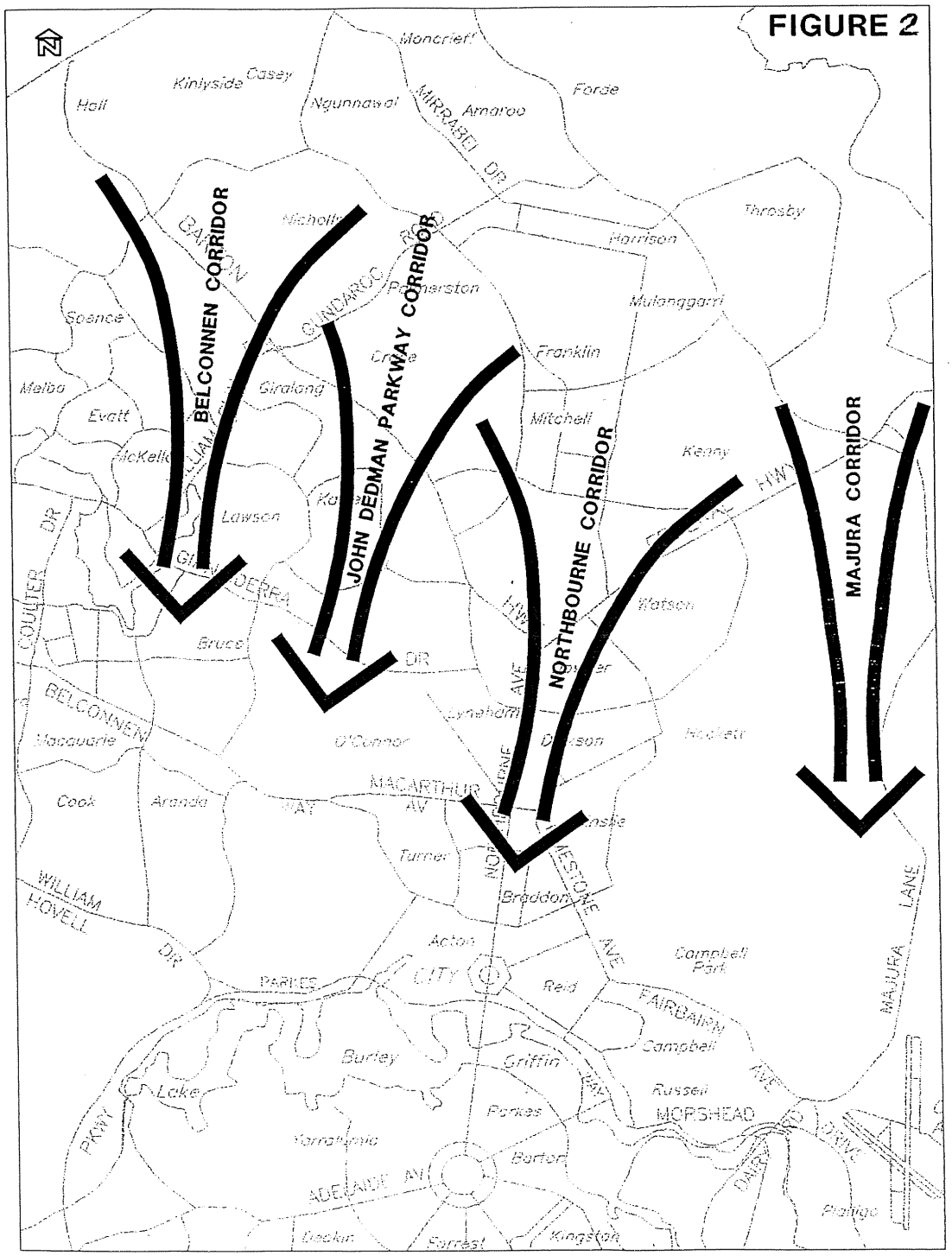
The transportation corridors considered in this study were aimed at catering for the demand for travel from Gungahlin to areas to the south, parts of Belconnen to the City, and external traffic from the Barton Highway to the City and the south. There were four broad corridors which appear to have some potential to accommodate these travel demands:

*JDP Corridor*: between Barton Highway at Gungahlin Drive in the north to Barry Drive and Caswell Drive in the south. This corridor is identified on both the National Capital and the Territory Plans.

*Belconnen Corridor*: from the intersection of William Slim Drive with the Barton Highway, south through the existing roads of Belconnen, to William Hovell Drive, Parkes Way and Tuggeranong Parkway.

---

[17] This term is defined later in this chapter, as well as in chapter 6.
[18] These terms are also defined later in this chapter, as well as in chapter 6.
[19] PA *Working Paper 2*, 11 and 15.




**Maunsell**

John Dedman Parkway Preliminary Assessment

**POTENTIAL ROAD CORRIDORS**
- **BELCONNEN**
- **JOHN DEDMAN PARKWAY**
- **NORTHBOURNE**
- **MAJURA**

*Majura Corridor*: an eastern route around Mt Majura, via Majura Road, connecting the city via Northcott Drive (extended to Majura Road) and Fairbairn Avenue and to Woden/Tuggeranong via Monaro Highway.

*Northbourne Corridor*: a direct north-south route down Northbourne Avenue from the Barton and Federal Highways to Civic.[20]

## Assessment of the corridors

2.14. The following assessment of these corridors was made by the MS:

*The Belconnen corridor* has a number of constraints that relate to existing developments, but these are all capable of engineering solutions…

[However, the Belconnen corridor] imposes severe impacts on existing residential areas abutting it. Residents can rightly claim that all plans previously suggested that these impacts would be shared by the construction of the JDP…

The impacts on the existing built environment, ie the residences of Belconnen and North Canberra, are significantly greater with the Belconnen corridor when compared to the other options.

The fact that *the JDP* is effectively on the desire line of the major travel demand to the Central Area, while other corridors are on the desire lines for other major destinations, gives a good spread of demand across the three corridors.

The JDP corridor will have an adverse impact on some of the woodland areas of Bruce Ridge and the southern part of O'Connor Hills.

The JDP corridor poses no difficult engineering problems except possibly [at] its western option through the AIS where difficulties with connections to, or avoidance of, local roads are likely to be experienced.

The JDP corridor spreads the traffic loads across the [other] corridors but impacts on the natural environment where it crosses Bruce Ridge to either Barry Drive or Caswell Drive.

Removal of the JDP corridor places very heavy traffic loads on the other corridors…

*The base case network* [which includes the Northbourne Avenue corridor] poses serious environmental and amenity issues…[21]

The Northbourne Corridor with its role as one of the National Capital approaches is severely constrained by its urban design characteristics.[22] Its main features are residential and commercial development with controlled setbacks and building heights, a wide grassed and planted median and formal kerb lines.[23] Put simply, there is **no** potential to widen it or introduce design changes which could add to its capacity beyond the Base Case without significantly altering the urban design theme to an unacceptable degree. Any such changes are of considerable concern to the National Capital Authority….

---

[20] PA *Executive Summary*, 113.
[21] PA *Executive Summary*, xxv-xxvi [italics added].
[22] Ibid., 137
[23] PA *Working Paper 2*, 16.

> There is very limited potential to further develop Northbourne Avenue as a major traffic route.[24]
>
> *The Majura corridor* has few constraints or difficulties…[25]

## 14 specific route options

2.15. After considering constraints on possible route options and after taking into account 'the deliberations of the workshop groups in the public consultation' process, the MS identified 14 specific route options within the four broad corridors.[26] These are described below, along with a map of each specific option (see the end of this chapter).

> Option 1… is a variation on the "community" option from the GETS Study. In general, it commences as a cross road directly opposite Gungahlin Drive and follows the general curve of the borders of Kaleen at a distance of about 150-200m from the rear boundaries of these properties. It then diverges to the east to cross Ginninderra Drive to the east of the regional drain. From this point it is located as far to the west of the AIS site as can be achieved with the road geometry constraints, and close to Fernhill Park… [The road] would follow the terrain as closely as possible but would still result in a cutting to the east of Calvary Hospital and the Bruce TAFE in the southern part of the alignment, and a small cutting between Ellenborough Street and the Barton Highway….
>
> [It would comprise a] four lane divided road from the Barton Highway/Gungahlin Drive intersection to cross Ginninderra Drive with an at grade, signalised intersection… There is no connection to Ellenborough Street
>
> Option 1: JDP to the west of the AIS connecting to Caswell Drive and to Barry Drive. … South of… [Battye Street] the road splits to become two single carriageways with one lane in each direction. The western link connects to Caswell Drive and the eastern link connects to Barry Drive… via a signalised, at grade intersection at Belconnen Way between Barry Drive and Dryandra Street. The connection to Barry Drive is via an underpass for the Northbourne traffic and a merge for the southbound traffic [Figure 3].
>
> Option 1A: JDP to the west of the AIS connecting to Caswell drive only… [via] a signalised intersection. There is no connection to Ellenborough Street or to Battye Street [Figure 4].
>
> Option 1B: JDP to the west of the AIS connecting to Barry Drive only [Figure 5].
>
> Option 2… has been developed from the Lyneham-O'Connor Residents' Association [LORA] proposal. The intent of this option is to replace Ginninderra Drive between the AIS and Ellenborough Street by a road connecting Ginninderra Drive to the intersection of Ellenborough Street and the Barton Highway and to close Ginninderra Drive east of the Parkway intersection. The primary purpose of this connection is to reduce the extent of through traffic in Lyneham, Turner and O'Connor… Both Ellenborough Street and the Barton Highway east of Mouat Street form T-intersections with the JDP… [and are controlled by] signalised intersections.

---

[24] PA *Executive Summary*, 137 [italics added].
[25] PA *Executive Summary*, xxv-xxvi [italics added].
[26] PA *Working Paper 2*, 40.

Option 2W: JDP to the west of the AIS connecting to Caswell Drive… with Ginninderra Drive cut at Tucker Street [Figure 6].

Option 2E: JDP to the east of the AIS connecting to Caswell Drive… with Ginninderra Drive cut at Tucker Street [Figure 7].

Option 3… is the JDP East option as reported on in the GETS Study. This route again commences at the intersection of the Barton Highway and Gungahlin Drive and travels southwards passing to the eastern side of the power line easement. The route stays on the eastern side of the power lines until it nears the grassed carpark of the AIS… [The three variations of this option] were refined from those which originated in the GETS Study to locate the routes as close as possible to the power line easement thus reducing the spatial requirements of the road and electricity easement… [It involves a] four lane divided road from the Barton Highway/Gungahlin Drive intersection to cross Ginninderra Drive with an at grade signalised intersection.[27] ..[Also,] a pedestrian/cycleway underpass near Bruce Stadium and a pedestrian/cycleway overpass near O'Connor Hills/Bruce Ridge are required… [and there needs to be altered access to Canberra Motor Village].[28]

[The road would be] an 80 kph arterial road which usually requires grades of 6% or less and curve radii more than 300m.[29]

Option 3: JDP to the east of the AIS connecting to Caswell Drive and to Barry Drive… [via] one lane in each direction. The western link connects to Caswell Drive with a link to Battye Street via a signalised intersection…[Figure 8]

Option 3A: JDP to the east of the AIS connecting to Caswell Drive only… [via] a signalised intersection… [and] no connection to Battye Street [Figure 9].

Option 3B: JDP to the east of the AIS connecting to Barry Drive only [Figure 10].

Option 3C: JDP to the east of the AIS connecting to Belconnen Way between Dryandra Street and Barry Drive with an interchange and to Barry Drive together with new west facing ramp from Clunies Ross Street to Parkes Way [Figure 11].

Option 4… [arose out of] the community consultation process… [and involves] the upgrading of a number of existing roads in Belconnen as a means of carrying traffic out of Gungahlin and Belconnen to City, the Central Area and destinations to the south… William Hovell Drive would also require upgrading work.

Option 4W: upgrade of Belconnen roads west from 4 to 6 lanes… [involving] Gundaroo Drive, William Slim Drive, a new section of Aikman Drive between Lawson and Lake Ginninderra, the existing Aikman Drive, Eastern Valley Way and Bindubi Street [Figure 12].

Option 4E: upgrade of Belconnen roads east from 4 to 6 lanes… [involving] Gundaroo Drive, William Slim Drive, Baldwin Drive, Haydon Drive and Caswell Drive [Figure 13].

Option 4: upgrade of Belconnen roads east and west from 4 to 6 lanes [Figure 14].

Option 5: upgrade of Majura Road from 4 to 6 lanes. [This road] links the Federal Highway and Horse Park Drive via the Majura Valley to Pialligo and to destinations to the south via the Monaro Highway [Figure 15].

---

[27] PA *Working Papers 1* (18-38), *2* (22-37) and *3* (16).
[28] PA *Executive Summary*, xlviii-xlix.
[29] Ibid., 143.

> Option 4+5: upgrade of both Belconnen Roads and Majura parkway from 4 to 6 lanes [Figure 16].[30]

## Evaluation of these options on traffic grounds

2.16. The MS modelled traffic levels on these options and concluded:

> Option 3 attracts the most traffic to the JDP thereby maximising the usage of the road investment.
>
> Options 2 and 3 achieve similar and the highest reductions for traffic on… local roads affecting residents in both Belconnen and North Canberra. Mouat Street, an arterial road, is a special case with only a few residences actually fronting the road. With Mouat Street excluded, Option 3 achieves the highest reduction.
>
> Options 2 and 3 carry most traffic on the major roads thereby reinforcing the result that there is therefore less traffic on the local or residential street network.
>
> Options 4, 4W, 5 and 4+5 all result in greater total levels of through traffic on the local street networks than any of the JDP options. The JDP options in general achieve almost twice the reduction in traffic affecting local residents than any of the alternative options.
>
> The environmental capacity of residential roads is exceeded considerably fewer times with the JDP options than with the Base Case. Option 3 results in fewer roads with the environmental capacity exceeded than other options.
>
> Option 1 is of longer length than Option 3 and consequently does not attract the traffic levels of Option 3.
>
> All JDP options attract significant traffic volumes to the corridor and away from other areas.[31]

2.17. In relation to the 'traffic operational impacts' of these options, the MS concluded:

> All three variations on Option 1 achieve reasonable levels of traffic distribution and reduce traffic on the residential streets of North Canberra compared to the Base Case. This is even though Northbourne Avenue is operating at very high levels of congestion for all options…
>
> Option 2 tends to divert traffic from the streets to the west of Northbourne Avenue but attracts traffic to the residential streets to the east of Northbourne Avenue. Additional traffic loads are carried by William Hovell Drive…
>
> Option 3 and its variations show similar general traffic distribution characteristics to those displayed by Option 1…
>
> Option 4 results in higher levels of traffic on local roads in North Canberra and very significant increases in the north-south traffic routes of Baldwin Drive/Haydon Drive/Caswell Drive and William Slim Drive/Aikman Drive/Eastern Valley Way/Bindubi Street.

---

[30] PA *Working Papers 1* (18-38), 2 (22-37) and 3 (16).
[31] PA *Working Paper 3*, 17.

> Option 5 with its location to the extreme east primarily caters for traffic from the north and east of Gungahlin to the eastern and southern parts of the Central Area and beyond…[32]

2.18. In relation to 'the time, distance and cost savings when compared to the Base Case', the MS concluded that:

> Option 3C has the highest travel cost savings, indicating that it is generally the most efficient of the network options tested.
>
> Of all the complete options (viz connections to both Caswell Drive and Barry Drive for the JDP), Option 3 is the best.
>
> Options 1 and 2 have similar, but marginally lower, levels of travel cost savings showing that they also are relatively efficient networks.
>
> The estimate of traveller benefit on Option 3, or the other JDP options, is a very high one—so high that the project will have a very high benefit/cost ratio…
>
> Option 5, while an improvement over the Base Case, produces less than half the annual travel cost savings of any of the other complete corridor options.
>
> Options 4 and 4+5 produce significant benefits overall, which are similar to the travel cost savings associated with Options 1 and 2. They are, however, significantly less than for Option 3.[33]

2.19. The 'general conclusions' reached by the MS were that:

> *The Base Case would result in unacceptable traffic conditions in North Canberra and Belconnen. Even with the JDP, Gungahlin residents will have substantially lower average travel speeds compared to established areas of Canberra*.
>
> Options 3, 3B and 3C are generally the most effective road network options, providing the best protection for the residential areas of Belconnen and North Canberra. They also provide a network with the best overall efficiency…
>
> The other JDP options, while generally not as good as Option 3, are superior from a traffic infiltration perspective to either Option 4 or Option 5.
>
> Option 4 has the least satisfactory performance characteristics in terms of minimising traffic infiltration of all the options tested…
>
> It is probably inappropriate to compare Option 5 to the JDP options because Option 5 has a complementary role to the JDP. It can be seen that even with this road built as six lanes it is unable to attract sufficient traffic to justify the upgrade from four to six lanes. It serves the northern and eastern parts of Gungahlin while the JDP performs a similar role for the southern and western parts of Gungahlin and associated areas.[34]

---

[32] Ibid, 38
[33] Ibid., 44.
[34] Ibid., 55 [emphasis added].

## Evaluation of the options on environmental and other grounds

2.20. The MS narrowed the 14 route options down to five, based on 'the consultation process and other investigations… which would affect possible road alignments… [including] physical and other constraints'.[35] The five options were Option 1, Option 2W, Option 3, Option 4, and Option 5.[36] These options were assessed 'against a range of environmental and other performance criteria' with the following results:

> **Transport efficiency**
>
> *Option 3* was the most effective at removing traffic from residential streets. *Options 4, 5 and 4+ 5* [ie. combining Options 4 and 5] reduce traffic infiltration in the test areas by only a small amount when compared with the base case. The general level of improvement is about 10%…[37]
>
> A further measure of the traffic operational qualities of the options is the delay experienced by traffic exiting the individual suburbs… The analysis of signalised intersections shows significant delays for both side road and arterial traffic on William Slim Drive for *Options 4, 5* and *4+5*. *Option 4* severely disadvantages residents of Giralang, Cook and the western parts of Aranda and Kaleen. *Options 1, 2* and *3* will worsen the already difficult access to Caswell Drive for the residents of east Aranda.[38]
>
> **Cost estimates**
>
> [These comprise] earthworks and pavements, bridges and intersection costs [see Table 1]…

**Table 1: Maunsell's cost estimates of the options [$m]**[39]

| Cost element | Option 1 | Option 2 | Option 3 | Option 4 | Option 5 | Option 4+5 |
|---|---|---|---|---|---|---|
| **Earthworks & pavements** | 20.3 | 20.5 | 21.3 | 42.3 | 17.2 | 58.5 |
| **Structures** | 2.5 | 0 | 3.1 | 0 | 0 | 0 |
| **Intersections** | 1.8 | 2.0 | 1.4 | 3.4 | 3.2 | 3.2 |
| **Total** | **24.6** | **22.5** | **25.8** | **45.7** | **20.4** | **61.7** |

> **Socio-economic impact**
>
> [This involves] average trip length, trip time, trip cost and trip speed between the base case and Route Options 3 and 4 plus 5…
>
> In terms of social equity, Gungahlin residents are better off with *JDP Route Option 3.*

[35] PA *Executive Summary*, xxx.
[36] Ibid., xxx-xxxix.
[37] Ibid., xxxix [italics added in this quotation].
[38] Ibid., xliii.
[39] Ibid., xliii.

*Option 4+5* offers significant trip cost savings over the *base case* [but] the total of average savings is only 30% of the savings available for Option 3.[40]

**Traffic noise**

Noise attenuation measures will be required for *Options 1* and *4* and the effects of *Option 3* on some residential areas will need to be assessed at the design stage to determine whether noise barriers or mounding is required.[41]

**Residential amenity**

*The JDP route options* would result in some loss of amenity in parts of east Kaleen, O'Connor and east Aranda. However, this option would have a beneficial effect on traffic on local roads in suburbs such as west Kaleen, Giralang, McKellar, Cook, Macquarie, Emu Ridge, Bruce, Lyneham, Turner, Ainslie, Dickson, Downer, Watson, Braddon and future suburb of Lawson. The JDP route options would attract traffic away from the rat-run alternatives in North Canberra through local residential areas.

All suburbs or areas adjacent to upgraded roads forming part of *Option 4* would experience increased traffic. Specific areas of concern are Cook and Aranda adjacent to Bindubi Street, Giralang and Kaleen adjacent to Baldwin Drive and McKellar and Giralang adjacent to William Slim Drive.

In the case of *Option 5*, traffic through the Belconnen suburbs would be less than that of *Option 4 and the base case* but substantially more than for *Options 1, 2* or *3*…

**Visual quality**

*The JDP corridor* is perceived as open space… despite the presence of roads, fire trails and power lines… A landscape master plan is proposed as an integral part of any proposed road design concept which should involve the enhancement of the landscape quality of the corridor, consistent with its National Capital significance.

*Option 4* generally follows and widens existing roadways and will have the least adverse visual impact on the areas through which it passes, due to the route already being of a built up and developed character.

*Option 5* generally follows the existing Majura Road through the open grassland and rural landscape of the Majura Valley.

**Heritage**

There are no absolute constraints presented by the known cultural heritage resources within *Options 1, 2* and *3*…

The possible Aboriginal scarred tree (Bruce Ridge 2) potentially constitutes the greatest single impact to heritage values in the *JDP corridor*. All route options in this vicinity now avoid the tree.[42]

*Option 4* would be likely to have least impact on cultural heritage values.

---

[40] Ibid., xliii.
[41] Ibid., xliii-xliv.
[42] Ibid., xlv.

*Options 5* would be likely to have moderate and possible high impacts on cultural heritage values, including both European and Aboriginal heritage components.

**Flora and fauna**

The JDP Route *Options 1, 2* and *3* would pass through a number of areas which presently support native vegetation (Bruce and O'Connor Ridge) as well as smaller remnants of some significance…

Most of *Option 4* relates to the existing road verges which are largely planted with native or exotic species. There are three areas where native flora and fauna might be impacted. These are the possible future link from William Slim Drive to Aikman Drive, the Haydon Drive/Belconnen Way/Caswell Drive intersection, and where Gossan Hill Reserve meets Haydon Drive. The natural temperate grassland within the Belconnen Naval Station, the site for the future suburb of Lawson, is habitat for the endangered Golden Sun Moth.

The Majura Valley through which *Option 5* would run has been extensively cleared [but] some remnant woodland lies adjacent to the existing road alignment. Endangered ecological communities of natural temperate grassland and Yellow Box/Red Gum Grassy Woodland can be found nearby. The endangered Wrinklewort Daisy is known to grow here. As well, the threatened species - the Striped Legless Lizard and Eastern Lined Earless Dragon - are to be found.

Three endangered species, two vulnerable species and two endangered ecological communities… occur to an extent in *the JDP, Belconnen* and *Majura corridors*. Action Plans for these species and communities are currently being drafted.[43]

**Air quality**

[This is expected to be satisfactory on all options.]

**Geology, soils and water quality**

The construction of a future *JDP* would involve low depth cuttings similar in nature to those which already exist throughout Canberra and which are quite stable.

It would be expected that the upgrading of the existing roads in *the Majura* and *Belconnen corridors* would require minimal engineering works…

*All three JDP route options* sit in three major stormwater catchments. As all three start at local ridge lines that are presently unoccupied, undeveloped and in some cases, close to a natural state, water qualities could be expected to be close to pollution free.

*Option 4* stormwater catchments are, in large measure, part of the Ginninderra Creek catchment and most drain into Lake Ginninderra.

*Option 5* lies entirely in the catchment of the Woolshed Creek.

Accordingly, strong provisions would be made during any proposed roadway construction to manage local erosion and surface water and to provide for on-site treatment of stormwater flows.[44]

---

[43] Ibid., xlv-xlvi.
[44] Ibid., xlvi-xlvii.

## Conclusion reached by the MS

2.21. The final conclusion reached by the MS was that:

> [With respect to] impact assessments (corridor, route option, social impact and natural environment impact)—
>
> *Noise impacts* for all options are manageable…
>
> While all options improve *accessibility* over the base case, none do it better than Option 3. This is reflected in the high annual travel costs savings, with the lowest annual cost savings associated with Option 5.
>
> Option 3 is also the best overall performer in terms of reduced traffic intrusion in residential areas…
>
> Those direct impacts still identified in the *heritage* study generally require only further study rather than avoidance. Impacts to the *natural environment* are concentrated in the O'Connor Hills/Bruce ridge areas. Options 1, 2 and 3 all impact these areas but careful design can limit the impacts and provision can readily be made to provide recreational access. The area of natural temperate grassland to be lost in Options 1, 2 and 3 can be limited to the width of the road. By placing the road corridor close to the ACTEW corridor, the disturbance to grassland is minimised.
>
> *Construction cost* estimates favour the JDP options. Travel cost savings at $23m per annum for Option 3 show that the project would have a very high benefit/cost ratio.
>
> Adoption of Option 3 requires that a trade-off needs to be made between flora and fauna issues and traffic efficiencies.
>
> *On the grounds of cost, user benefits, traffic efficiency, noise, air quality and small, remote impacts, Option 3 is the preferred option.*[45]

2.22. In relation to public transport and cyclists, the MS stated that:

> The [JDP] offers opportunity to improve the development of other forms of transport now and in the future. An intertown public transport route could run parallel to, or use part of, a JDP route.
>
> Provision for both on-road (on the wide shoulders) and recreational cycling will be considered. Appropriately located underpasses of overpasses will be sited along the routes, allowing cyclist and pedestrian movement.[46]

2.23. In relation to planning considerations, the MS concluded that:

> If the conclusions of [the MS] are accepted… only the Territory Plan needs to be amended in a substantive sense. Clarification of the future JDP preferred corridor will lift potential constraints on planning for the Bruce Precinct, and particularly for the AIS. The National Capital Authority has indicated that it will wish to propose an Amendment to the National Capital Plan to change the status of the road from 'proposed' to 'existing' and to incorporate detailed conditions which will apply to

[45] Ibid., xlviii [emphasis added].
[46] Ibid., 416.

any future works approval for a future JDP. It is preferable that any Amendment to the National Capital Plan and Variation to the Territory Plan be undertaken in parallel.[47]

[47] Ibid., 435.

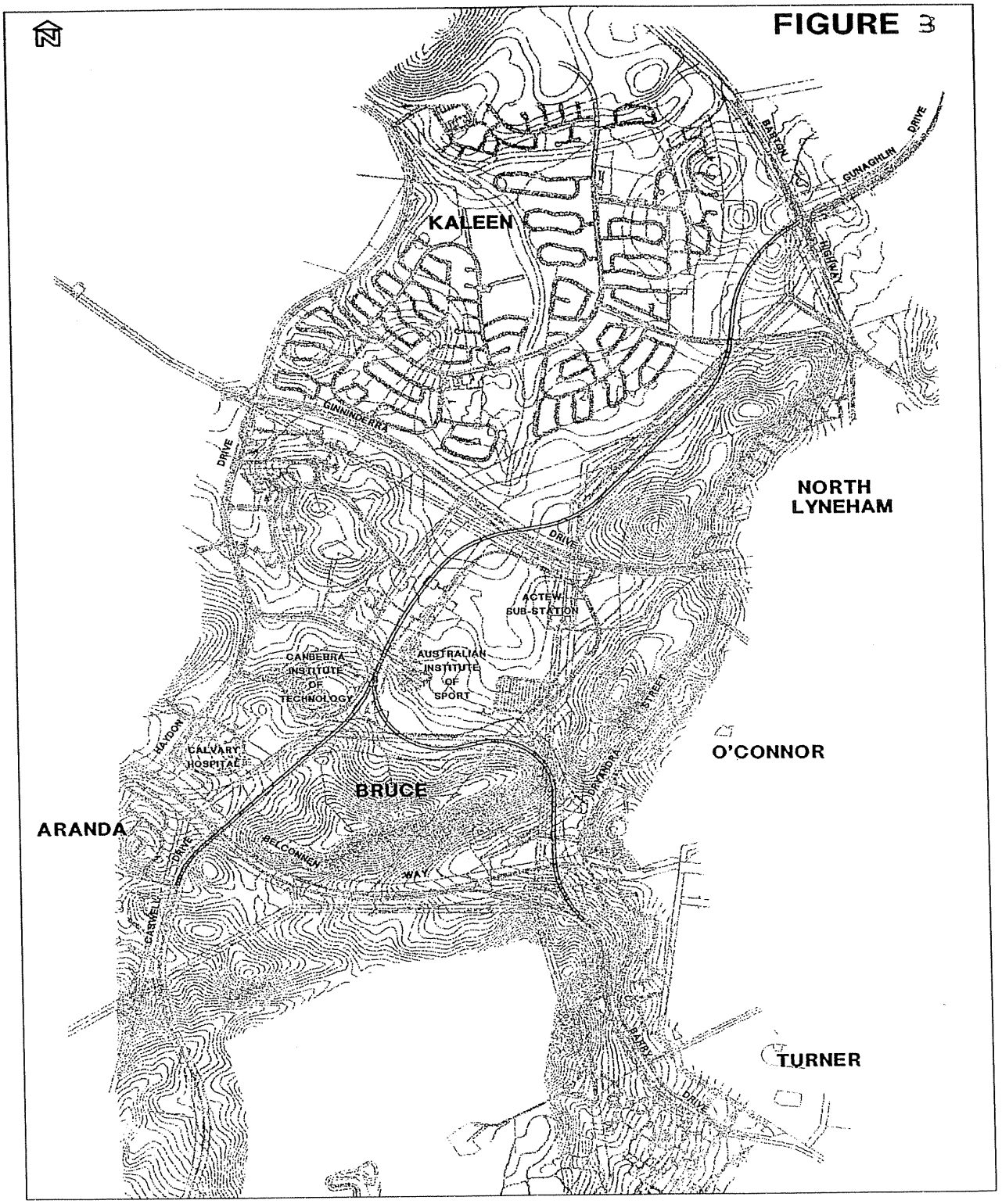


FIGURE 3
KALEEN
GUNGAHLIN DRIVE
BARTON
HIGHWAY
GUNINDERRA DRIVE
NORTH LYNEHAM
ACTEW SUB-STATION
CANBERRA INSTITUTE OF TECHNOLOGY
AUSTRALIAN INSTITUTE OF SPORT
HAYDON DRIVE
CALVARY HOSPITAL
BRUCE
O'CONNOR
ANZAC PARADE
ARANDA
BELCONNEN WAY
CASEY DRIVE
TURNER
John Dedman Parkway Preliminary Assessment
Maunsell
ACT DEPARTMENT OF URBAN SERVICES
JOHN DEDMAN PARKWAY
ROUTE OPTION 1

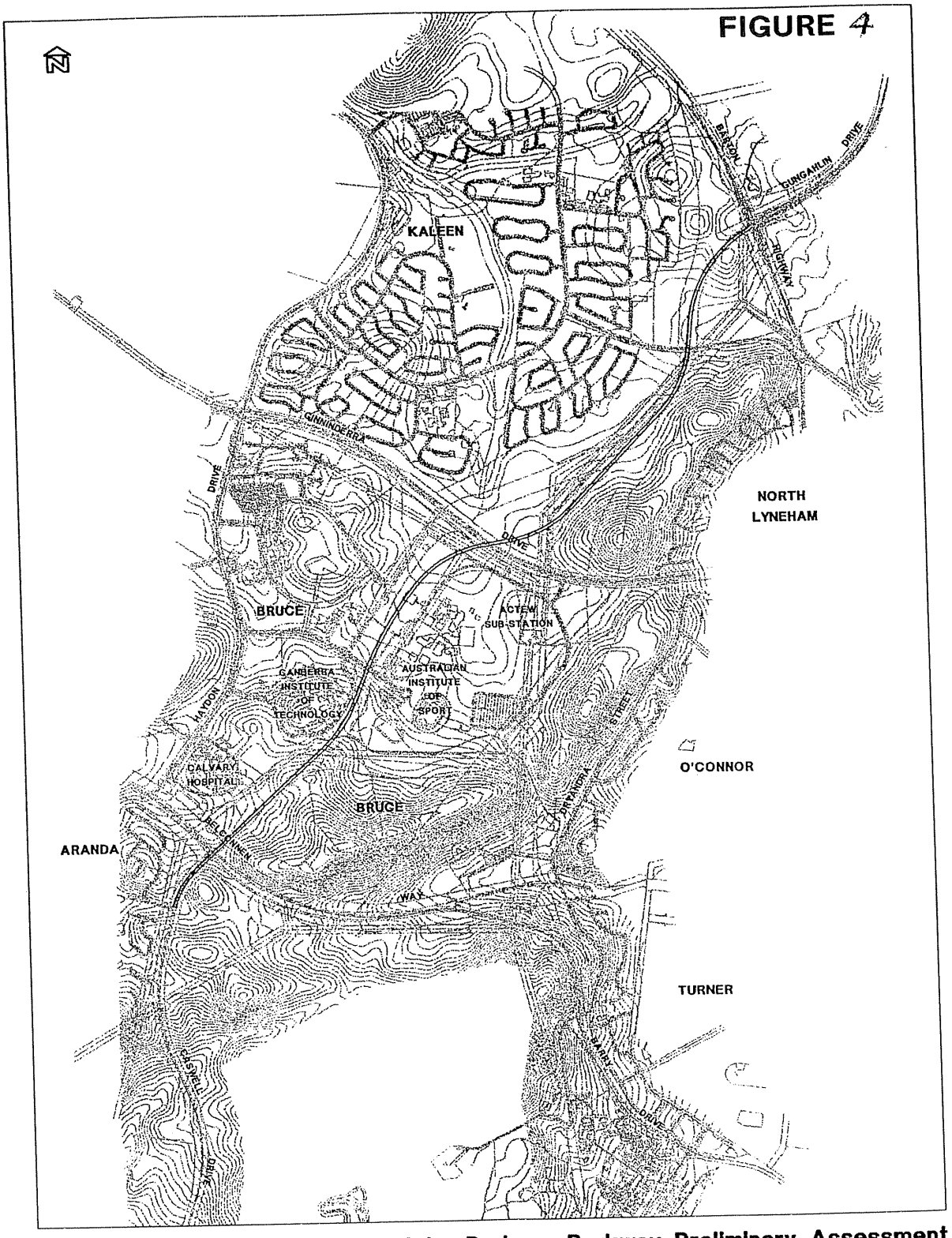


FIGURE 4
KALEEN
NORTH LYNEHAM
BRUCE
ACTEW SUB-STATION
AUSTRALIAN INSTITUTE OF SPORT
CANBERRA INSTITUTE OF TECHNOLOGY
CALVARY HOSPITAL
O'CONNOR
ARANDA
TURNER
GINNINDERRA DRIVE
HAYDON DRIVE
BARTON HIGHWAY
DUNGAHLIN DRIVE
ARANDA STREET
JOHN DEDMAN PARKWAY
BELCONNEN WAY
JOHN DEDMAN PARKWAY Preliminary Assessment
Maunsell
ACT DEPARTMENT OF URBAN SERVICES
JOHN DEDMAN PARKWAY
ROUTE OPTION 1A
PLOT TIME: 15:42:07 J:\1779\acad\1779196
DATE\TIME MODIFIED: 23/9/1997 15:42

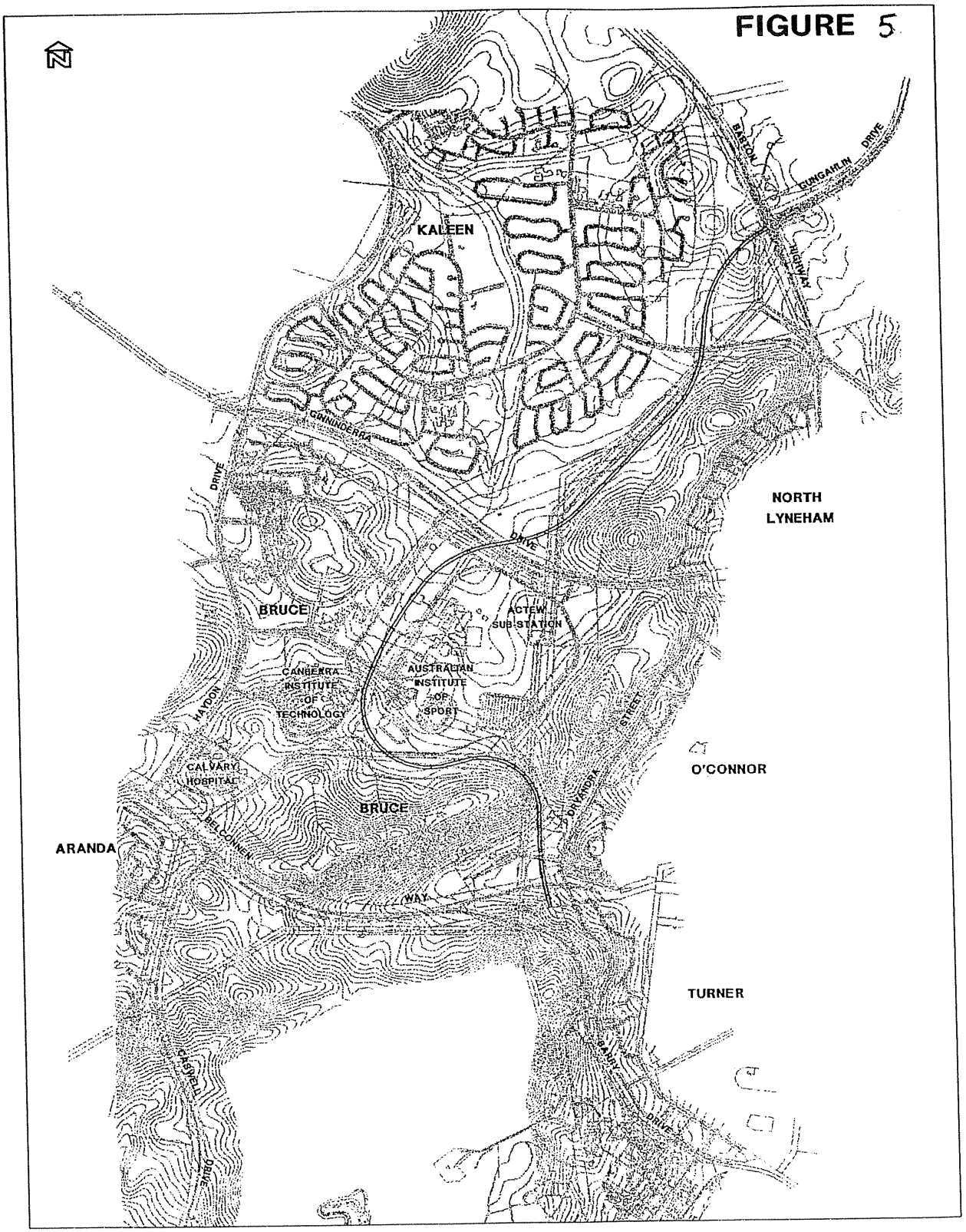
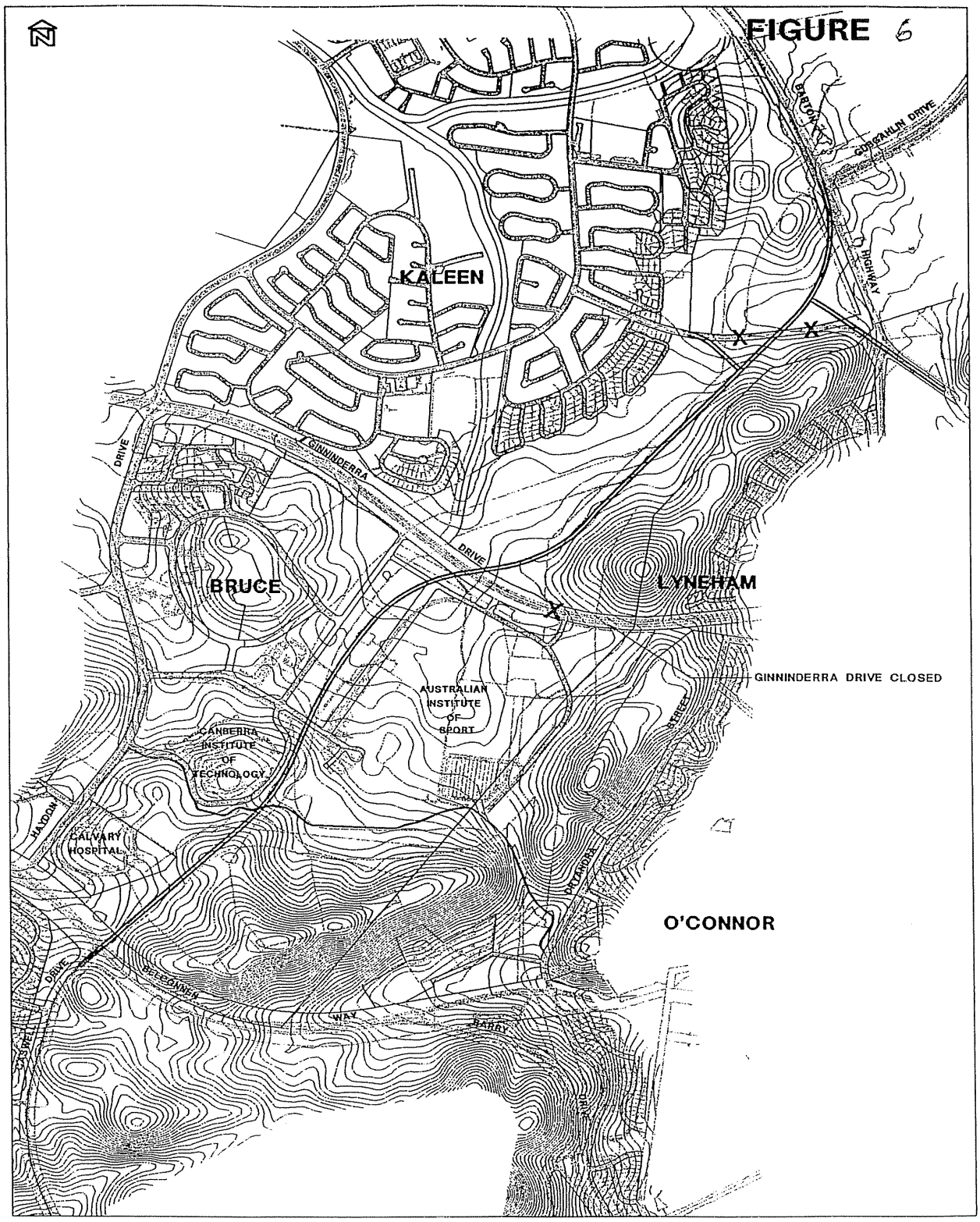


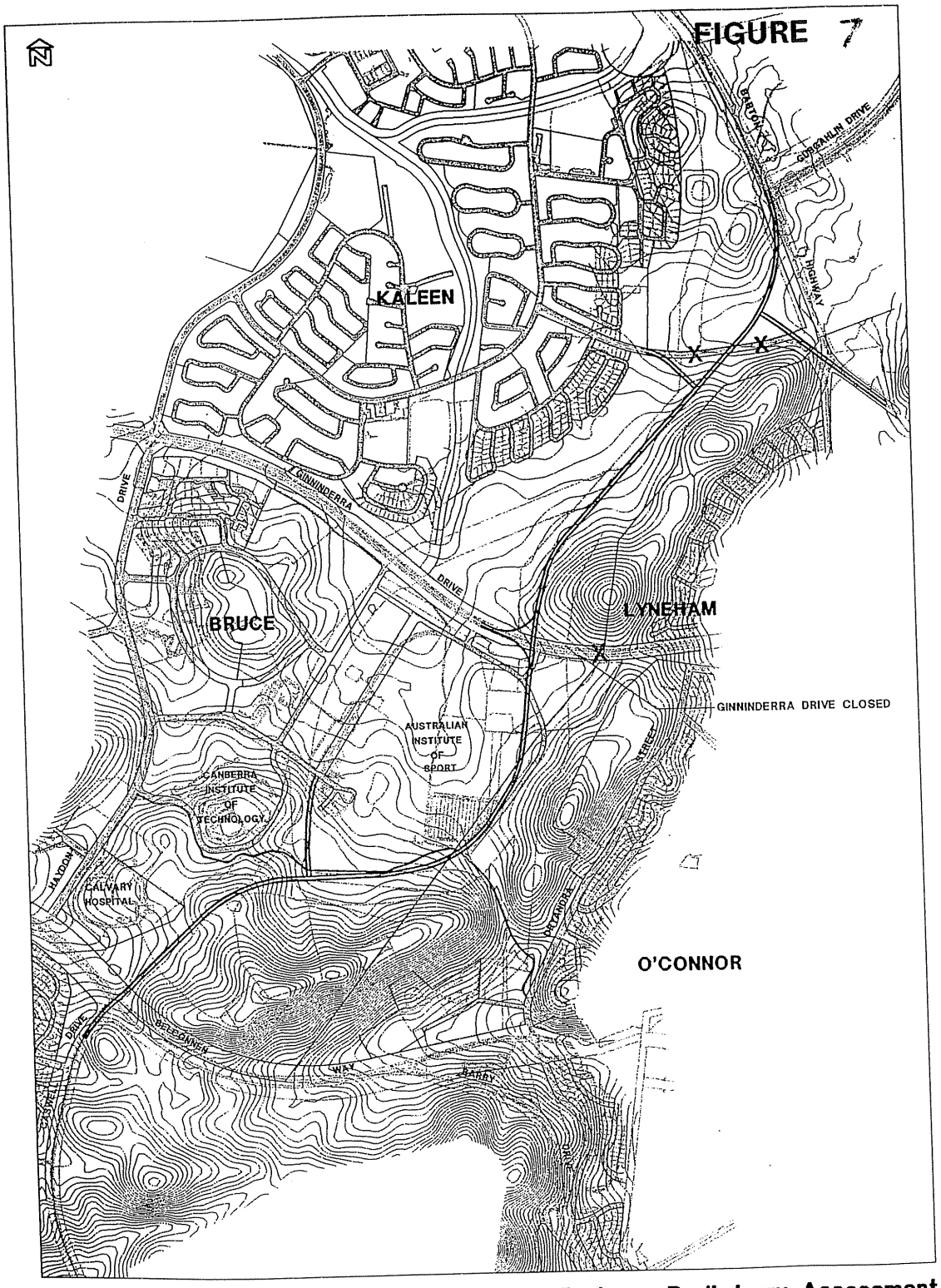
FIGURE 5
KALEEN
BARTON
HIGHWAY
GUNGAHLIN DRIVE
CANBERRA
DRIVE
NORTH
LYNEHAM
BRUCE
ACTEW
SUB-STATION
CANBERRA
INSTITUTE
OF
TECHNOLOGY
AUSTRALIAN
INSTITUTE
OF
SPORT
HAYDON
CALVARY
HOSPITAL
O'CONNOR
BRUCE
ARANDA
BELCONNEN
WAY
TURNER
DRIVE
John Dedman Parkway Preliminary Assessment
Maunsell
ACT DEPARTMENT OF URBAN SERVICES
JOHN DEDMAN PARKWAY
ROUTE OPTION 1B




**John Dedman Parkway Preliminary Assessment**

PLOT TIME: 17:39:34 A:\1799\acad\1799282
DATE/TIME MODIFIED: 7/10/1997 12:49

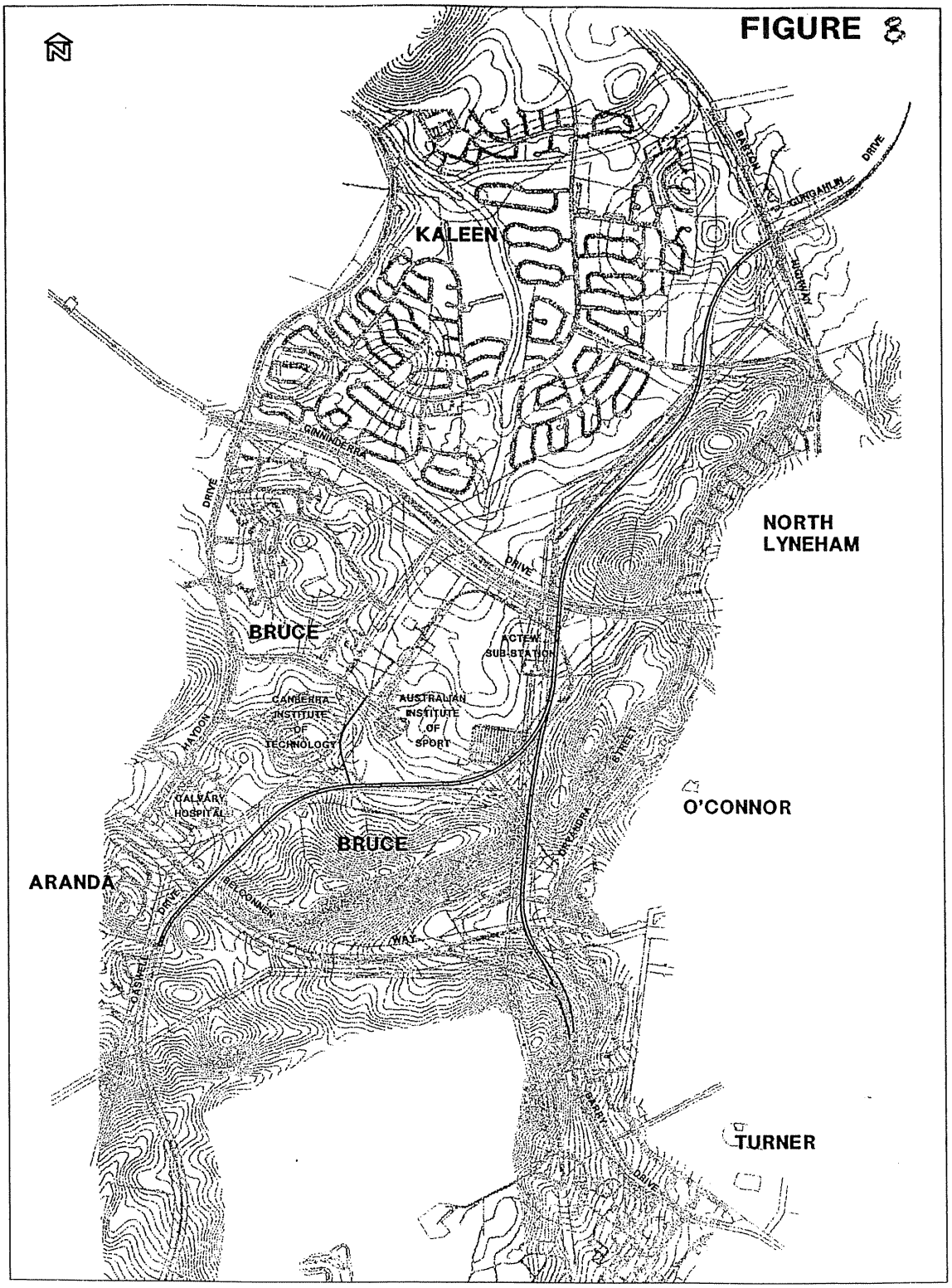
**JOHN DEDMAN PARKWAY**
**ROUTE OPTION 2 WEST**




John Dedman Parkway Preliminary Assessment

ACT DEPARTMENT OF URBAN SERVICES

JOHN DEDMAN PARKWAY
ROUTE OPTION 2 EAS



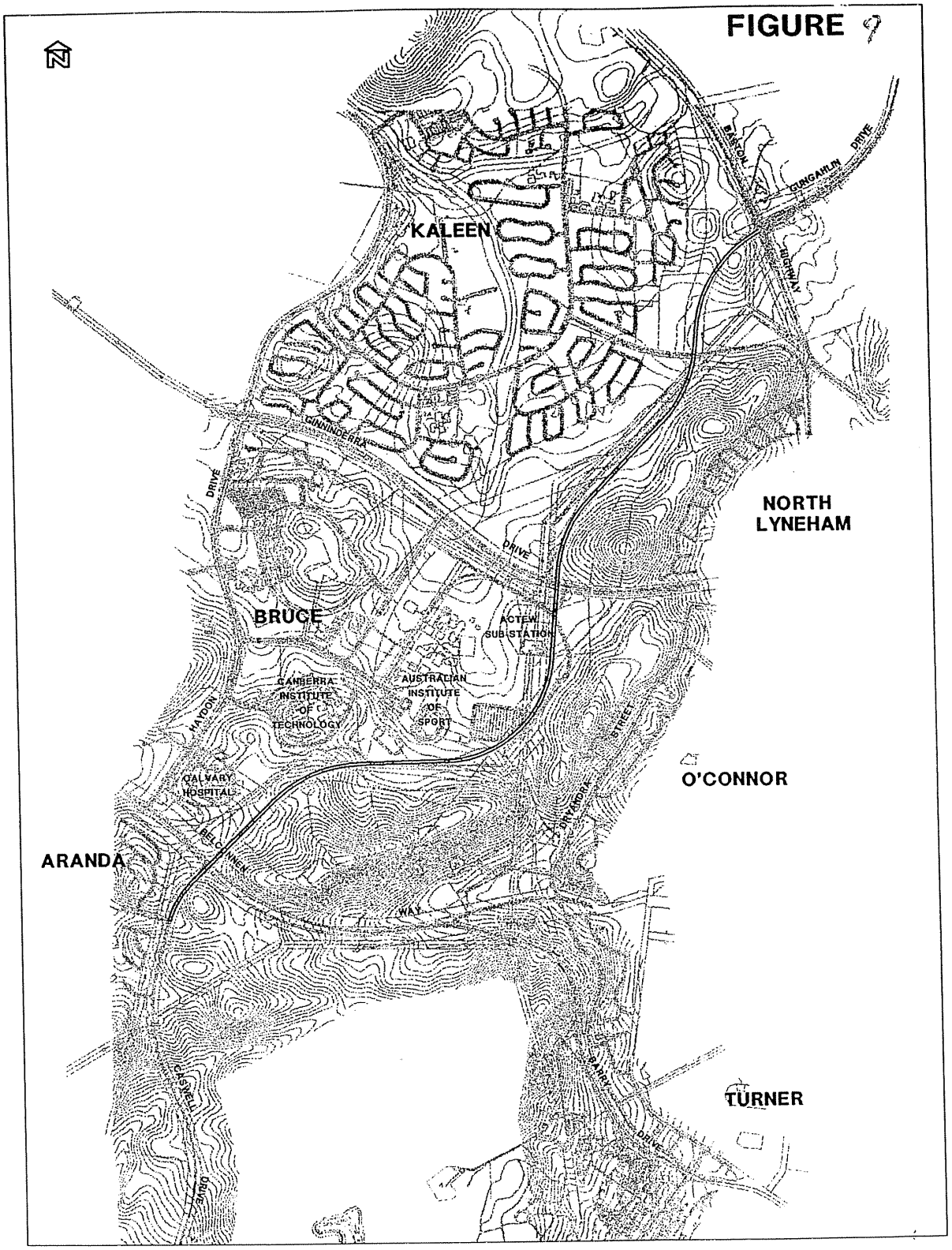

John Dedman Parkway Preliminary Assessment

Maunsell

ACT Department of Urban Services

JN1797\cad\1797197
DATE\TIME MODIFIED 28/8/97

**JOHN DEDMAN PARKWAY**
**ROUTE OPTION 3**



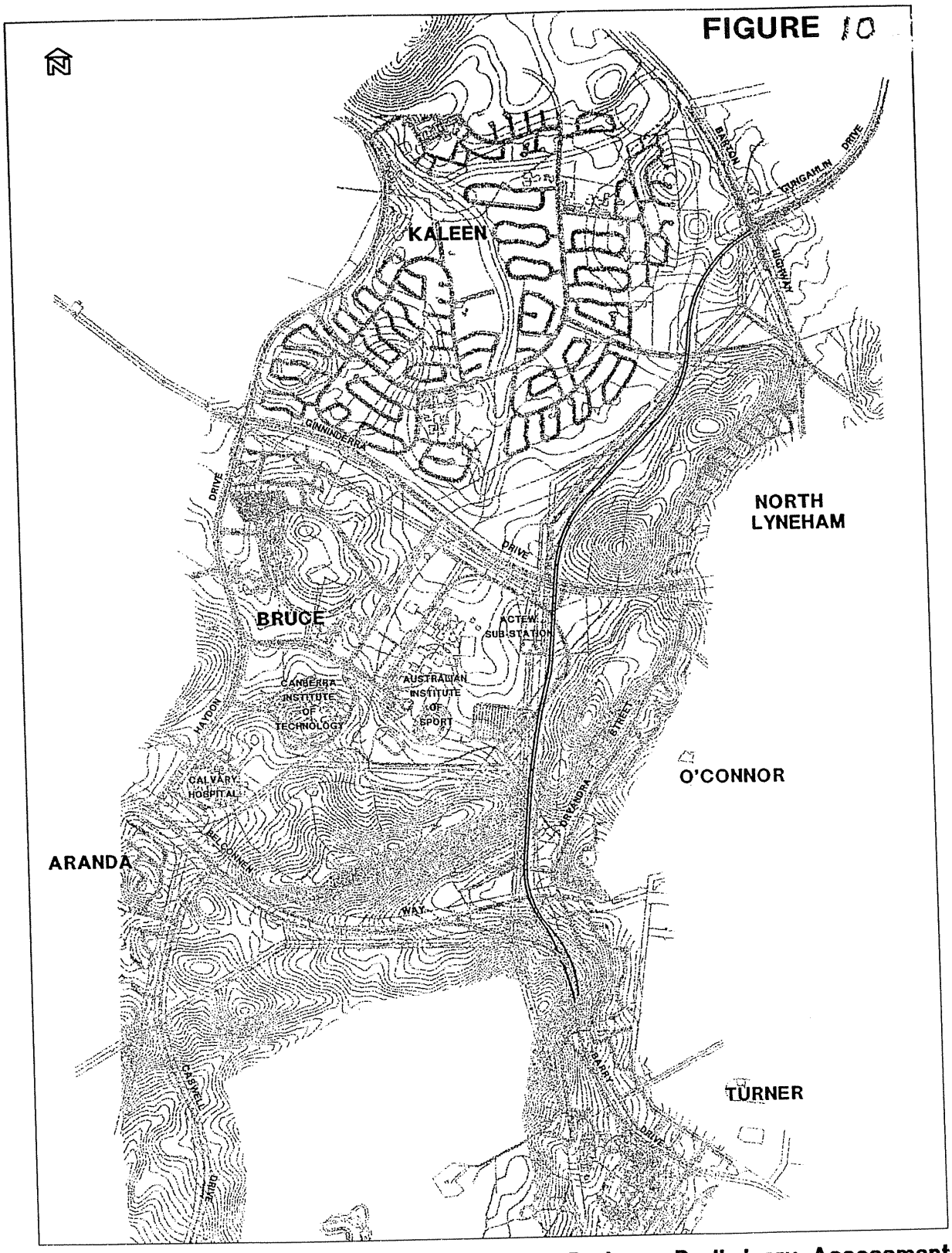

John Dedman Parkway Preliminary Assessment

Maunsell

ACT Department of Urban Services

JOHN DEDMAN PARKWAY CORRIDOR
ROUTE OPTION 3A

PLOT TIME: 15:45:37 J:\17797\acad\17797198
DATE\TIME MODIFIED: 8/10/1997 9:49




John Dedman Parkway Preliminary Assessment

Maunsell

ACT DEPARTMENT OF URBAN SERVICES

DATE\TIME MODIFIED 3/9/1997

JOHN DEDMAN PARKWAY CORRIDOR
ROUTE OPTION 3B

FIGURE
NICHOLLS
PALMERSTON
CRACE
EVATT
GIRALANG
McKELLAR
LAWSON
KALEEN
BELCONNEN
BRUCE
LYNEHAM
MACQUARIE
O'CONNOR
ARANDA
COOK
TURNER
ACTON
CITY
WEST FACING RAMPS
WILLIAM HOVELL DRIVE
GINNINDERRA DRIVE
BALDWIN DRIVE
GUNGAHLIN DRIVE
HIGHWAY
BELCONNEN WAY
HAYDON DRIVE
DRYANDRA STREET
BINDUBI STREET
CASWELL DRIVE
WILLIAM SLIM DRIVE
BARTON HIGHWAY
John Dedman Parkway Preliminary Assessment
Maunsell
JOHN DEDMAN PARKWAY CORRIDOR
ROUTE OPTION 3C

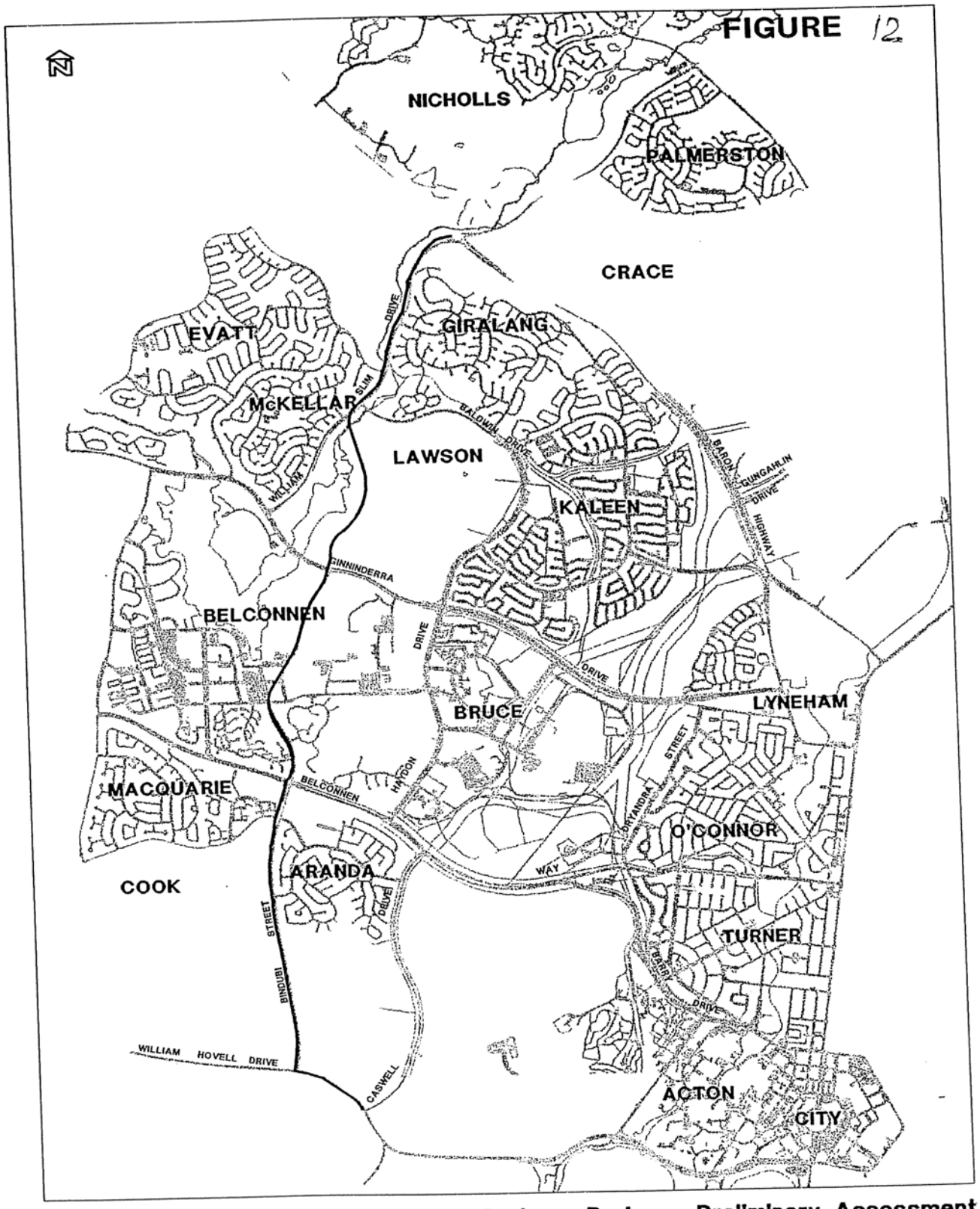


FIGURE 12
NICHOLLS
PALMERSTON
CRACE
EVATT
GIRALANG
McKELLAR
LAWSON
KALEEN
BELCONNEN
BRUCE
LYNEHAM
MACQUARIE
O'CONNOR
ARANDA
COOK
TURNER
ACTON
CITY
GUNGAHLIN DRIVE
HIGHWAY
GINNINDERRA DRIVE
BELCONNEN WAY
HAYDON DRIVE
BARRY DRIVE
BINDUBI STREET
WILLIAM HOVELL DRIVE
CASWELL DRIVE
WILLIAM SLIM DRIVE
BALDWIN DRIVE
DRYANDRA STREET
John Dedman Parkway Preliminary Assessment
Maunsell
BELCONNEN ROUTE
OPTION 4WEST

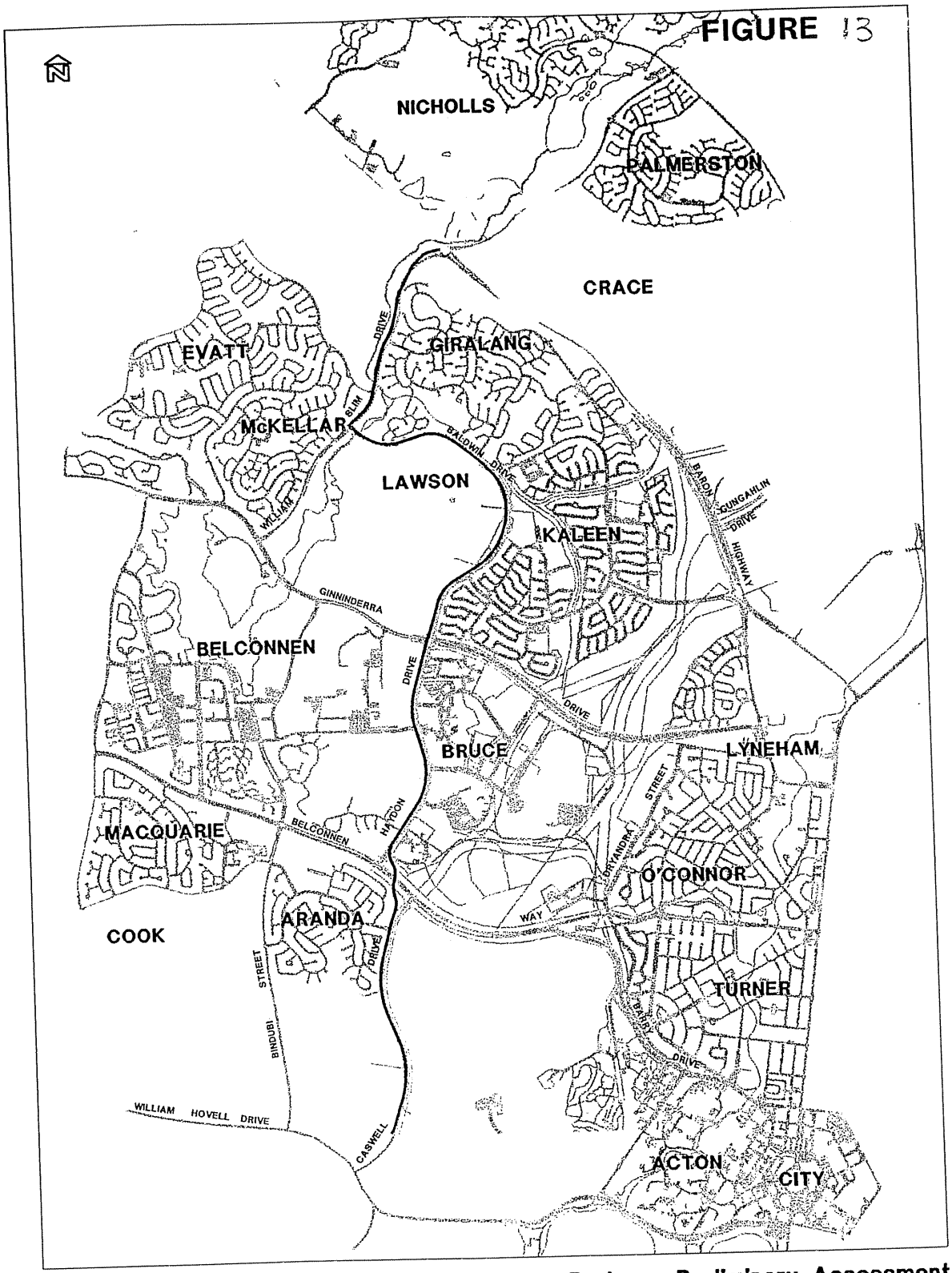
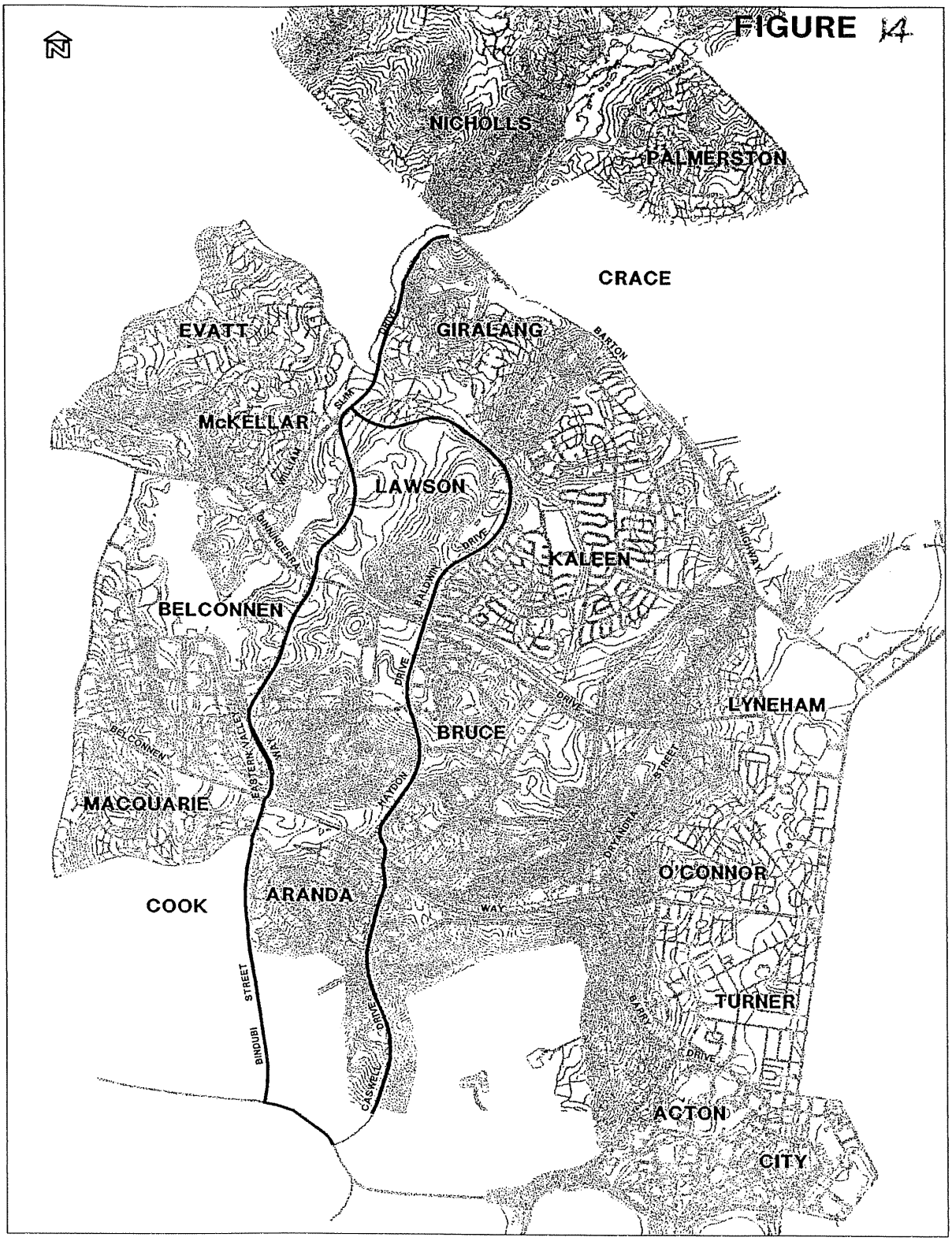


FIGURE 13
NICHOLLS
PALMERSTON
CRACE
EVATT
GIRALANG
McKELLAR
LAWSON
KALEEN
BELCONNEN
BRUCE
LYNEHAM
MACQUARIE
O'CONNOR
ARANDA
COOK
TURNER
ACTON
CITY
GINNINDERRA DRIVE
BELCONNEN WAY
HINDMARSH DRIVE
BARTON HIGHWAY
GUNGAHLIN DRIVE
STREET
WILLIAM HOVELL DRIVE
CASWELL DRIVE
BINDUBI STREET
WAY
DRIVE
John Dedman Parkway Preliminary Assessment
Maunsell
BELCONNEN ROUTE
OPTION 4EAST
PLOT TIME: 17:45:52 J:\17797\acad\17797200
DATE\TIME MODIFIED: 13/10/1997 17:45




John Dedman Parkway Preliminary Assessment

Maunsell

ACT DEPARTMENT OF URBAN SERVICES

J:\17797\cad\17797199
DATE\TIME MODIFIED 13/10/97

BELCONNEN ROUTE OPTION 4

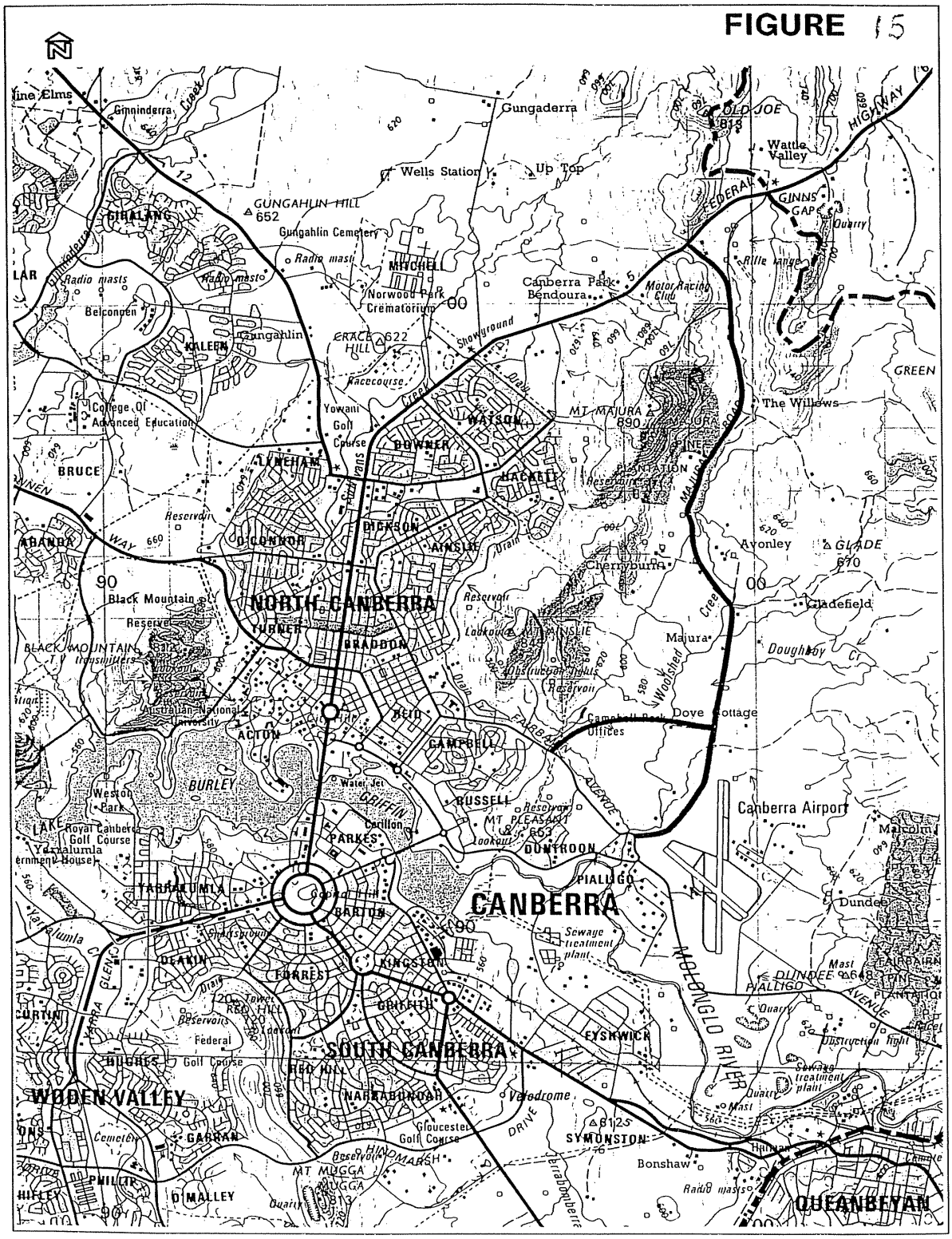
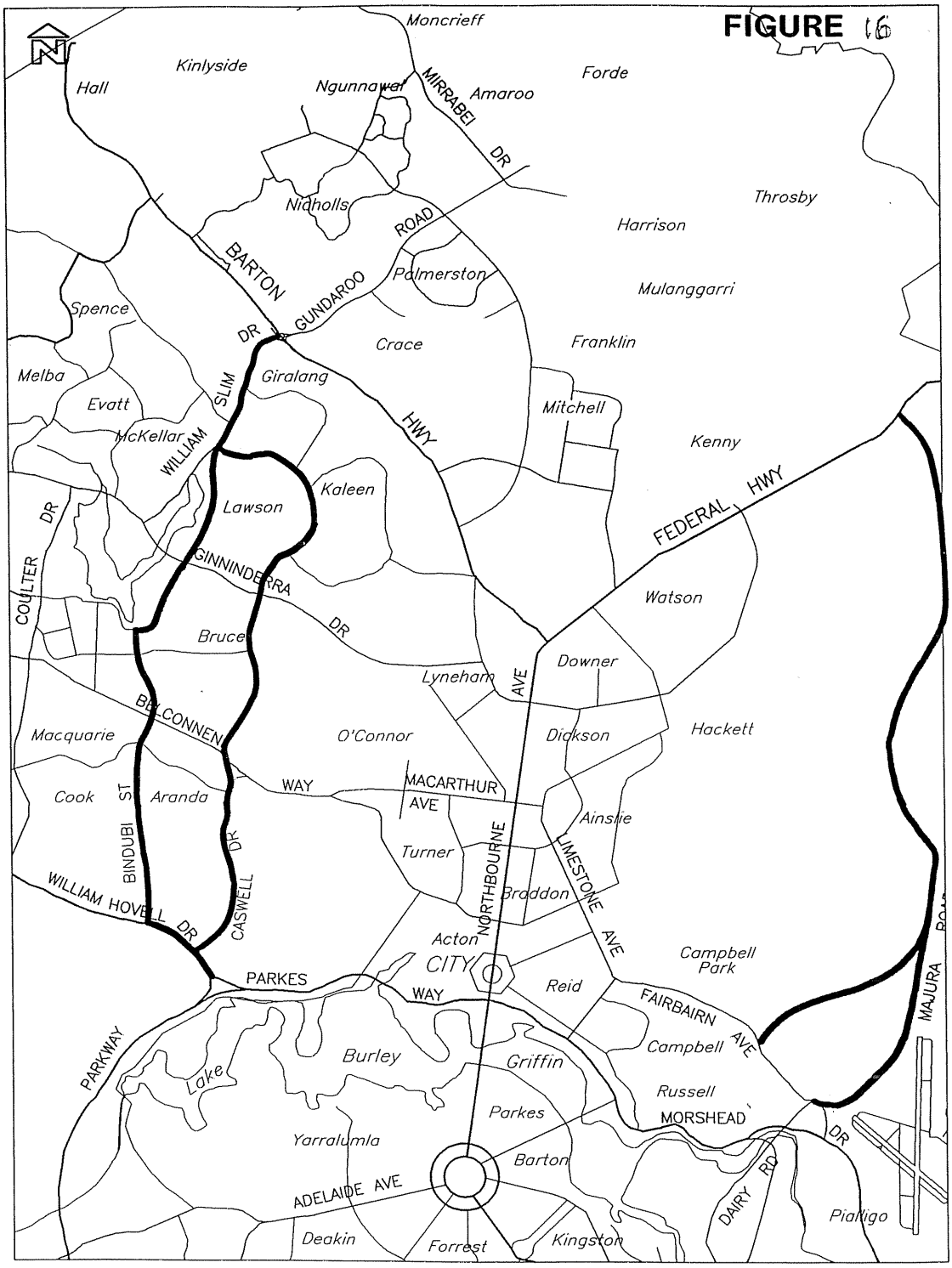


FIGURE 15
GUNGAHLIN HILL
652
GIRALANG
Gungahlin Cemetery
Radio masts
Wells Station
Up Top
Gungaderra
OLD JOE
813
Wattle Valley
GINNS GAP
Quarry
Canberra Park
Bendoura
Motor Racing Club
Norwood Park Crematorium
Belconnen
Gungahlin
KALEEN
ERACE HILL
622
Showground
Racecourse
College of Advanced Education
Yowani Golf Course
WATSON
DOWNER
LYNEHAM
BRUCE
MT MAJURA
890
The Willows
GREEN
HACKETT
DICKSON
AINSLIE
O'CONNOR
ABANDA
Reservoir
Black Mountain
Reserve
NORTH CANBERRA
TURNER
BRADDON
Cherrypurn
Ayonley
GLADE
670
Gladefield
Majura
Doughboy Cr
Woolshed Cr
Dove Cottage
Australian National University
ACTON
REID
CAMPBELL
BURLEY
Weston Park
LAKE
Royal Canberra Golf Course
Yarralumla
Government House
YARRALUMLA
BARTON
RUSSELL
MT PLEASANT
653
PARKES
DUNTROON
Canberra Airport
Malcolm
CANBERRA
PIALLIGO
Dundee
DEAKIN
FORREST
KINGSTON
GRIFFITH
RED HILL
Sewage treatment plant
DUNDEE
FAIRBAIRN
PLANTATION
EYSHWICK
SOUTH CANBERRA
WODEN VALLEY
NARRABUNDAH
Velodrome
Gloucester Golf Course
SYMONSTON
Bonshaw
HINDMARSH
MT MUGGA
MUGGA
PHILLIP
O'MALLEY
HIGGINS
GARRAN
QUEANBEYAN
MOLONGLO RIVER
Federal Golf Course
Tower
Lookout
Water Jet
Cairillon
Radio masts
Transmitters
Laboratories
Instruction Hills
Camp Hill Offices
Mast
Quarry
Rifle Range
Caravan Park
Hume
Tralee
Gundaroo Dr
Barton Hwy
Federal Hwy
Monaro Hwy
Kings Hwy
Majura Pde
Fairbairn Ave
Pialligo Ave
Yamba Dr
Cotter Rd
Northbourne Ave
Limestone Ave
Hindmarsh Dr
Glenloch Interchange
Tuggeranong Pkwy
Gungahlin Dr
Barry Dr
Flemington Rd
Belconnen Way
Ginninderra Creek
Ginninderra Drive
Yarra Glen
Yarralumla Ck
Sullivans Creek
Molonglo River
John Dedman Parkway Preliminary Assessment
Maunsell
ACT Department of Urban Services
MAJURA ROUTE OPTION 5
A:\17197\road\17197230
DATE/TIME MODIFIED 13/10/97




**John Dedman Parkway Preliminary Assessment**

**Maunsell**

**OPTION 4 + 5**

PLOT TYPE: 1754x5 J:\1797\acad\1797186
DATE/TIME MODIFIED: 13/10/1997 17:54

## 3. ADEQUACY OF THE MAUNSELL STUDY: THE GOVERNMENT'S VIEW

3.1. The government's view of the Maunsell Study is set out in the *Preliminary Assessment Evaluation for the John Dedman Parkway Proposal* (November 1997), as well as in subsequent statements and documents.

3.2. The [then] Minister for the Environment, Land and Planning (Mr Gary Humphries MLA) stated in his letter attaching the *Evaluation*:

> In accordance with the requirements of Section 121 (2) of the *Land (Planning and Environment) Act 1991*, consideration has been given to Maunsell's Preliminary Assessment (PA) on the JDP proposal, to determine whether further environmental impact assessment is required.
>
> As a result of the evaluation of the PA, I have decided, pursuant to Section 121 (1) of the Land Act, that no further Assessment need be made under Part IV of the Land Act in relation to the proposed development.
>
> [Note] that, if approved, the proposal must comply with the recommendations made as a result of the technical evaluation of the PA.[48]

### Compliance with requirements of the Land Act

3.3. The Minister's *Evaluation* stated:

> The PA on the JDP proposal has met the requirements of the Land Act in respect to Gazettal and public notification. The PA was prepared in accordance with Schedule 3 of the Land Act. A copy of the PA was delivered to the Conservation Council of the South-East Region and Canberra (Inc.) as per the requirement in Section 117 of the Land Act. The Conservation Council did not lodge a submission on this proposal.
>
> The National Capital Authority has indicated that the JDP PA accords with the procedural recommendations of the Joint Parliamentary Committee and fulfils the procedural intent of the National Capital Plan. Also, route option 3 is in accordance with the alignment shown in the National Capital Plan and if the Territory wished to implement this option, there would be no need to vary the National Capital Plan.[49]

### Public consultation

3.4. The *Evaluation* noted:

> The final PA was received [by the Department of Urban Services] and cleared for public notification on the 15 October 1997. The PA was advertised in the *Canberra Times* and in the ACT *Gazette* on 15 October 1997. The public consultation period closed on 6 November 1997…

---

[48] Gary Humphries MLA, correspondence to PALM dated 26/11/97.
[49] *Evaluation*, 20-1.

> Copies of the PA were available from the PALM Shopfront… [and] copies of the PA were lodged with the ACT Library Service, and a copy hand delivered to the Conservation Council of the South East Region and Canberra Inc…[50]
>
> A total of 40 public submissions were received on the proposal… [The *Evaluation* included a summary of] the positions represented in submissions, the main issues raised and their evaluation [see following sections].[51]

## Response to public comment about the need for a JDP

3.5. The *Evaluation* stated, in response to matters raised by some submitters, that:

> In several submissions the argument was expressed that, while there was a demonstrated transport problem for Gungahlin, there had not been adequate consideration of alternative traffic management strategies and transport systems to make a decision on the need for the JDP.
>
> This argument was expressed most forcefully in the document *Canberra at the Crossroads* produced by the Conservation Council of the South-East Region and Canberra (Inc.)…
>
> [This document] suggests that funding for road projects, such as John Dedman, should be reallocated to public transport. This question is not pertinent to the decision on a corridor alignment, and should be debated at a time closer to the actual commitment of funds (currently estimated at ten years away).
>
> [The document] also suggests broad based community involvement in the setting of goals for future development and to confirm the community's desire to shift from private to public transport. Abandoning the alignment prior to this process would be precipitate.
>
> Additionally, a John Dedman alignment may be equally or indeed more useful as an express transit route as it would be for private cars. The *Crossroads* report recommends a greatly increased emphasis on public transport but leaves open the detailed configuration of the system (eg light rail is referred to as a possible option). It would be prudent to retain the alignment [no matter what happens about a road] in case it is needed as a public transport corridor.
>
> The report suggests that if much higher levels of public transport patronage are achieved then the John Dedman alignment will not be needed. It suggests a target of 30% of work trips, 65% of city centre work trips and 50% of trips to ANU.
>
> The PA assessed traffic demands at three levels of public transport patronage: the current 10%, 20% (twice current levels) and 30% (three times current levels). The 30% overall patronage level equates to over 50% transit share for Civic work trips (close to the suggested target of 65%). Even under this scenario, traffic modelling in the PA demonstrated that a JDP would still be needed.
>
> The *Crossroads* report suggests that traffic demand can be further ameliorated by reducing the population of Gungahlin from 110,000 to 80,000. It is likely that Gooromon will be a substantial development area in the future especially as Jerrabomberra is increasingly constrained by grassland and endangered species issues. Population not accommodated in Gungahlin may well go to Gooromon. Gooromon traffic will access the city via the Barton, Northbourne and JDP

[50] Ibid., 2.
[51] Ibid., 9.

> corridors. The JDP alignment should be retained to meet this need if and when it arises.[52]

3.6. Further to these points made in the *Evaluation*, the government added during this inquiry:

> In planning for Belconnen [which has 100,000 people]… four arterial exits [were provided]… In Tuggeranong… there are again four major arterial exits… In Gungahlin… [there is] only [one]arterial exit at the moment [down Northbourne Avenue]. The rest of the traffic filters through Belconnen and filters through the inner-north suburbs.
>
> The major arterial escape routes that have been provided elsewhere in Canberra have not been provided in Gungahlin…
>
> The [construction of the Gungahlin Drive extension] link and… Majura Drive will give Gungahlin ultimately two arterial outlets compared to three or four… [which is] substantially less than what has been provided elsewhere… Even with those two in, the Gungahlin residents will have lower accessibility than Tuggeranong or Belconnen. There will be fewer lanes available for them to drive anywhere out of Gungahlin.[53].

## Response to public comment about a no JDP option

3.7. The *Evaluation* stated:

> The long term 'base case' included forecast major road upgrading other than any JDP options. This was the 'no JDP' alternative. It was documented along with each of the other options in the traffic assignments included as part of Working Paper 1, and formed the base against which comparisons of the various alternatives were made.[54]

3.8. In the course of the inquiry, government officials noted that:

> The work undertaken for the PA included significant modelling work which demonstrated that the capacity of existing arterials—expanded where practicable to four-lane, divided 80 kph roads—will be *insufficient* to meet the growing travel demand from Gungahlin primarily, but also including growing cross-border traffic on the Barton and Federal Highways… [ This is despite] optimistic assumptions about the level of public transport use.[55]

## Response to public concern about the bush capital image of Canberra

3.9. The *Evaluation* noted concern by some submitters about the bush capital image of Canberra, and stated:

> The bush capital image of Canberra is valued by both State and Federal governments and protected in particular by the National Capital Plan [NCP], which

---

[52] *Evaluation*, 11-2.
[53] *Transcript* 24/3/00 PALM: Mr Adams, 4
[54] *Evaluation*, 19.
[55] ACT government, submission No.185 dated 16/8/99, 6-7 [emphasis added].

> requires the protection of the hills and ridges in the Canberra urban area. The Territory Plan must reflect the provisions of the NCP.
>
> The NCP accepts the need for services, including power, water supply and roads, to encroach on these areas, but only within appropriate limits. The National Capital Authority, the body responsible for the NCP, has been a party to all discussions to date. Any changes to the hills and ridges areas will only occur if the National Capital Authority is satisfied that the bush capital image of Canberra is not compromised.[56]

## Response to public concern about the impact on Parkcare groups

3.10. The *Evaluation* noted concern by some people about the possibility that the JDP would undermine the goodwill of Parkcare groups, and added:

> Consideration of JDP options are in no way intended to undermine the work of the Parkcare groups that may operate in the areas under consideration. It is hoped that such groups recognise that on this issue the government has responsibilities to consider a range of conflicting community aspirations and demands.[57]

## Response to public concern about Maunsell's role

3.11. The *Evaluation* responded to concern about Maunsell's role as a road builder as well as the body doing the Preliminary Assessment:

> The purpose of the [*Evaluation*] is to assess whether the PA has adequately identified and addressed all potentially significant environmental impacts. This evaluation is conducted by government officers whose expertise covers the full range of issues involved. Any omission or bias in the PA would be detected by the evaluation process. It would not be in the interest of a proponent to bias their PA as it would not facilitate approval of a project, and could possibly have the opposite effect if such an action led to the need for further assessment.
>
> In addition, most PA documents are prepared by companies who rely on their professional reputation. Any bias or prejudice identified in a PA would severely undermine the reputation of a consultant and jeopardise their opportunities for further work of this nature.[58]

## Response to public concern about downstream implications

3.12. The *Evaluation* stated:

> The PA focussed on the JDP routes and links, but also considered the effects of traffic on Barry Drive, Clunies Ross Street and at Glenloch Interchange (by implication including William Hovell Drive and Caswell Drive).
>
> Firstly, the long-term 'base case' – the assumed road network which is likely to be required irrespective of whether or not a future JDP is built – included grade separation at the Glenloch Interchange, as well as full duplication of William

---

[56] *Evaluation*, 12-3.
[57] Ibid., 13.
[58] Ditto.

> Hovell Drive to Drake Brockman Drive. The assumption used in the modelling by Maunsell Pty Ltd was that a fully duplicated Caswell Drive would be extended above William Hovell Drive to link directly into the Tuggeranong Parkway, with appropriate ramping, but this could as easily be the other way (ie. William Hovell Drive above Caswell Drive to link directly into Parkes Way)….
>
> The subsequent model comparisons between the 'base case' and the various options considered in the PA *included these assumed changes to the road network*, and the forecast traffic volumes at the Glenloch Interchange do not indicate any severe constraints given grade separation of the major roads leading into it.
>
> Secondly, the implications for Barry Drive were broadly considered… [with Maunsell concluding that] for all JDP options with connections to Barry Drive, there will generally be a need to upgrade key intersections particularly at Clunies Ross Street, McCaughey Street, Marcus Clarke Street and Northbourne Avenue…
>
> The consultants were required to consider the extent to which constraints downstream of any JDP options might affect those options, but not to examine those options in fine detail. There is scope for additional capacity on Barry Drive east of Clunies Ross Street with both intersection modifications and with some widening east of McCaughey Street.[59]

3.13. Government officials told the committee during the inquiry that:

> You will need additional lanes [on Barry Drive] in any case [i.e. whether Gungahlin Drive extension is built or not]. If you do not build John Dedman, the traffic from Gungahlin has to go somewhere. Northbourne Avenue will reach capacity at some stage… [in] probably the next seven years. Gungahlin, we assume, will continue to grow. The traffic will filter through north Canberra and/or Belconnen… [If people are unable] to get down Northbourne Avenue, they will have to [drive through Belconnen and come down Belconnen Way]… This proposal takes some directly to Glenloch Interchange and some into Civic. The ones who are looking to get to the Barry Drive end of Civic will still filter through Belconnen and get to Barry Drive. It will be congested… We will see need for improved capacity on Barry Drive between Clunies Ross Street and the city west, which is basically to Marcus Clarke Street. We also need to look at a third lane on Barry Drive, in any case.[60]

## Response to public concern about downstream costs

3.14. The *Evaluation* responded to a concern about the downstream cost estimates:

> The cost estimates for the various options have not included the downstream costs for the following reasons:
>
> - the upgrading of Glenloch Interchange is needed in the longer term irrespective of whether or not a future JDP is built;
>
> - works on Barry Drive, and particularly the section east of Clunies Ross Street to Marcus Clarke Street, will still be largely required to meet the travel demand represented by the 'base case' (the 'no JDP' option); and

[59] Ibid., 13-4 [emphasis in original].
[60] *Transcript* 19/5/00 PALM; Mr Isaks, 258.

- the cost estimates for the various JDP options with links to Barry Drive have included components for consequential works likely to be required on Barry Drive.[61]

## Response to public concern about Caswell Drive

3.15. The *Evaluation* noted concern about the implications of JDP on Caswell Drive:

> The traffic forecasts used in the modelling for the various options included forecast increases in cross-border traffic from the north-west (on the Barton Highway), from the north-east (on the Federal Highway), from the east (on the Kings Highway) and from the south (on the Monaro Highway).[62]
>
> Several submissions pointed out the relatively large increase (300%) in traffic predicted along Caswell Drive….
>
> The forecast noise level… for the 'worst case' scenario for a future JDP is… within the relevant guideline value… However… the PA included a qualification in relation to noise assessment requiring further analysis at the detailed design stage, when the extent of cut and fill, and thus potential barrier attenuation, is better defined.
>
> In relation to truck nose, this is an area to be further investigated at the detailed design stage. As it could be reasonably be expected that heavy vehicles travelling from Melbourne to Fyshwick and Hume, or from the Riverina to Fyshwick, would use a future JDP, this component of the traffic stream has been taken into account in the modelling to forecast future noise levels…
>
> An axis following broadly the alignment of Caswell Drive has been shown on planning concepts as one of the future north-south links for a growing Canberra once Gungahlin was developed. A more easterly route was shown in *Tomorrow's Canberra*. This easterly alignment would intrude into the Black Mountain Reserve, would have a greater impact on Bruce Ridge, and the terrain is such that it would be a very costly option. Against this, such an alternative would allow for potentially safer access to Aranda and would have significant benefits in terms of noise attenuation…
>
> One submission proposed lowering the level of Caswell Drive between Belconnen Way and a point south of Wangara Street to a level comparable with that of Belconnen Way. This would create a significant earth barrier between the road and Aranda, and would probably be effective in reducing all vehicle noise, including the truck noise… This may be an expensive addition to the proposal, however. A very preliminary cost estimate suggest that this would cost upwards of $3m.[63]

[61] *Evaluation*, 20.
[62] Ibid., 19.
[63] Ibid., 15-6.

## Response to public concern about public transport

3.16. The *Evaluation* stated, in response to concern about the potential of the JDP for use as a public transport corridor:

> The PA did not consider in any depth the need for the alignment as a public transport corridor. Further investigation of this matter would have strengthened the case for retention of the JDP alignment.[64]

## Response to public concern about the consultation process

3.17. The *Evaluation* noted:

> Several submissions recollected that during the consultation process a number of individuals and groups had rejected particular options, and so now were dismayed that they were still under consideration. It was pointed out to attendees at the public meeting held on 20 November 1996 at the AIS, Bruce, that the workshops were intended to facilitate information exchange between the study team and the community, and that they were not to be seen as a vehicle for 'voting' on a particular alternative or issue. This was repeated at some of the workshops.
>
> It is also worth noting that the function of a consultative process, as distinct from a decision making process, is to elicit views on a matter. Under the legislative system which prevails in the ACT, decision making is retained by elected representatives and not devolved to other individuals or interest groups. Consequently in this instance, the views of members of the workshops, while providing valuable input, were not automatically translated into policy decisions.[65]

## The government's conclusion

3.18. The government considers that:

> Gungahlin Drive extension transport corridor is a vital remaining link in the north-south arterial transport system in the city to service Gungahlin and the city as a whole, irrespective of what views are taken and formed today or in the future as to the mix of transport modes.[66]
>
> Even with future Horse Park Drive/Majura Parkway connections, there will still be a need for the Gungahlin Drive extension… [because] a fully developed Majura Parkway… likely to provide capacity for up to 4,500 vehicles per hour… [cannot meet the estimated travel demand from Gungahlin].[67]

3.19. The Evaluation stated:

> It is concluded that there are ecological issues in relation to the JDP proposal that are not completely resolved. However, information is available which allows for resolution of these impacts to be made and no further impact assessment will be required.[68]

---

[64] Ibid., 18.
[65] Ditto.
[66] *Transcript* 19/5/00 PALM: Mr Hawkins, 247.
[67] ACT government, submission No.185 dated 16/8/99, 15.
[68] *Evaluation*, 21.

> It is recommended that Option 3 be adopted as the alignment for the JDP. Any future construction should be subject to the following recommendations:
>
> (a) Full consultation would need to be undertaken to determine the most appropriate action for Aboriginal sites impacted by development…
>
> Formal statutory process need to be followed in relation to the two Native Title claims encompassing areas that fall within the JDP proposal…
>
> (b) Design of any road constructed should be of a high standard to reduce the likelihood of accidents.
>
> (c) Noise measurement and modelling will be required at the detailed design stage…
>
> Should a decision be taken to construct a JDP the feasibility of lowering Caswell Drive between Wangara Street and Belconnen Way should be investigated.
>
> (d) The alignment of Option 3 should avoid as much of the natural temperate grassland in the Kaleen area as possible. In addition the alignment of Option 3 should follow as closely as possible the powerline easement on O'Connor Ridge.
>
> Should a decision be taken to construct a JDP the feasibility of a cut and fill tunnel in the O'Connor ridge area should be investigated.[69]

3.20. The government subsequently commissioned a *Fauna Overpass Study* which concluded:

> Fauna overpasses can be constructed over both sections of road [Barry Drive and Caswell Drive]; driven tunnels are not economically feasible; [and] the cheapest overpasses will be cut and cover precast arches…
>
> The cost for providing 55m long fauna overpasses over both the Barry Drive [two lanes each way, so two arches] and Caswell Drive connections [one lane each way, so one arch] would be approximately $4.8m [comprising $3.1m for the Barry Drive overpass and $1.7m for the Caswell Drive overpass].[70]
>
> [Both overpasses] are to be used as cycleways and for emergency vehicle access as well as facilitating fauna movement…
>
> [The Barry Drive fauna overpass] would have to be located between the AIS and Kunzea Street [leading to the Motor Village]…[71]
>
> [The Caswell Drive fauna overpass] would best be located in the kilometre [of road] immediately north of Belconnen Way… approximately 500m north of Belconnen Way…[72]

3.21. If the Barry Drive connection was not constructed, then the width of the roadway leading to Caswell Drive is four lanes, not two, and so the cost of the fauna overpass rises from $1.7m to $3.2m.[73]

---

[69] Ibid., 22.
[70] *John Dedman Parkway Preliminary Fauna Overpass Study* [SMEC Australia Pty Limited, May 2000], 7
[71] Ibid., 2
[72] Ditto.

3.22. The government submitted that the cost of Options 1 and 2 were under-stated in the MS:

> In relation to Options 1 and 2, which are located between the AIS and the remainder of the Bruce precinct, a cost that must be added is the loss of much of the area between Braybrooke Street and Leverrier Street. While this area is presently used for surface parking for the AIS and Bruce Stadium, acquisition of approximately half of the area bounded by these two streets to ramp a future Gungahlin Drive extension above Battye Street would have significant impacts on parking. The acquisition cost for the land, together with further expenditure to provide structure parking within a reasonable walking distance of the stadium, would add significantly to the cost of these two options to put their individual costs well in excess of the preliminary estimated cost for Option 3, the option accepted by the ACT government in 1997.[74]

3.23. Further to the acquisition cost of the land, government officers stated:

> The AIS has a 20-year lease, which started in 1990 and expires in 2010, for the purposes of carparking. There is not the standard withdrawal provision as in rural leases. In this case the provision is there to compensate the AIS for the value of any improvements. They also have an option for extension of the lease if there is no other purpose for which the land would be used.[75]

## Noise assessment

3.24. In relation to noise assessment, the *Evaluation* stated:

> [The treatment of noise impacts is] acceptable…
>
> The only issue which might have been addressed further is that of the potential impact of noise from heavy vehicles on residential areas which currently are not subjected to such traffic. This area is problematic, and no other jurisdiction in Australia has formal provision for incorporating heavy vehicle noise in their planning criteria for traffic noise….
>
> The response to the problem in NSW… has been the construction of high barriers adjacent to, for example, freeways (which generally operate at speeds of 100 kph or higher). However, similar treatments have not generally been provided on lower speed (80 kph) arterial roads, which a future JDP would be…
>
> In terms of the noise assessment for the JDP PA, I do not consider this to be a 'shortfall', but it is a matter which will need to be considered at the detailed design stage…[76]

---

[73] *Evaluation*, 7.
[74] ACT government, submission No.185, 16.
[75] *Transcript* 19/5/00 PALM: Mr Isaks, 268
[76] *Evaluation*, 6.

## Residential and visual amenity

3.25. With respect to residential and visual amenity, the *Evaluation* stated:

> The assessment of *visual* impacts of the various corridor options in the PA was handled poorly. Assessment focussed on a description of the landscape through which options would pass and details of the existing vegetation that will be replaced. The PA did not provide a detailed assessment of the visual impact of the different options on residential areas and other land uses… Given that the PA is addressing the issue of the most appropriate corridor, the *Evaluation* notes that while visual impacts have not been addressed thoroughly, such issues can be accommodated if and when construction occurs and more details on the transport mix and size of facilities are known…
>
> [The PA] should have attempted to assess *residential* amenity issues in terms of conflict between existing uses and the proposed uses which will alter social amenity… The PA did not quantify the extent of use for bushwalking, recreation and educational purposes of the open spaces to be affected and the impact in terms of severance.
>
> The PA does acknowledge the negative impacts on residential amenity in terms of impacts on residents' enjoyment of urban bushland, and disruptions to pedestrian movements. It contends that careful design can limit the impacts and provision can readily be made to provide recreational access. The PA proposes a landscape master plan as an integral part of any proposed road design concept which would enhance landscape quality of the corridor, and minimise the impacts of the preferred option. Other measures to reduce the impacts on recreational amenity that should be considered during a construction phase include pedestrian/cycleways and overpasses to ensure access is maintained.
>
> Despite the lack of detail in the PA in relation to the numbers of users, and areas most heavily utilised, it is considered that further quantification of recreational use is not required on the basis that adequate recreational use of the area can be maintained, and alternative areas of urban bushland are available for recreational use…[77]
>
> [Further,] the outcome of the PA assessment for the various route options in terms of weighing overall residential amenity impacts… and the issues of equity and access for future Gungahlin residents has been accepted as a valid conclusion given that some recreational use of the area [of O'Connor and Bruce Ridges] can be maintained and that there are strategies available to maximise the use and quality of the remaining area for recreational use.[78]

3.26. In relation to socio-economic impacts, the *Evaluation* stated:

> Analysis in the PA of socio-economic impact of a JDP focussed on the economic impact of a parkway on changes to trip length and time… The JDP did not deal with the impact of a parkway on residential property values… [which] are affected by a complex set of values… The alignment of the parkway options have been deliberately located as far from residential areas as practical in order to reduce noise and other potential impacts… It is also noted that the JDP alignment has been foreshadowed in planning documents for approximately 20 years.[79]

---

[77] Ibid., 5-6 [emphasis added].
[78] Ibid., 10.
[79] Ibid., 7.

## Flora and fauna assessment

3.27. In relation to the impact on flora and fauna, the *Evaluation* stated:

> Although the PA identified the ecological issues of importance in relation to the JDP proposal, comparisons of the impact of route options was not treated well. For instance, the grassland between Ellenborough Street and Ginninderra Drive is described in the PA as being 'disturbed'. While it is disturbed (as are all remnant grasslands), the conclusion, that the route consequently will have no impact, is incorrect. Information now available in the draft action plan [for the ecological communities] rates part of the area as of moderate conservation area, while the remainder of the area has low to no conservation value.
>
> Additionally, the importance of fragmentation of the grassland community, habitat of the Golden Sun Moth, Eastern Lined Earless Dragon, Striped Legless Lizard and Button Wrinklewort from Option 4 in the Lawson area, and Option 5 near the Campbell Park Offices was not identified. Fragmentation of the forest in the O'Connor and Bruce ridges was also not dealt with, though this community is not endangered and is well represented on Black Mountain and other parts of the ACT. A mitigation measure suggested for this area is a cut and fill tunnel. Such a measure would reduce fragmentation but would not mitigate against construction impact.
>
> Detailed information on the impact of the road through the Bruce and O'Connor Ridge area is missing. Although orchids are known to be abundant and diverse in the Black Mountain region, which includes the Bruce and O'Connor Ridge area, it was not practical to make an assessment of these in the time available because of their irregular and seasonal flowering habits and sparse distribution.
>
> Over the years of operation of the ACT government's Wildlife Research and Monitoring Unit, that Unit has not been alerted to any unique orchid or other species in the O'Connor Ridge area, and it is extremely unlikely that the area would contain orchids or other species not found in Black Mountain Reserve and adequately protected there….
>
> Should Option 3 be constructed, ecological impact in the O'Connor and Bruce ridges would result but, given the well represented nature of the woodland communities involved, these impacts are judged to be less severe than those associated with other options.[80]

3.28. During the inquiry the committee was told by government officials that they are:

> unaware of any [environmental research] projects that are underway on the [O'Connor] ridge… Environment ACT and the Wildlife Research Unit… were not able to inform us of any activity… There are no known endangered or threatened [frog] species in the Gungahlin Drive extension area.[81]

[80] Ibid., 8-9.
[81] *Transcript* 19/5/00 PALM: Mr Adams, 249-250.

## Possible Aboriginal scarred tree

3.29. The committee was told by government officials that a tree on O'Connor Ridge which may show signs of Aboriginal occupation would be adequately protected:

> The PA shows that the trunk of the tree is approximately 15m from the top of a proposed minor cutting and 20m from the edge of the future carriageway [on the eastern alignment of the JDP, which] … was determined taking into account the need to avoid interference to the soil within the drip line of the tree, and obviously to preserve the tree for posterity.[82]

## Deletion of Barry Drive link

3.30. In November 2000 the ACT government announced that it no longer intended to incorporate a link to Barry Drive in the JDP route. This effectively changed the government's preferred route from Maunsell's Option 3 to Option 3A.

3.31. The government's decision was conveyed to the committee in a letter from the Chief Minister (Mr Humphries MLA) which states:

> I wish to inform the committee that the government has reconsidered its preferred route for the GDE. Building the road over O'Connor Ridge is no longer the government's preferred position.
>
> The GDE must proceed, to alleviate the traffic congestion problems currently experienced in moving commuters in and out of Gungahlin, and to provide for future growth.
>
> However, having been an observer of the debate in the last few years and speaking with the various residents' groups, it has become apparent that building the road over the Ridge is not central to alleviating Gungahlin's traffic congestion.
>
> After weighing the benefits of building the road against preserving the ridge, it is clear that the ridge should be saved to maintain the quality of life for surrounding residents, particularly those along Dryandra Street in O'Connor and the surrounding area.
>
> I have made it clear that the eastern route around the AIS is the government's favoured route. However, I look forward to the committee's report to the Assembly on the two options for the road, either side of the AIS.[83]

[82] *Transcript* 19/5/00 PALM: Mr Adams, 250.
[83] Correspondence from the Chief Minister to the committee, dated 29/11/00.

## 4. ADEQUACY OF THE MAUNSELL STUDY: CRITICISMS BY SUBMITTERS

4.1. Submitters to this inquiry made the following criticisms of the MS.

4.2. Some submitters considered that the focus of the MS was excessively narrow:

> Maunsell's PA… is based on misleading information; questionable assumptions and projections; and disregard of community views… The terms of reference for the PA were clearly limited… It focused on a limited range of road-based options; its reference area was limited to the area between Barton Highway and Belconnen Way; it failed to account for downstream implications on traffic and residents in areas outside its terms of reference area; it did not consider public transport options; [and] it appeared to be under-pinned by a set of unstated objectives to do with development of Bruce Precinct…[84]

4.3. Submitters pointed to the implication of the JDP on Barry Drive as one example of the 'narrow' focus of the MS:

> What is to happen to the traffic that uses the JDP? Most is expected to exit into Barry Drive [which] already caries more traffic in peak period (3,900 cars per hour) than Northbourne Avenue (2,650 per hour) and is just as congested. Every morning, hundreds of cars leave Barry Drive and 'rat-run' though residential streets in Turner and O'Connor: the additional traffic from John Dedman would exacerbate this problem.[85]

> Dumping heavy loads of traffic heading towards Civic and beyond onto Barry Drive will tend to clog up that road, especially at peak hours.[86]

> All you will be doing is moving some of the cars from Northbourne to Barry Drive but no one is going to get to work any earlier.[87]

> I believe that the idea for extending Gungahlin Drive to join Barry Drive is flawed… [It] only helps people get into Civic… The intersection of Northbourne and Barry Drive will become worse than it already is.[88]

> Constructing the highway through the O'Connor Ridge area still brings the road traffic to the Belconnen Way, Macarthur Avenue and Dryandra Street round-about section. This will bring the bottleneck from the Barton Highway and dump it in the O'Connor area. This does not make sense.[89]

4.4. Another example of the 'narrow' focus was said to be inadequate concern about the effect of the JDP upon Aranda residents and especially upon Caswell Drive:

> [The MS made no] thorough examination… of the implications for Caswell Drive… This is despite the PA predicting the total daily traffic flows along

---

[84] 'Save the Ridge', submission No.327 dated 30/8/99 Part B, 10.
[85] Conservation Council *Canberra at the Crossroads*, 15-16.
[86] M Sexton, submission No.136 dated 14/7/99.
[87] Martin van Oosterhout, submission No.130 dated 16/7/99.
[88] Roslyn Woodward, submission No.137 dated 15/7/99.
[89] Richard Corver, submission No.72 dated 15/9/00.

> Caswell Drive will increase up to threefold as a result of the Gungahlin Drive extension…
>
> [The] traffic projections done for the PA focus exclusively on Gungahlin-based traffic and ignore the fact that the JDP would attract much through traffic including heavy coaches and transports which should be diverted around Canberra, not through residential areas.
>
> The current situation is bad and progressively getting worse. Traffic levels on Haydon Drive, at the Haydon Drive/Belconnen Way and Belconnen Way/Caswell Drive intersections and on Caswell Drive itself are creating access difficulties for residents and others wishing to enter or exit Aranda, particularly in peak periods…
>
> [The MS] focused almost exclusively on trees, birds and aboriginal sites and not at all on access and other issues for [Aranda] residents…
>
> The downstream effects on Aranda of extending Gungahlin Drive not only need to be identified but the cost of measures to ameliorate those effects need to be included in any cost-benefit analysis….
>
> None of the traffic problems currently confronting Aranda residents or those which will be created and/or heightened by the JDP, or ways of addressing those problems, have been examined in the PA…
>
> [A full analysis] must include the noise and pollution impacts of significant increase of interstate transports, coaches and ski traffic, including through the night, taking account of the grade of Caswell Drive and the low gears which would be required by heavy transports travelling up Caswell Drive from the south…[90]

4.5. A related criticism of the MS was that its recommendations would worsen traffic problems in O'Connor, Lyneham and Turner:

> Residential areas of O'Connor, Lyneham and Turner are already suffering badly from traffic infiltration and "rat-running". The Maunsell recommendation would severely aggravate it because of the… bottlenecks [of Clunies Ross, Barry Drive and Marcus Clarke Streets] and the proposed intersection with Macarthur Avenue will encourage traffic into the suburbs.[91]

4.6. It was claimed by some that the MS did not consider a 'no-road' option:

> Under no circumstances would Maunsell permit consideration of a no-JDP option even though numerous community participants requested it.[92]

4.7. Some submitters stated that the MS did not satisfy 'the requirements of the functional brief issued by the government to Maunsell in 1996, nor do the road alignments match with those in the recommendations of the Joint Parliamentary Committee of 1991':[93]

> The government's own analysis of the PA is inadequate. It raises serious issues with six out of ten aspects covered. In spite of these serious shortcomings and

---

[90] Aranda Residents' Group, submission No.114 dated 19/7/99.
[91] Lyneham and O'Connor Residents' Association [LORA], submission No.195 received on 1/9/99.
[92] ACF Canberra Branch, submission No.161 dated 3/8/99.
[93] *Transcript* 5/5/00 'Save the Ridge': Julie Murphy, 136.

> widespread community concern, the Minister… accepted the PA. We believe this acceptance by the Minister did not abide by consideration of section 121 of the Land Act….
>
> [The PA does not satisfy the government's brief] that the recommendation for the environmental impact assessment of the two routes recommended by the Joint Parliamentary Committee in 1991 and the 1991 resolution of the Legislative Assembly covering similar issues were to be the initial references for the PA… [But the government] confused the issue by altering one of these route alignments to include the environmentally destructive eastern connection to Barry Drive and then [increased the] confusion by having contradictory labels on those road alignments…
>
> The corruption of routes… is an extremely serious issue…
>
> The government's own analysis seems to be compelling evidence that a further assessment must be done.[94]

4.8. The public consultation process used for the MS was criticised:

> Each workshop [run by Maunsells] was characterised by the same lack of credible minuting, lack of clear outcome, disarray and confusion.[95]
>
> Although there was extensive public 'consultation', into which members of the public put a great deal of effort, there was no proper recording or minuting of these meetings. And in the end, the report just disregarded community opinion which, as expressed at the meetings (including by Gungahlin residents), almost unanimously rejected the Maunsell route as the most environmentally destructive of three or four routes considered.[96]

4.9. The MS was said to be biased toward a 'road' solution to Gungahlin's transport problems:

> There was an obvious conflict of interest in [Maunsell's] dual roles as road builders and mediators.[97]
>
> It is not appropriate that a company be employed by the government to do a study when that company is likely to have an interest of its own in the outcome eg. by tendering for work in relation to the JDP should it proceed… particularly given that one of the options required in the Terms of Reference is a "no parkway" option against which all other options are required to be measured.[98]

4.10. And the MS was said to favour car transport over public transport:

> A freeway system encourages long, cross-city trips. A good example of this effect can be seen from the projections of travel prepared by Maunsell Pty Ltd for the John Dedman study. These predict that, when Gungahlin is full, almost 10% of Gungahlin workers will travel the full length of Canberra to jobs in Woden or Tuggeranong each day, with a similar number making the reverse journey. This will mean 20,000 very long car trips per day. And so Maunsell tells us that it is an

---

[94] Ibid., Julie Murphy, 136, 138-9, 142
[95] 'Save the Ridge', submission No.327 dated 30/8/99 Part B, 15.
[96] Robert Attenborough, submission No.106 dated 15/7/99.
[97] Dr Greg Tanner and Claudia Caton, submission No.117 dated 16/7/99.
[98] Aranda Residents' Group, submission No.114 dated 19/7/99.

> ineluctable law of nature that we will need to build new roads to accommodate the traffic. In fact, the computer model Maunsell uses to make all these dire predictions only produces these results because it assumes from the outset that *there will be* the kind of travel demand between Gungahlin and Tuggeranong which only a freeway could ever hope to satisfy…
>
> [The] right approach is to ask how we can minimise the need for travel... People would be more likely to work locally if the government did not spend tens of millions of dollars encouraging long journeys with the building of urban freeways…[99]
>
> [The MS ignored] options relating to public transport… [including] improved access and incentives for bus travel; and cost disincentives for single-occupant peak-hour car travel, involving moves to a full user-pays approach, taking account of externalities and infrastructure.[100]
>
> [The Maunsell Study] did not ask: 'what is the net present value of providing free (or greatly subsidised) public transport to Gungahlin residents ten years from now?'[101]

4.11. Some submitters stated that the MS assumed too great a Gungahlin population:

> The MS is based on a… target of 114,000. The higher the population, naturally, the higher the predicted traffic volumes. Given that Canberra's population is likely to grow much less rapidly than predicted in the past…the population target for Gungahlin should be revised downwards to the original figure of 85,000 but the employment target should remain at the higher figure of 23,000. These two measures alone would reduce the predicted external traffic volumes in peak hour by a third.[102]
>
> [The population of Gungahlin should be reduced] to ecologically sustainable levels[103].

4.12. The MS was criticised for assuming that the public attitude to private car usage, including vehicle occupancy rates, will not change:

> The PA "base case" is fundamentally flawed, as it projects an essentially "business as usual" model into the future. It does not anticipate changes in public attitude and social behaviour… For instance, decisions by a vehicle driver regarding vehicle occupancy rates have both social and economic determinants. The driver responds to economic signals, such as the cost of petrol, as well as social signals, such as a perceived 'acceptability' of single occupant vehicles. [The PA's] model assumes "business as usual" vehicle occupancy rate of 1.25, and does not consider changes to either of these variables, both of which directly affect the occupancy rate. Given that the most conservative forecasters anticipate petrol prices to increase substantially within the next two decades, and that social pressure against single-occupant trips is also increasing, the "business as usual" is erroneous over the mid-term.

---

[99] Conservation Council *Canberra at the Crossroads*, 14 [emphasis in original].
[100] Aranda Residents' Group, submission No.114 dated 19/7/99.
[101] Nicky Grigg, submission No.100 dated 16/7/99.
[102] Conservation Council *Canberra at the Crossroads*, 24.
[103] Nic Gellie, submission No.134 dated 4/7/99.

> Not all aspects of the [PA's] model are "business as usual" driven. For instance, the model concedes an increase in public transport from a current 10% up to 20% of trips. However, given the source of error in assuming unchanged community attitudes towards the acceptability of vehicle occupancy, combined with only a minimal increase in expectation of public transport use, the conclusions about suitability of transport corridors and increased road use are invalid.[104]

4.13. The MS was criticised for not costing non-tangible factors such as the effect of the proposed road on the environment:

> The [PA] went into great detail to measure the "cost/benefit ratio" and "travel cost savings" for Option 3. At no stage did the report consider the "cost" of significantly degrading some of the last bushland left in the O'Connor/Bruce area. They did not count how many trees would be cut down, the age of those trees, the number of birds that would die in the process, the number of mammals that would die due to reduced habitat, and so on. All of this was described in one phrase as "small, remote impacts". They did not take into account the enjoyment that many people receive from walking and cycling through this quiet and beautiful area.[105]

> I would like to see some alternative options investigated and have the long-term cost-benefit analysis presented. The investigation must go beyond the 'normal' economic/financial approach. It should include non-tangible issues such as sustainability of the ecosystem, aesthetic value, pollution levels, educational value, cultural value, etc.[106]

> [The MS took] no account… of the cost of externalities caused by JDP eg. in terms of increased pollution, traffic accidents, bushfires and the further reduction of competitive neutrality in terms of the viability of public transport options.[107]

> How does it [the cost of subsidising public transport] compare with the costs of permanently removing more bushland, maintaining growing road networks, lowering air quality, and increasing traffic in residential communities? I did not see any attempt to quantify these costs in the MS. If you cannot quantify bushland values and the benefits of reduced car use, does that mean that they are ignored in the face of other costs that can be quantified?[108]

> [The MS does] nothing to reduce greenhouse gas emissions in the ACT. In fact, it will only increase them![109] Around 50% of Canberra's energy requirements go into transport, and 22% of our greenhouse gas emissions come from transport… While we applaud the ACT government for establishing targets for reducing our emissions of greenhouse gases, we know that we have no chance of meeting them unless a genuine effort is made to change from a car-based system to an ecologically sustainable transport system…

> In general, we support the user-pays principle. But in relation to public transport, the government has adopted the user-pays principle without the companion principle, polluter-pays, being implemented against potential patrons who opt for car transport.[110]

---

[104] ANU Environment Collective, submission No.196 dated 31/8/99.
[105] Robert Davy, submission No.95 dated 16/7/99.
[106] Siew-Gim McGregor, submission No.132 undated.
[107] Aranda Residents' Group, submission No.114 dated 19/7/99.
[108] Nicky Grigg, submission No.100 dated 16/7/99.
[109] Nic Gellie, submission No.134 dated 4/7/99.
[110] ACF Canberra Branch, submission No.161 dated 3/8/99.

> Taking all these factors into account (allowing for the cost of remedial underpasses and overpasses, soundproofing, and allocating some monetary value for environmental damage and lost recreation benefits) we believe any rigorous cost benefit analysis would find that the proposed route is uneconomic.[111]

4.14. The MS' cost estimates were said to be sketchy:

> The sum total of the financial implications is half a page on page 187 of the [MS]… We find that this is not an adequate analysis. Similarly with the actual cost-benefit analysis, there is an attempt to have a broad-brush conversion of benefits into dollar terms in terms of the reduction of traffic times and speeds… The cost-benefit analysis is far too cursory… There is also no discussion of the social and financial costs to the community of losing a large area of bushland.[112]

4.15. The MS was said to under-estimate the cost of the western road option by not taking into account:

> [The] remediation works that would be required if the western route had been adopted as the preferred route to ensure the continued efficient operation and viability of the AIS facility.[113]

4.16. The MS was criticised for not recommending that stronger legal protection should be given to all parts of Canberra Nature Park:

> Bruce and O'Connor Ridges are managed as part of Canberra Nature Park. These areas are also classified as 'Designated Areas' under Canberra's National Capital Open Space System. However, it appears that neither of these classifications provide the ridges with legal protection.[114]

> The O'Connor-Bruce Ridge should be designated as a national park…[115]

> Canberra Nature Park [is] one of the treasures of Canberra. In few, if any, other large cites… do people have such ready access to relatively natural bushland and the multitude of experiences it can offer. This contributes significantly to the quality of life for many. We should protect and enhance this natural asset for the continued enjoyment of present and future generations. Indeed, many people have put considerable effort into doing so… often with government support. It would be a waste of the efforts and government resources invested in the Ridges if the good work were to be undone by putting a road through. It may also deter further efforts in other parts of Canberra Nature Park for fear that these, too, may be lost to inappropriate "development". I therefore urge that all parts of Canberra Nature Park, including O'Connor and Bruce Ridges, be given legal protection…[116]

> My family and I have always found the ridges – particularly O'Connor Ridge – a magical place to take an evening walk. The great thing about living in the "Bush Capital" is having a kind of wilderness on your doorstep. Preserving these ridges

---

[111] Anthony Dyson and Margaret Clarke, submission No.120 dated 15/7/99.
[112] *Transcript* 12/5/00 Lyneham O'Connor Residents' Association: Mr Savage, 193-4.
[113] Purdon Associates Pty Ltd for Bruce Precinct Association, submission No.141, 3-6.
[114] O'Connor Ridge Parkcare Group, submission No.148 dated 16/7/99 2.
[115] Mary Hutchinson, submission No.115 dated 15/7/99.
[116] Andrew Chalklen, submission No.162 dated 16/7/99.

by giving them protection is to preserve the essence of these suburbs and one of the reasons for choosing to live there.[117]

[117] Julia Smith, submission No.420 dated 25/1/00.

## 5. ADEQUACY OF THE MAUNSELL STUDY: THE VIEW OF THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES

5.1. The committee makes the following observations about the MS, the government's *Evaluation* of the MS, and the criticisms that have been made of both.

5.2. Criticism of the MS as excessively 'narrow', in the committee's view, should not be directed at Maunsell Pty Ltd but, to the extent that there is substance to the criticism, to the government which commissioned the Study.

5.3. The committee does not consider that the terms of reference for the MS were too narrow (though there were some weaknesses in the MS which are referred to later in this chapter). The terms of reference required a detailed investigation of the *need* for a JDP and, if it was found such a need existed, then consideration of the optimal *route*. The MS set out its reasons for concluding that a need existed; and it outlined why 14 transport routes—subsequently reduced to five— should be considered as ways to meet this need. Three of the five routes involved a *new* road, namely, a JDP option. *All* of the options were intended to address travel needs in the area from the Barton Highway in the north to Belconnen Way in the south. The committee considers this coverage was acceptable.

5.4. The committee does not agree with the criticism that Maunsell's 'blinkered brief was always going to favour an eastern alignment because it does not take into account any of the downstream effects and the considerable work that is required to remedy those'.[118] The committee points out that these downstream works were presumed by the government to be necessary *no matter what route was chosen for the Gungahlin Drive extension*.

5.5. In particular, Barry Drive can be expected to carry further traffic regardless of which route is selected for the JDP or even whether or not the JDP is built—this is because Gungahlin traffic will flow through Belconnen and north Canberra in an effort to access Civic.

5.6. The same is true of Caswell Drive and Glenloch Interchange, which can be expected to carry significantly increased traffic *whether or not the JDP is built*— again because of Gungahlin traffic accessing Tuggeranong Parkway and Parkes Way.

5.7. Further, the nature of the downstream effects *may not be substantially different whether an eastern or western alignment for Gungahlin Drive extension is built*, as both alignments bring traffic to Belconnen Way/Caswell Drive, Barry Drive and Glenloch Interchange.

5.8. This means that, for all JDP options, traffic will continue to have the capacity to enter the streets of O'Connor, Lyneham and Turner (via Belconnen Way and

---

[118] *Transcript* 12/5/00 Lyneham O'Connor Residents Association: Mr Savage, 192

Macarthur Avenue). The only ways of reducing this traffic are to encourage direct access onto Barry Drive (as Options 1, 2, 3, 3B and 3C do) and/or to deny JDP traffic access to Belconnen Way (i.e. for the JDP to cross Belconnen Way on a flyover, forcing all city-bound traffic to continue to Glenloch Interchange and Parkes Way). The latter option is *not* favoured by the MS, the government or this committee.

5.9. The criticism that the MS did not consider a 'no-roads' option is incorrect. All five of the broad transport corridors outlined in the MS were compared to *a no-new road scenario*, described as 'the base case scenario' consisting of 'that set of transport improvements which would occur over the time span of the Study (ie up to a Canberra population of 500,000) in the absence of a major transport initiative in the corridors'.[119]

5.10. The criticism by some submitters that the Maunsell Study should have incorporated the recommendations of the Joint Parliamentary Committee [JPC] is misplaced, in that *both* the Commonwealth and Territory governments *did not fully endorse all recommendations of that report*. In particular, the two governments modified the route options to preserve *both* eastern and western alignments of the proposed JDP. These options are shown on the National Capital Plan and the Territory Plan; they thus became the starting point for Maunsell's investigations. *As they have statutory effect, it was essential to include them in options considered by Maunsell—and, as outlined in chapter 2, they are included in the specific route options considered by the MS.*

5.11. The criticism of the MS, and of the government's *Evaluation* of the MS, on the grounds that it did not begin by considering the two routes recommended by the PJC and the Legislative Assembly in a 1991 resolution appears misplaced, in that these routes are Options 1A and 3A of the 14 specific route options identified in the MS [see chapter 2]. The government did not require the MS to confine itself to these two options but to include them in a possible range of options. The committee has no problem with this approach.

5.12. However, the criticism that the MS should have given greater emphasis to the 'Community Option' (involving a JDP alignment to the west of the AIS with no link to Barry Drive) is particularly pertinent in light of the fact that, as of the time of finalising this report, that option is one of the final two options before the committee

5.13. However, the fact that this alignment of the JDP and its eastern equivalent [Options 1A and 3A in chapter 2] would be the final two options for the JDP was not known to Maunsell at the time it prepared its report. Further, Maunsells' brief did not confine it to just one or two options for a JDP alignment but required it 'to investigate the need for, and the recommended route of, the future JDP' [chapter 2]. The MS subsequently identified 14 specific route options for detailed analysis; and 'the community consultation process and… the Study team's own investigations'[120]

---

[119] PA *Executive Summary*, xxii.
[120] Ibid., xxix-xxx.

led it to place a priority upon the JDP alignments incorporating a link to Barry Drive, as indicated by the following statement:

> The link to Barry Drive offers significant accessibility advantages to both public transport routes as well as car and truck traffic and is therefore an important functional facility. *The accessibility benefit of the link to Caswell drive is not as significant and so, at the time of detailed design, the need for this link should be re-examined particularly in light of public transport needs at the time.* Should the Caswell Drive link not be required, traffic from Gungahlin to Tuggeranong and Woden could turn right at Macarthur Avenue and then left into Caswell Drive.[121]

5.14. Against this background, the committee concludes that the MS should not be criticised for failing to accord a priority to Option 1A as distinct to other options for the JDP.

5.15. The criticism that the MS ignored public transport is only partially correct. The MS certainly did not examine public transport options in detail, not did it outline the manner in which a future JDP might handle public transport (beyond noting that an intertown public transport route could run parallel to, or use part of, the JDP).

5.16. However, the MS concluded that a road was needed even on the assumption that, in relation to travel to and from Gungahlin, it would be possible to double the *present use of public transport in Canberra from the current 10% to 20%.* This assumption—described as 'courageous' by one government witness[122]—is certainly ambitious given Canberra's experience of public transport usage and also given past transport studies in the ACT [see chapter 6].

5.17. The committee considers that it was a pity the government did not require the MS to consider the actual alignment of an inter-town public transport route between Civic/Belconnen, Civic/Gungahlin, and Belconnen/Gungahlin. The committee comments further on public transport issues in chapters 8 and 10.

5.18. The criticism that the MS should have recommended stronger legal protection for, at the least, those portions of Canberra Nature Park through which a road might pass, is misplaced. The MS had to include consideration of such routes in light of the decisions by the Commonwealth and Territory governments to preserve the routes in their planning documents.

5.19. The committee respects the view of those submitters who argued for stronger protection for Canberra Nature Park—but this was not an issue which the MS was asked to address.

5.20. The criticism that the MS assumed no change of vehicle occupancy rates is incorrect. The MS was based on an increase in peak hour car occupancy from 1.1 to 1.25.

---

[121] Ibid., 435 [italics added].
[122] *Transcript* 24/3/00 PALM: Mr Adams, 5.

5.21. The related criticism that the MS presumed a 'business as usual' model in relation, not just to vehicle occupancy rates, but to the public's attitude and behaviour to car travel, is accurate but, in the committee's view, it is difficult to see what other option was available to those who prepared the MS. Increases in petrol prices, of a magnitude to fundamentally alter the behaviour of travellers, may or may not occur in the future; but it would not be appropriate for a study of Gungahlin's travel needs to be based on any particular set of assumptions about them, particularly in light of the finding that, when fuel prices rise:

> people will switch to more fuel efficient cars rather than decrease travel. There is only a 0.7% increase in public transport usage from a 10% change in fuel price.[123]

5.22. The criticism that the MS did not consider the option of *free* public transport for the Gungahlin travel task is not correct. The committee notes the following finding by the MS:

> The usage of public transport is more sensitive to travel times than to fares—almost double the effect.
>
> However, reducing the cost of public transport does have a major impact upon increasing the extent of public transport travel—a 10% reduction in fares will result in an increase of about 3.4% in bus travel. However, although there is an increase in public transport travel, there is *not* a corresponding decrease in private car travel. For the example above, there would only a 0.6% reduction in private car usage…
>
> [This is because] many workers require the use of their vehicle for business purposes. Up to 20% of workers using their cars for the journey to work also use their cars for business or other trips during the day. An examination of daily traffic flows shows that the average hourly traffic flows between 9.30am and 3.30pm is about 70% of peak hour travel. This relationship suggest that there would be insufficient space on the arterial road network to carry this off-peak traffic in reasonable conditions if the network were to be too restricted.[124]

5.23. From these points, it appears reasonable for the MS to assume a continued heavy use of cars for the Gungahlin travel task.

5.24. The criticism that the MS presumed an excessively high population of Gungahlin is misplaced in that, in the view of this committee, *even the current population of Gungahlin is producing serious traffic congestion problems which need attention*, quite apart from what they will become as the population grows above the present 20,00 people. Also, the committee notes the impact of possible future development of Gooromon which, being to the north of Gungahlin, will see traffic flowing through parts of Gungahlin and hence, add to traffic flows.

---

[123] PA *Working Paper No.6—Consultation*, 45.
[124] Ibid., 45-6.

5.25. In relation to existing traffic problems, the committee notes the concern of many submitters to the inquiry about this matter eg:

> Having spent 50 minutes this morning travelling from Amaroo to the city by Gungahlin Drive and the Barton Highway I wish to express my concern at the delayed reaction to road planning. There is significant development in Amaroo and surrounding areas but the roads already are not coping with peak traffic flows.[125]

> I am a resident of Gungahlin… I moved into Gungahlin with the expectation that I would have access to the same facilities as all other residents of Canberra. I am currently being denied this right, because there is no substantial employment in Gungahlin… and there is a lack of adequate transportation links.

> [As a resident of Gungahlin,] I urge the committee to take into account legitimate and equitable transport needs of the residents of Gungahlin… For so long now, Gungahlin residents have been disadvantaged by [the] poor transport system. Delaying the construction of the John Dedman Parkway will further disadvantage and alienate us from the rest of Canberra.[126]

> My family moved to Gungahlin six years ago with the expectation that Gungahlin would be developed, as planned, with employment and transport infrastructure links equivalent to other major town centres within Canberra. Since that time, decisions to develop employment and necessary roads and freeways to provide free movement of traffic in and out of Gungahlin appear to be continually stalled… There are major delays and traffic congestion during peak hours of normal working days on all roads leading out of Gungahlin and beyond… Over the next few years these roads will become a nightmare with the ever-increasing traffic from the growing Gungahlin and the current developments in the inner north suburbs which will increase population density. The overflow of traffic into suburban streets of north Canberra can only grow.

> As a resident of Gungahlin… I am appalled by lack of adequate transportation links, both public and private, to other parts of this city… The volume of traffic leaving Gungahlin on a daily basis during peak hour is colossal. I use the Barton Highway, Northbourne Avenue and William Slim Drive and experience unnecessary prolonged delays everyday. This can only increase dramatically as the population of Gungahlin escalates. The only practical solution is to *extend Gungahlin Drive and other arterial roadways* to relieve the traffic congestion.[127]

> As the population of Gungahlin continues to grow, at Australia's highest growth rate, and there continues to be a lack of commitment to developing employment in Gungahlin, there can only be increasing pressure on existing transportation links. The volume of traffic leaving Gungahlin on a daily basis and using Phillip Avenue, Barton Highway, Northbourne Avenue and William Slim Drive can only increase dramatically. The delays on each of these road links already increase daily. Northbourne Avenue is already reaching its limit… The only practicable solution is to construct the extension of Gungahlin Drive through to the Glenloch Interchange.[128]

---

[125] Graeme Lindner, submission No.885 dated 23/5/00.
[126] Minh Le, submission No.244 dated 25/8/99.
[127] Caroline Joy, submission No.887 dated 7/5/00 [emphasis in original].
[128] F.S.Thompson, submission No.883 dated 18/5/00.

5.26. The criticism of the MS for encouraging long-distance commuting is really a criticism of Canberra's town planning and should be directed to successive Commonwealth and Territory governments. An example of such criticism is the following:

> Is it desirable to have such a large population commuting long distances to the city to work…? If easy road access was unavailable, people may make the decision to live closer to the city… [balancing] the higher rental price against lower cost of daily travel… The proposed parkway will only encourage this lack of consideration.[129]

5.27. Gungahlin residents see it differently eg:

> The planning process… has actually failed Gungahlin residents, because the basic infrastructure and the arterial roads into the area really should have been in place before Gungahlin was started.[130]

> Gungahlin residents want a road. It is as simple and straightforward as that.[131]

> Apart from the road problems and lack of local employment, Gungahlin is a great place to live and bring up a family. Trouble is, the attitude that has developed towards Gungahlin makes us feel like we are the baby that no one wanted, and like second-class citizens.[132]

5.28. An important issue of equity is raised by these comments. A number of submitters, as well as several ACT transport studies [see chapter 6], call for the adoption of measures which would have the effect of treating Gungahlin residents differently to the rest of Canberra. One such example is the following:

> At some stage Canberra has to bite the bullet [with respect to transport]. It is unfortunate for the Gungahlin people that they are in the firing line at this stage… If we could provide them with such a community acceptable public transit system, proper bike paths… we may be able to win them around…[133]

5.29. The committee is not sympathetic to the suggestion that Gungahlin residents be provided with a poorer standard of accessibility to the rest of Canberra, with respect to private vehicles, than other residents enjoy. A policy of this kind would have the effect of penalising Gungahlin residents. If there is to be a greater reliance upon public transport in the future, it should be introduced over the whole of Canberra rather than just one portion of the city.

5.30. The criticism that the MS was 'light' on its costings appears reasonable to the committee, which regrets the fact that detailed costings *of the various portions of each option* were not provided. Such costings would have greatly helped identify the costs of the key options as they emerged at the end of this inquiry, namely Options 1A and

---

[129] Brett Cuthbertson, submission No.101 dated 16/7/99.
[130] *Transcript* 12/5/00 Mr Mahon, 188.
[131] *Transcript* 5/5/00 Gungahlin Community Council: Mr Gower, 181.
[132] Irene Passaris, submission No.898 dated 26/6/00.
[133] *Transcript* 5/5/00 Mr Bell, 161, 164.

3A. It is not possible to accurately cost these two options from the information in the MS, though approximate figures can be derived [see chapter 13].

5.31. The committee has already acknowledged that, at the time the MS was prepared, these two options were not the only, or even the principal, options to arise out of the public consultation process and Maunsell's own technical study.

5.32. Further on costings, the committee notes the view of members of the Bruce Precinct Association that the MS seriously under-estimated the cost of the western alignment, because it did not include the cost of replacing carparks and providing efficient pedestrian access to Bruce Stadium and the AIS. This criticism is considered in more detail in chapter 13.

5.33. The criticism of the *process* used by Maunsell is not a matter upon which members of the committee can rule upon. The committee notes the strength of concern felt by some submitters on this issue; but also notes the *competing* views expressed by members of the public. While opponents of Maunsell's preferred road alignment for the JDP consider the consultation process 'confusing', inadequate and even 'corrupt' ('Save the Ridge'), the view of a community organisation supporting an eastern alignment for the JDP (the Gungahlin Community Council) was the opposite. The Gungahlin Community Council felt that 'minority groups with vested interests… [attempted] to hijack the [consultation[ process'.[134]

5.34. The committee acknowledges the detailed account of the process used by Maunsell in the PA's Working Paper No.6 on *Consultation*. This document portrays very well the diverse array of viewpoints expressed by participants in the process.

5.35. The committee accepts that the process used by Maunsell was intended to inform people affected by the proposed road and pick up their comments about a preferred route. In no way should the MS be interpreted as the means of gauging community opinion on the proposed road, nor as the means of making a decision on the route. This is up to the Territory's government and parliament—and the current inquiry by the Standing Committee on Planning and Urban Services is an important part of this process.

5.36. The criticism of the MS as biased toward a road option because it was prepared by a company that, among other activities, also builds roads is misplaced, in the committee's view. There are only a limited number of companies with the technical knowledge and resources to conduct a major transport study, and it is hardly surprising that they also are in the business of constructing roads. Maunsell Pty Ltd has successfully carried out a number of large transport projects in the ACT and, to the committee's knowledge, has not been criticised for alleged bias in any aspect of its role.

---

[134] Gungahlin Community Council, submission No.871 dated 5/5/00, 4

5.37. Both the government and a critical lobby group ('Save the Ridge') criticised the MS for deficiencies in the assessment of noise impacts; visual impacts; impact on residential amenity; impact on residential property values; and impact on flora and fauna. Whereas the government concluded that, despite these deficiencies, the MS was an adequate assessment of the need for a Gungahlin transport corridor and of a JDP option for this corridor [chapter 3], 'Save the Ridge' concluded that the deficiencies were so serious as to render the MS invalid and a new environmental assessment required.

5.38. In essence, the government considered that these deficiencies of the MS can be addressed in two ways. One is by adjustments to the route (eg to avoid the higher-value Kaleen grassslands and to move the eastern alignment of a JDP close to the existing powerlines and to the existing Stadium carparks). The second way to address the deficiencies is at the detailed design stage (eg to determine the exact design and nature of noise barriers in Kaleen, O'Connor and Aranda; and to consider lowering or relocating Caswell Drive).

5.39. The government also points out that a major transport corridor on the JDP alignment has been shown in many past planning documents—and past transport studies have provided insights into how to address some of the issues raised by such a corridor.

5.40. *The committee's view is similar to that of the government, namely, that the omissions and deficiencies of the MS are not such as to render the document invalid. The omissions and deficiencies in the MS are outweighed by the detailed consideration of the need for a transport corridor and the issues involved in selecting one option among several.*

5.41. The committee considers that it is unlikely any one transport study would satisfy all of the diverse viewpoints associated with a major new transport corridor such as the JDP. No matter how good the study, some members of the community would feel dissatisfied by the consideration of issues and the findings of the study. This would undoubtedly be the case if a *new* transport study was commissioned to remedy the omissions and deficiencies of the MS.

5.42. *In the committee's view, the MS clearly establishes the case for a new transport corridor to access Gungahlin.* The committee accepts that the 'Base Case' situation of new JDP option has seriously adverse consequences for Gungahlin residents and also for the residents of north Canberra and Belconnen, which will experience much greater vehicular traffic. The committee agrees with the sentiments expressed in the following submissions:

> Any comment that says you should not build JDP at all is staring futility in the face. The consequence of the base case is just unbelievable. If you do not build John Dedman, it will only bring forward the need to build Monash at a much earlier stage, and in the meantime you build up traffic consequences on Northbourne

> Avenue and other through streets in north Canberra, which we are experiencing now. So something has to be done to relieve the pressure.[135]
>
> [The option of not building Gungahlin Drive] would have profound environmental, noise and amenity effects upon a large number of residents in Belconnen other than Kaleen and Aranda. It would increase substantially traffic flows along William Slim Drive, Baldwin Drive, Aikman Drive, Coulter Drive and Bindubi Street. This would have flow on effects to businesses, schools and nursing homes located on these routes. It would increase traffic flows through Phillip Avenue, Majura Avenue, Officer Crescent, and place pressure for the construction of Monash Drive…
>
> Gungahlin Drive is not the solution to all problems; it is part of the solution to Gungahlin's transport requirements..[136]
>
> The Gungahlin Drive/Gundaroo Drive roundabout and associated road sections are already completely overwhelmed by traffic in peak times. There is no efficient road network south through Belconnen and beyond—William Slim Drive is not a satisfactory route.[137]
>
> I write to express my concern at the continuing delays in selecting a route and proceeding with the John Dedman Parkway. Traffic conditions in routes servicing Kaleen have deteriorated markedly in the last three years…[138]
>
> [Option 4] would split [Aranda] from its amenities of shopping, education and recreation, as well as increase danger and increase noise for residents to unacceptable levels, in an area which includes a high school, nursing home, two primary schools and a child care centre.[139]

5.43. The committee finds itself unable to agree with those submitters who supported the Belconnen option on the grounds that it is:

> the most appropriate, since it involves improving existing infrastructure without trampling another piece of urban bushland[140]
>
> Most of this route is already of an appropriate size for the task, and already connects with Civic, Fyshwick, Woden and Tuggeranong. This would surely be the least expensive of any of the options…[141]
>
> If a road is essential… why not broaden an existing road rather than chop up another landscape. For example, Haydon Drive could be turned into a six-lane road, carrying cars close to the destinations intended by the proposed road development.[142]

5.44. The committee agrees with the MS that the Northbourne Avenue corridor is already strained and only going to get worse as Gungahlin expands [see further in chapters 8 and 9]. Further, the committee is not disposed to raise the spectre of

---

[135] Mr Wensing *Transcript* of 19/5/00, 236.
[136] Gungahlin Community Council, submission No.871 dated 5/5/00.
[137] Max Blyton, submission No.874 dated 19/5/00.
[138] Greg Freeman, submission No.892 dated 10/5/00.
[139] Aranda Residents' Group, submission No.114 dated 19/7/99.
[140] Peter Briggs, submission No.99 dated 16/7/99.
[141] Ross Dunn, submission No.76 dated 14/7/99.
[142] Roslyn Woodward, submission dated 15/7/99.

Monash Drive as a partial 'solution' to the shortcomings of Northbourne Avenue, despite some support for this option by some submitters to the inquiry, eg:

> No attempt has been made to indicate what the impact and costings would be of east and west ring road options (to the west of Belconnen), or why Monash Drive has been abandoned in favour of John Dedman.[143]

5.45. The committee agrees with the MS that the Majura option, however desirable in its own right, should be seen as *complementary* to a more westerly Gungahlin transport corridor.

5.46. The committee considers that the traffic needs of Gungahlin *require an additional transport corridor to those already in place* (which include the Belconnen route), rather than simply expanding an existing transport corridor.

5.47. *The committee concludes that the MS—in concluding that a JDP option is justified— satisfies its purpose of providing an adequate basis for a decision about the need for, and the optimal route of, an extension to Gungahlin Drive*.

5.48. The committee recommends:

- **that an additional arterial road connecting to Gungahlin Drive be constructed.**

5.49. However desirable improvements to Canberra's public transport are, the committee does not consider that Gungahlin residents should be forced to limit their use of cars to a significantly greater extent than other Canberra residents. The committee is keenly conscious that Gungahlin currently has fewer arterial exits than Belconnen and Tuggeranong and that, even with a JDP traffic route, 'Gungahlin residents will have lower accessibility than Tuggeranong or Belconnen' [chapter 3]. The committee considers that the Gungahlin Drive extension should make effective provision for both private and public transport.

5.50. The committee recommends:

- **that the Gungahlin Drive extension should make effective provision for both private and public transport.**

5.51. The committee, like the MS, is not attracted to JDP options which sever Ginninderra Drive (Options 2W and 2E). The committee considers that Ginninderra Drive performs a useful function in carrying traffic between Belconnen and north Canberra. Further, some of the present congestion at the eastern end of Ginninderra Drive—involving Ellenborough and Mouat Streets—should ease once a JDP is in place.

---

[143] Aranda Residents' Group, submission No.114 dated 19/7/99.

5.52. This decision means that a JDP alignment would involve one of the options identified under the broad heading of Options 1 and 3 in the MS. A decision on a preferred route for the JDP involves consideration of material in the following chapters of this report, and especially the material in chapter 13.

5.53. In concluding this chapter, the committee wishes to express appreciation for the detailed information in both the MS and the *Assessment* by the [then] Minister for the Environment, Land and Planning. The manner in which the *Assessment* addressed the point of view of those who commented on the MS is particularly useful in this inquiry, as it brought to the fore some important issues that were also raised in the course of this committee's own inquiry.

5.54. The committee finds itself unable to agree with those submitters who thought the MS was misleading, even 'corrupt'; or biased towards an option that would favour the company which produced it. In making this statement, the committee in no way means to denigrate those who hold a contrary point of view to that of the committee. But it is likely that most submitters did not have the opportunity to study in detail the full MS or the *Assessment*, whereas this committee has had that opportunity—as well as the opportunity to consider a broad range of information contained in the submissions and oral testimony to this inquiry. Despite deficiencies, the committee considers the two documents *do provide the basis for a decision on the need for Gungahlin Drive extension and the optimal route.*

## 6. OTHER TRANSPORT INQUIRIES IN THE ACT

6.1. There have been many ACT transport studies. This chapter summaries some of those most relevant to the current inquiry, including those mentioned in evidence tendered to the committee in the course of the inquiry. In line with the committee's usual practice, quotations are used wherever possible.

6.2. The inquiries may be grouped into two categories: those pre-dating self government in 1989, and those produced following self government. The former were commissioned by the Commonwealth body responsible for Canberra's planning, the National Capital Development Commission [NCDC]. The studies include:

- *Tomorrow's Canberra*
  National Capital Development Commission (Australian National University Press, Canberra, 1970)

- *Canberra Short-term Transport Planning Study – Study Report*
  National Capital Development Commission (prepared by P.G. Pak-Poy & Associates Pty. Ltd. in association with John Paterson Urban Systems Pty. Ltd, May 1977); including Volume 1 *Travel Surveys and Data Assembly* June 1976

- *Metropolitan Canberra – Policy Plan [and] Development Plan*
  National Capital Development Commission, Canberra, July 1984

- *Gungahlin External Travel Study: Information Report*
  Lansley Hayes & Storer Pty. Limited for the National Capital Planning Authority Canberra, May 1989; and

- *Having a Say: report of a community consultation on the Gungahlin External Travel Study*
  Lansley Hayes & Storer Pty. Limited for the National Capital Planning Authority Canberra, October 1989.

6.3. The ACT transport studies produced since self-government are many. One of the most important is *Gungahlin's Transport Links*, which was a report of the Parliamentary Joint Committee on the ACT (chaired by John Langmore MP) in May 1991. Other studies which the government considers bear on a decision on Gungahlin Drive extension include the following:

Reductions in Through Traffic in Civic

*Study of Future Public Transport Options – Report on Stage 1* [DJA-Denis Johnston & Associates, Maunsell Pty Ltd and Lester Firth & Associates, 1992]

*Study of Future Public Transport Options – Report on Stage 2* [DJA-Denis Johnston & Associates, Maunsell Pty Ltd and Lester Firth & Associates, 1993]

*Northbourne Avenue Traffic Management Study* [Arup Transportation Planning, 1995]

*Barton Highway Duplication and Traffic Management Study* [Arup Transportation Planning, 1996]

*Traffic Study for B1 Development Areas - North Canberra* [Arup Transportation Planning, 1995]

*National Capital Beyond 2000: Settlements and Infrastructure*

*John Dedman Parkway Preliminary Assessment*[144]

*Public Transport Options Study – Stage 3: Canberra Light Rail Implementation Study* [Booz-Allen & Hamilton (Australia) Ltd. 1994]

*Lyneham, Turner & O'Connor Traffic Management Study – Final Report* [R.J.Nairn & Partners Pty Ltd, in conjunction with W.P.Brown and Partners Pty Ltd and Purdon Associates Pty Ltd, 1996]

*Mouat/Ginninderra Drive Review: Final Report* [R.J.Nairn & Partners Pty Ltd, in conjunction with W.P.Brown and Partners Pty Ltd and Purdon Associates Pty Ltd, 1996]

*Report on Ginninderra Drive/Mouat Street, Lyneham* [Report No.33 of the Standing Committee on Planning and Environment, 1997].[145]

6.4. The committee has summarised two of the most important, and most far-reaching, of these transport studies in this chapter, namely:

- *Gungahlin's Transport Links*
  Parliamentary Joint Committee on the ACT (Commonwealth of Australia), May 1991

- *Public Transport Options Study – Stage 3 Canberra Light Rail Implementation Study*
  Final report by Booz-Allen & Hamilton (Australia) Ltd for the ACT Department of Urban Services, December 1994

6.5. Three further transport studies were brought to the committee's attention in the course of the inquiry and, because they raise significant issues, are also summarised in this chapter. These three studies are:

- *Towards a More Sustainable Canberra: An Assessment of Canberra's Transport, Energy and Land Use*
  Peter Newman and Jeff Kenworthy (Institute for Science and Technology Policy, Murdoch University, Perth WA) April 1991

---

[144] ACT government, submission No.185 dated 16/8/99, 1.
[145] Ibid.,. 5-6.

- *Canberra at the Crossroads—A Way Out of the Transport Mess*
  Conservation Council of the South East Region & Canberra (attached by the Conservation Council to its submission to the inquiry), October 1997

- *A Very Public Solution – Transport in the Dispersed City*
  Dr Paul Mees (Melbourne University Press) 2000.

6.6. The summaries that follow are arranged in chronological order, with the most recent last.

---

**Tomorrow's Canberra (1970)**

*By the National Capital Development Commission*

6.7. *Tomorrow's Canberra* envisaged a larger population than currently exists, and with unencumbered transport links:

> The prime requirements [of Canberra's planning] were defined as a clear and simple way of expanding the city [to a population of up to half a million people before the end of the twentieth century] so that its central area could continue to develop without hindrance as the symbolic national capital core, businesses could operate economically, residents could travel without encountering chronic traffic congestion, and people from the Canberra region and other cities could move in and out without transport frustrations.[146]

6.8. The document saw freeways as essential:

> There is no doubt that the three-level traffic network…[comprising] local, arterial, and freeway type traffic routes… is fundamental to the orderly framing of detailed traffic planning, the systematic control of traffic operations, the physical structuring of growth at metropolitan, town, and neighbourhood levels.[147]

6.9. *Tomorrow's Canberra* identified the need for a freeway from north Canberra to the new town of Tuggeranong:

> [The] Tuggeranong Freeway will run from the western periphery of Tuggeranong northwards… to link up with new alignments of the Barton and Federal Highways… The ultimate requirement will be for dual three-lane carriageways…[148]

6.10. The document includes a picture of metropolitan Canberra that shows the Tuggeranong Parkway to the west of Black Mountain on a wide road and located to the west of what is now the AIS. However, a major road is also shown to the east of

---

[146] *Tomorrow's Canberra* xviii.
[147] Ibid., 123.
[148] Ibid., 230-1.

the AIS being an extension of what is now Barry Drive. This road links to the Tuggeranong Parkway to the north of the AIS.[149]

6.11. The document was cautious about the extent of public transport usage:

> The opportunity for choice in mode of travel in a car-reliant community living in low-density housing areas is most difficult to achieve. Public transport cannot be made attractive enough in terms of cost, frequency, or route length and this forces people to use private cars which in turn makes it even more difficult to provide a good public transport service. The linear pattern of growth with the main centres of activity and higher density housing groups along the express public transport routes and with a freeway system at the periphery of urban corridors, offers the best opportunity for an attractive alternative to travel by car.[150]
>
> A high quality public transport system might feasibly be introduced by the time Canberra's population reaches half a million.[151]

6.12. With respect to the costs of bus and rail transport, *Tomorrow's Canberra* states:

> Express public transport [between the town centres]… has a potential for sufficient patronage to repay operating costs… [Further,] patronage could be expected to increase considerably if charges for parking were made… To be able to compete with the private vehicle, the express public transport would have to be inexpensive, frequent, and comfortable, penetrate into the activity centres and be connected to an extended secondary public transport system providing for maximum residential coverage.
>
> The right-of-way space needs are similar for bus and rail, and the operating costs for bus and rail are likely to be of the same order. But the capital costs of a busway could be one-third less than a rail system, the smaller unit could provide more frequent services, and the bus gives more flexibility because it can operate as express and local feeder. Although probably manually operated during the early stages, conversion of the express bus system to automated electronic operation on the separate right-of-way provided for it would be feasible if technological developments and the economics of such an operation became favourable.[152]

6.13. The alignment of a public transport route was said to be:

> The tentative alignment provides for a route from Belconnen through the Belconnen Town Centre to the City Centre and thence via Russell, Capital Hill, Adelaide Avenue, Woden Town Centre to Tuggeranong… Stops would not be less than one mile apart except in the major centres where greater coverage of activities might be needed.[153]

[149] Ibid., 235.
[150] Ibid., 221.
[151] Ibid., 218.
[152] Ibid., 229-230.
[153] Ibid., 230.

## Canberra Short-term Transport Planning Study: Study Report (1977)

*For the National Capital Development Commission, by P.G.Pak-Poy & Associates Pty. Ltd in association with John Paterson Urban Systems Pty. Ltd*

6.14. The report was commissioned by the NCDC to consider the implications of the NCDC's adoption of a *Transport Policy Approach* which:

> represents a major departure from previous transport policies in Canberra, which promoted a high degree of car dependency.[154]

6.15. The *Transport Policy Approach* had the following features :

> To encourage the development and use of a high quality public transport system.
>
> To provide for freight and essential private car movements at minimum cost to the community and with minimum impact on the social and physical environment.
>
> Where appropriate, public transport will be given priority of movement over private transport on busy roads and at junctions.
>
> An express inter-town public transport system will be developed, operating on a reserved right-of -way as necessary.
>
> The extent, location and design of the highway network will be such as to minimise energy consumption, provide a high level of service for off-peak freight and private car usage, and protect the natural and social environment. Major roads will be developed to provide for inter-suburb, town by-pass and town access movements with the minimum of traffic intrusion on to residential streets.
>
> The unnecessary use of the private car for commuting purposes will be discouraged. Any shortfall in peak hour road capacity or parking space will be offset by the provision of improved public transport facilities. The provision of car parking in the main centres will be maintained at the minimum necessary to protect the environment and promote public transport usage.[155]

6.16. The *Transport Policy Approach* recognised that:

> The motor car is an efficient device for providing random access between any two points in an urban area, but is fairly inefficient at delivering large numbers of people simultaneously to points of concentrated activity. Public transport, on the other hand, is poor as a random access device, but relatively efficient at serving the needs of peak travel demand on the employment and commercial nodes within the urban area…[156]
>
> To assume, however, that the surplus peak demand will be carried by public transport is to ignore two vital issues. [First,] in the absence of any direct and effective policy measures, road space will be rationed by congestion. A null policy analysis must properly identify potential congestion locations. [Second,] the diversion of surplus peak demand to public transport either by congestion rationing or by positive policy action, depends on the provision of an adequate peak public

---

[154] *Canberra Short-term Transport Planning Study*, 5.
[155] Ibid., 4-5.
[156] Ibid., 6.

> transport service to carry that demand. However, to provide a sufficient peak service for surplus demand, with no policy towards inducement of substantially increased off-peak usage, is to accentuate the daily peaking in public transport demand. This will certainly further erode the financial position of the [ACT] bus operation, leading to larger deficits…[157]
>
> Equally, there is a limit to the justifiable impost to be used for restriction of commuter parking, since beyond some point, readiness of consumers to pay will be sufficiently great as to meet the cost of the facilities which could accommodate an increment in commuter vehicle travel.[158]

6.17. The Study Report found, as a result of modelling and simulations, that:

> Commuters are relatively more sensitive to cost variables than to travel time variables.[159]
>
> The sensitivity of total mode choice to [bus] fare level was found not to be very high. Free fares raised bus usage by 20% on a person km of travel basis, while 100% fare increase cut usage by 13 %.[160]
>
> [Even if car parking charges were raised to 'draconian' levels,] bus passenger mode does not rise above 25%.[161]

6.18. Even with high investment in public transport, the Study Report considered that the bus passenger share of travel *between home and work* would rise to just 16% of all such travel,[162] and that the bus passenger share of all journeys *to and from home* would rise to only 7%.[163]

6.19. The Study Report predicted that traffic accidents would decline under the scenarios of 'improved investment in highways' and 'improved public transport'.[164]

6.20. The Study Report proposed that the inter town public transport route between Civic and Belconnen should cross O'Connor Ridge.[165]

6.21. It also presumed 'quite a substantial degree of operation on exclusive rights of way'[166] because this would allow higher speeds than otherwise and hence contribute to the attraction and efficiency of public transport:

> The likely severe congestion on Belconnen Way… indicates a prima facie case for constructing an exclusive right of way from the point of view of both bus and non-bus traffic. The likely very slow bus speeds in mixed traffic on Belconnen Way could lead to much higher fleet requirements to service the desired

---

[157] Ibid., 55.
[158] Ibid., 7
[159] Ibid., 17.
[160] Ibid., 18.
[161] Ibid., 30.
[162] Ibid., 39.
[163] Ibid., 42.
[164] Ibid., 51.
[165] Ibid., 81.
[166] Ibid., 83.

> frequencies and to lower passenger demand in response to the less reliable and slower service.[167]
>
> Bus priority is shown to generate positive impacts, but it is not evident that the direct surpluses generated would fund the significant works needed to achieve the levels of improvement sought. However, given the long term highway congestion, there are significant operator cost savings to be realised by bus priority measures. These should be assessed in detail on a project by project basis, but it is evident from the analysis that bus priority treatment on the Woden—City—Belconnen inter-town services will need to be improved significantly by 1982. The principal benefits from bus priority will arise not in consumer's surplus but in producer surplus savings… These will include marginal time and route mileage economies and, potentially, fleet. This latter economy depends in detail on the ability of the schedule economies on buses when a route speed is marginally improved. The current development… of automated scheduling techniques should enable these benefits to be projected more accurately, and then to be realised efficiently in practice.[168]

6.22. The Study Report concluded that 'the most powerful and efficient transport policy tool available is the parking pricing mechanism'.[169]

6.23. The Study Report includes a map of the proposed future highway network which shows the extension of the Tuggeranong Parkway [then known as the Molonglo Freeway] to Gungahlin.[170] The extension is expected to carry large volumes of traffic[171] but its construction is not judged to be necessary in the timeframe of the Study Report.[172]

## Metropolitan Canberra: Policy Plan [and] Development Plan (1984)

*By the National Capital Development Commission*

6.24. *Metropolitan Canberra* dealt with 'the most important metropolitan planning issue… [which is] how soon and in what form should the development of Gungahlin be carried out'.[173] It notes that:

> Settlement [of Gungahlin] will commence in 1989-90 and the town will grow to an eventual population of 84,000.[174]

6.25. *Metropolitan Canberra* states that the 'principles of [the] urban structure' are that:

> Large volume vehicular traffic is carried on a peripheral parkway system, reducing the amount of traffic on the internal systems of the towns. A public transport right-of-way will be developed linking the town centres on an internal spine.[175]

---

[167] Ditto
[168] Ibid., 94.
[169] Ibid., 91
[170] Ibid., 36. The map is entitled *Strategy Towards Ultimate Highway Network Development.*
[171] Ibid., 70 (map).
[172] Ibid., 101.
[173] *Metropolitan Canberra*, 40.
[174] Ibid., 28.
[175] Ibid.

6.26. In relation to parkways and arterial roads, the document states that:

> Canberra is serviced by a high-quality parkway and arterial road network which provides for reduced travel times, lower congestion, reduced fuel and operating costs, a reduced accident rate and less air pollution…
>
> The parkway and arterial system will be improved and extended to meet movement demands as they arise.[176]
>
> The car is the dominant form of transport for all purposes except for journeys to and from school. About 75% of trips are made as a car driver or passenger [and] 7.5% by bus…[177]
>
> Parkways are the highest order element in the road hierarchy. Their primary function is to provide a direct link between non-adjacent towns, and to accommodate most of the long-distance inter-town travel. Generally, they are developed in a parklike or rural setting on the edge of the urban areas. Frontage development is not allowed and access is usually strictly controlled by grade separated interchange connections with other major roads. Parkways are similar in character to freeways, in that they carry very heavy traffic volumes at high speeds.[178]
>
> The future development of Gungahlin to a population exceeding 80,000 would require the construction of at least two major roads [JDP and Monash Drive], providing connections to Civic and the main inter-town road network…[179] However, it may be possible to reduce the JDP to a dual two-lane facility…[180]
>
> The first of [the] two major roads… to service inter-town traffic from Gungahlin will be needed by the time Gungahlins's population reaches approximately 5,000.
>
> The construction of the second of these new major roads will need to begin by the time Gungahlin's population reaches approximately 50,000-55,000.
>
> JDP will be constructed on an alignment east of the National Sports Centre and will connect with Caswell Drive at Belconnen Way…
>
> Monash Drive will be constructed west of Mount Ainslie and Mount Majura and will connect with the proposed Eastern Parkway at Morshead Drive…
>
> William Slim Drive from Aikman Drive to the Barton Highway will be upgraded to a dual carriageway facility and realigned to east of Lake Ginninderra to service traffic from Gungahlin…
>
> Caswell Drive and Bindubi Street will be upgraded to four-lane arterial roads in conjunction with the upgrading of William Hovell Drive.[181]

---

[176] Ibid., 9-10.
[177] Ibid.
[178] Ibid., 89.
[179] Ibid., 126 and 130.
[180] Ibid., 129.
[181] Ibid., 224-225.

6.27. In relation to other roads, *Metropolitan Canberra* states that:

> Other road improvements considered essential… include:
>
> - further development of the Glenloch Interchange, because: major roads currently experience congestion during peak hours; current population infill at Belconnen and Weston Creek will exacerbate existing problems; and future employment at the Belconnen Town Centre will attract more traffic from the south;
>
> - upgrading of major roads to the Belconnen Town Centre including Bindubi Street, Caswell Drive and William Hovell Drive…
>
> - duplication and re-alignment of William Slim Drive, in conjunction with improvements to the capacity of Aikman Drive.[182]

6.28. And, in relation to future public transport, the document states:

> Even with the passenger loadings predicted under the high mode split conditions, it is considered that buses could cater for Canberra's future public transport needs. The analysis indicated that neither peak-hour nor daily passenger volumes would satisfy the minimum route loading conditions needed to justify light or heavy-rail technology…[183]
>
> The evaluation also revealed that the advantages of the public transport spine concept, which has been the basis of public transport planning in Canberra, would not be realised, unless there is a much greater change to public transport use than has been forecast, or unless Canberra continues to grow in a linear form… Until the long-term future of Canberra is able to be defined in greater detail, suitable public transport corridors should be reserved to maintain planning flexibility.[184]

## Gungahlin External Travel Study: Information Report [and] Having a Say: Report of a Community Consultation on the Gungahlin External Travel Study [1989]

*By Lansley Hayes & Storer Pty. Limited for the National Capital Planning Authority*

6.29. The Gungahlin External Travel Study [GETS] involved the preparation of 'a wide range of options' to handle the transport task arising from the development of Gungahlin. The options included 'five major road systems… [as well as] public transport options.'[185] Residents of north Canberra were then asked to assess the travel options. In the event, '750 residents… and 58 organisations' in north Canberra took part.[186]

---

[182] Ibid., 130.
[183] Ibid., 136.
[184] Ibid., 137.
[185] *GETS: Information Report* (May 1989), 3.
[186] *GETS*: *Having a Say*, 15.

6.30. The north Canberra residents:

> were invited to express an informed view on the most appropriate public transport options, road options, other measures to reduce the scale of the travel task and the need for traffic protection facilities in north Canberra.[187]
>
> The community [was] asked to consider where the new road space should be and what kind of trade-offs are acceptable either in damage to, or loss of, natural bushland areas or in increased congestion and loss of residential amenity in north Canberra suburbs.
>
> [They were also asked to consider] a solution that will be equitable for the Gungahlin residents who do no yet exist. This task is particularly onerous in that it could generate a further conflict in values. The most desirable solution for future Gungahlin residents may be the least advantageous for some of north Canberra's residents.[188]

6.31. The GETS Study stated:

> Deferral of consideration of the options is not desirable. It is unrealistic to expect that Gungahlin will never be needed to meet future housing requirements… As pressures for urban developments increase, road reservations and public transport corridors become less flexible. Less choice is therefore available in arriving at acceptable solutions. Moreover, north Canberra residents are entitled to certainty about future planning decisions as early as possible given that any of the proposed solutions is likely to affect them in some way. Other ACT residents and organisations are also entitled to know what the future travel arrangements will be in north Canberra so that personal and business investment decisions can be made accordingly.[189]

6.32. In relation to public transport, the GETS Study stated:

> The community's first response to a travel demand problem is to insist that more people should travel by public transport and that if they did so, this would reduce the need for new road space. This assumption is true, but the effect of public transport as a substitute for road space has its limitations. Presently 10% of Canberrans travelling to work use bus rather than car. Gungahlin travel projections anticipate 12% plus using buses. If the percentage of users could be doubled, this would still leave a need to accommodate the other 75-80% of travellers travelling by car. This need equates to nine arterial lanes of road space or five freeway lanes.[190]

6.33. In relation to employment growth and location, the GETS Study found:

> Planning policies and development pressures in recent years have consolidated Civic and its environs as the ACT's major employment location. Additionally, employment in the central area generally (eg Civic plus Barton, Parkes, Russell, ANU, Braddon) will continue to grow as major workforces in these locations grow (eg Parliament House, Dept of Defence, Taxation, CSIRO, ANU, Treasury, national museums and institutions). While new jobs over the next 10-15 years are intended to be distributed between Canberra's various centres, because of location and the growing centralisation of private sector activities, notably tourism and

---

[187] Ibid., ii.
[188] *GETS: Information Report*, 16.
[189] Ditto.
[190] Ibid., 8.

> entertainment, the Central Area will continue to hold almost 50% of all ACT employment in 15 years' time.[191]

6.34. In relation to major transport infrastructure works, the GETS Study noted that:

> Any major upgrading or extension of transport infrastructure will have effects on the built and natural environment… [and] inevitably, large scale infrastructure proposals will produce a conflict of values. The GETS Study is no exception; in fact, it represents a classic case study of value conflicts. Most concerns in this study have come down to a desire to place the highest priority on either protecting the natural environment or protecting the built environment. Much less concern has been expressed about dollar cost than about environmental protection.[192]

6.35. In relation to the built environment, the GETS Study stated:

> A primary objective of the Gungahlin external road system is to permit the movement of traffic to southern destinations without increasing traffic volumes in north Canberra streets. The potential effects on residential amenity as a result of traffic intrusion include increased accident risk to vehicles and pedestrians. If Gungahlin were to be developed without the provision of any major new roads this would result in traffic increasing to more than double the current levels.
>
> The protection of north Canberra from through traffic impacts depends on the main transportation system being sufficiently attractive in terms of distance, time and cost to make Gungahlin residents and other traffic from the north want to use it. The environmental evaluation of the transport options is therefore closely linked to their performance in traffic terms.[193]

6.36. In relation to the natural environment, the GETS Study stated:

> The environmental issues which have probably caused the greatest concern are the potential threat to wildlife and its habitat as well as the impact on vegetation and recreation.[194]

6.37. In relation to recreational use, the GETS Study stated:

> All three bushland areas (Majura East, Ainslie/Majura West, and Black Mountain-O'Connor Ridge) are used extensively for recreational purposes.
>
> While construction of a road in any of these areas would not preclude recreational use, it would diminish the aesthetic quality of use since underpasses would be necessary for access and it could be expected that the generally tranquil environment currently enjoyed would be affected by traffic noise at least during peak periods… [However,] many beautiful recreation areas in the ACT are bounded by major road systems and yet do not seem to suffer any loss in use or enjoyment by the users. Careful screening and landscaping has minimised noise and visual intrusion within the park area…[195]

---

[191] Ibid., 9.
[192] Ibid., 10.
[193] Ibid., 11.
[194] Ibid., 12.
[195] Ibid., 13.

6.38. The GETS Study assumed a future population of 85,000 in Gungahlin, with local employment of 12,000 jobs; 16% level of public transport usage; and average car occupancy rate of 1.2[196]. The assumption of 16% public transport usage in the commuter period compares to the existing level of around 10%[197]

6.39. On the above assumptions, the GETS Study predicted that this would:

> generate a demand for travel out of Gungahlin in the morning peak of 11,600 car trips [of which] 9,800 of these trips will be travelling to the Central Area and destinations south of the city. To cater for this peak hour demand from Gungahlin, new roadspace of ten arterial lanes or five freeway lanes would be required. It is worth noting that an additional 10,000 jobs in the town centre could be expected to reduce the scale of external travel by one parkway lane of traffic.[198]

6.40. *Having a Say*:

> identified a number of issues of concern to the community that relate directly as well as indirectly to the Gungahlin external travel issue… [including]:
>
> - identification and preservation of intertown public transport routes should now be a priority and a commitment should be made to the longer term introduction of a more rapid, high capacity form of transport such as light rail…
> - the value of facilitating increased use of cycle travel for the trip to work is underlined…
> - the incidence of heavy vehicle traffic in the north Canberra residential precinct has now become an identified problem for residential safety and amenity…
> - the Study is not convinced of the desirability of directing additional traffic on to Barry Drive due to present congestion levels and the road's limited potential for increased capacity…
> - equal priority should be given to the protection of the built and natural environments in any travel solution
> - the urban bushland areas of Canberra represent a unique and valuable feature and as such must be protected to the maximum extent possible
> - noise and air pollution are issues of serious concern. Travel solutions should therefore take account of the need for stringent mitigation measures to reduce or avoid such impacts.[199]

6.41. The report considered the following public transport options:

> Extension of the 333 ACTION bus service with feeder service in Gungahlin; Light Rail; O Bahn Guided Bus System; Trolley bus; Monorail.[200]

---

[196] *GETS*: *Having a Say*, executive summary, i.
[197] Ditto.
[198] Ditto.
[199] Ibid., ii-iv.
[200] Ibid., iv.

6.42. The report identified four 'major road corridors':

> Majura Parkway(east of Mount Ainslie/Mount Majura)
>
> Monash Drive (west of Mount Ainslie/Mount Majura)
>
> Northbourne Avenue Expressway
>
> John Dedman Parkway.[201]

6.43. The 'following travel solution conclusions' were reached:

> The creation of the maximum number of jobs in Gungahlin Town Centre and at Mitchell and Belconnen…
>
> Minimise increases in traffic flows on residential streets with the provision of carefully designed traffic protection facilities…
>
> Reduce commuter parking in residential streets…
>
> Urgent consideration to a traffic distribution and parking plan for the central area particularly Civic
>
> Promote public transport and so reduce reliance on the private car
>
> Provision of park and ride facilities to encourage greater use of bus services
>
> Provision of bus only lanes on the most direct road systems…
>
> Higher parking charges to apply in Civic and central areas…
>
> Introduction of a light rail network (or an O Bahn bus system) ….
>
> Light rail service to have its own right of way…[202]

6.44. The report suggested the following sequence of road development:

> Development of William Slim Drive connection between Gungahlin and Belconnen as a first priority
>
> John Dedman Community Option [see definition below] (high level of service) and John Dedman East (low level of service: one lane in each direction) incorporating Clunies Ross link but without a connection to Barry Drive… The JDP should be constructed as the first external major road preceded by early improvements to Glenloch Interchange
>
> Short Majura Community Option (high level of service) with continuum over-cut in the north-east saddle to facilitate kangaroo and other animal movements. Road linked with Fairbairn Ave, Northcott Drive, Constitution Ave and further south with Eastern Parkway
>
> Resurfacing and realignment of Fairbairn Ave…

---

[201] Ibid., v.
[202] Ibid., vi-vii.

> Retention of Monash Drive corridor with the expectation of eventually constructing a road with a low level of service (one lane in each direction)…
>
> Linking of Barton and Federal Highways through Gungahlin with Majura Parkway to provide a North Canberra by-pass for commercial traffic…[203]

6.45. The report found that:

> The study believed that the north Canberra community will suffer an erosion in life quality resulting from Gungahlin's residential development. This will be in addition to the anticipated effects of traffic infiltration in north Canberra.[204]
>
> The development of Gungahlin without the provision of any major new arterial routes to serve southbound/northbound movements would result in significant increases in traffic intrusion on north Canberra streets. It has been estimated that traffic levels on the north Canberra road system would be well over double the current levels if no new routes were provided to serve Gungahlin…
>
> The only feasible way of accommodating additional traffic in these circumstances with an option that did not involve the construction of new roads would be to carry out a major upgrading of key through roads in the north Canberra area… Such an option would [not] be acceptable to the north Canberra community.[205]

6.46. The report considered that public transport:

> Would most likely use a line haul link (or intertown express route) between the Gungahlin Town Centre and Civic of some 11 kms which would follow the Federal Highway and Northbourne Avenue.[206]
>
> [If light rail was used,] the system will be located above ground on its own right of way…[207]

6.47. The report considered three options for the JDP: JDP East; JDP West; and JDP Community Option:

- JDP East runs to the east of the AIS and 'continues over Belconnen Way forming a link with Barry Drive into the city [and then] passes between the CSIRO and the Botanic Gardens providing a link to Clunies Ross Street and Parkes Way':

> [It would bisect the Bruce-O'Connor Ridge area,] leaving two smaller areas of reduced ecological viability…
>
> [It] is of potential concern in the following areas: western edge of Kaleen; western edge of O'Connor and Canberra Motor Village; CSIRO Black Mountain precinct…; and National Botanic Gardens…
>
> [It] would be generally effective in protecting north Canberra suburbs from through traffic, although there is a risk of spillover into residential streets at the City end if Barry Drive becomes too congested…[208]

---

[203] Ibid., viii.
[204] Ibid., 35.
[205] Ibid., 92.
[206] Ibid., 45.
[207] Ibid., 49.
[208] Ibid., 66-70.

> [It would cost about] $28m.[209]

- JDP West runs to the east of the AIS but connects to Belconnen Way at Caswell Drive:

> It would be likely that alterations to Caswell Drive would be required to provide safe access for Aranda…
>
> [It] is of potential concern [in relation to traffic noise and vibration] in the following areas: eastern edge of Kaleen; and eastern edge of Aranda…
>
> While the route is close to Calvary Hospital, the building is adequately insulated for external noise and the Hospital management does not envisage any problems…
>
> [It is] less effective than JDP East in protecting north Canberra residential streets from through traffic…
>
> The ecological and recreational integrity of the [Black Mountain-Aranda Bushland] would be affected only marginally because any disturbance would be adjacent to an existing road corridor…
>
> The parkway could be beneficial in improving access to the Institute for major sporting events…[210]
>
> [It would cost about] $27m.[211]

- JDP Community Option runs to the west of the AIS and intersects Belconnen Way at Caswell Drive:

> [It] is of potential concern [re noise and vibration] in the following areas: eastern edge of Kaleen (noise mounds achievable); AIS residences (noise protection difficult); eastern edge of Aranda (noise mounds achievable)…
>
> [It] would have direct effects on residential amenity at the AIS. It would also be less effective than JDP East in protecting north Canberra residential streets from through traffic…
>
> [It] would encroach significantly on the carpark [at the AIS and] could create complications for access to the Institute for major sporting events.[212]
>
> [It would cost about] $28m.[213]

6.48. The report found that:

> 86% of all respondents [in the GETS Study] favour a John Dedman Corridor. However, preferences for particular John Dedman alignments are split between John Dedman Community Option (48%), John Dedman East (43%)… [and] John Dedman West (9%)…
>
> [The] principal reasons for selection of alignments [are]:

---

[209] Ibid., 97.
[210] Ibid., 71-73.
[211] Ibid., 97.
[212] Ibid., 75-76.
[213] Ibid., 97.

- John Dedman Community Option: least damage to bushland; least exposure to residential area (particularly southern end of Dryandra Street)

- John Dedman East (through to Parkes Way): provides the most direct route with least impact on built environment arising from traffic infiltration; relieves pressure on Barry Drive and Northbourne Avenue; avoids impact upon Aranda residential area

- John Dedman East (ending at and linking with Barry Drive): provides the most direct route but avoids interference with National Botanic Gardens and causes minimal interference with Black Mountain bushland….[214]

36% of all respondents favour a Monash Drive corridor…

62% of all respondents are in favour of Majura Parkway corridor…[215]

## Towards a More Sustainable Canberra: An Assessment of Canberra's Transport, Energy and Land Use (1991)

*By Peter Newman and Jeff Kenworthy*

6.49. The authors advocate the use of light rail, traffic calming and urban villages. In relation to light rail, the authors state:

> A public transport reserve was set aside in the Y-plan which could be used for a light rail system…
>
> A light rail system should open up new opportunities for innovative funding arrangements between the public and private sector that could contribute substantial sums to the capital and operating costs of public transport…
>
> Canberra has arguably built up one of the finest bus systems in the world for a low density car-oriented city… A rail alternative is a logical progression for the city… [as it] will tend to strengthen the status of Civic and the sub-centres…
>
> The provision of light rail can go a long way towards setting a city on a course of less car-dependence and greater sustainability.[216]
>
> Light rail provides a high quality alternative to the car with capital costs equivalent to or less than most major urban highways.[217]
>
> Light rail has been chosen in preference to buses because of its capacity, quality, environmental friendliness, and lower operating costs per passenger.[218]
>
> [Further,] in most cases where cities introduce light rail… an immediate process of urban concentration begins. This takes the sting out of the forces which disperse and sprawl our cities causing so much in-built automobile dependence.[219]

---

[214] Ibid., 143-4.
[215] Ibid., 143-6.
[216] *Towards a More Sustainable Canberra,* v.
[217] Ibid., xii.
[218] Ibid., 70 quoting J.Wyse (1990) *Karlsruhe: public transport showpiece* in T.M. Ridley *Light Rail Review 1* Light Rail Association, London 1990.
[219] *Towards a More Sustainable Canberra,* 70.

6.50. The authors submit, in relation to traffic calming:

> Traffic calming is the deliberate policy of slowing down traffic in selected areas, giving priority to pedestrians and cyclists on urban roads and in general seeking to promote modes other than the car… The chief areas where traffic calming can apply are in Civic, the sub-centres and selected residential areas.[220]
>
> [Traffic calming includes] narrowing the carriageways on main roads…[221]
>
> [Further,] some of the car parks associated with Parkes Way and Constitution Avenue could be used for housing.[222]

6.51. In relation to urban villages, the authors state that:

> Urban villages are concentrated nodes of residential development together with commercial, shopping and community facilities all within walking distance. They are predominantly car-free public areas with parking under or adjacent to the village and are served by quality rail transit for trips to other parts of the city…
>
> Urban villages could be built in Civic and the Town Centres and also on new sites along proposed light rail routes…[223]
>
> The most obvious and immediate opportunity for Canberra to commence implementing the urban village concept is in the existing sub-centres and the Civic area. This implies a process of concentrating more residential and employment functions within the existing centres…[224]
>
> Extensive car parks and areas of vacant and under-utilised land around Canberra's sub-centres provide a basis on which to gradually redevelop the areas into higher density centres more suitable for a light rail system.[225]

## Gungahlin's Transport Links (1991)

*By the Parliamentary Joint Committee on the ACT [the 'Langmore Report']*

6.52. The parliamentary committee assumed that:

> The town centre in Gungahlin will be similar in size to Belconnen and will eventually employ some 9,000 people. This means that around 31,500 people will need to travel to jobs in locations outside Gungahlin. When combined with the demand for travel from residents for reasons not related to paid employment, a total travel pattern of some 33,000 people wanting to leave Gungahlin each week-day morning will be created.[226]

---

[220] Ibid., vi.
[221] Ibid., 104.
[222] Ibid., 113.
[223] Ibid., vii.
[224] Ibid. 137.
[225] Ibid., 138.
[226] *Gungahlin's Transport Links*, 1.

6.53. In relation to the route of Dedman Drive, the parliamentary committee recommended that:

> (a) Provision *not* be made in the National Capital Plan for a John Dedman East road; and
>
> (b) The Bruce Ridge-O'Connor Hills areas be given legislative protection to preserve its ecological, recreational and educational values;
>
> A detailed environmental impact assessment be made of the John Dedman Community Option and John Dedman West alignments, addressing such issues as:
>
> (i) the potential impact of each alignment on the Bruce ridge and O'Connor Hills, and
>
> (ii) the potential impact of the Community Option alignment on the amenity of facilities at the AIS for residents and other users…[227]

6.54. The committee recommended, in relation to Majura Parkway, that 'provision be made in the National Capital Plan for a Majura Parkway'.

6.55. In relation to Monash Drive, the committee recommended that:

> Monash Drive [should] not be constructed. However, the road reservation 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…

6.56. The committee stated that, in relation to arterial roads, 'William Slim Drive between the Barton Highway and Ginninderra Drive [should] be upgraded'.

6.57. The parliamentary committee provided the following comment on the NCPA's response to the *Gungahlin External Travel Study*:

> The NCPA has accepted many findings of the Study and is proposing the following transport strategy for Gungahlin:
>
> (a) to emphasise Northbourne Avenue as a public transport corridor with the possibility of a bus-only lane and, in the longer term, to further investigate the feasibility of a light rail service;
>
> (b) the construction of the JDP from Gungahlin to the west of Black Mountain, with a road to the east of Black Mountain passing between the Australian National Botanical Gardens and the CSIRO complex to connect with Parkes Way;
>
> (c) a road reservation for a Majura Parkway to provide an eastern route to Civic and South Canberra;
>
> (d) a limited capacity road broadly along the existing Monash Drive alignment…

[227] [Emphasis added].

(e) an extension of Ginninderra Drive to Northbourne Avenue to take through traffic out of Lyneham and O'Connor…[228]

The only significant difference between the roads proposed by the NCPA and those suggested in the report of GETS is that, for the western arm of JDP, the NCPA prefers a route to the east of the AIS (between the AIS and Bruce Ridge) rather than the Community Option endorsed in the report of the Study (which runs to the west of the AIS).[229]

The ACT Planning Authority has expressed general agreement with the NCPA's proposed transport strategy… [stating] that at present Canberra's system of peripheral roads is incomplete. In Canberra's southern districts the Tuggeranong and Eastern Parkways act as peripheral roads – attracting through traffic away from residential areas and onto high speed, high capacity roads. The northern districts, however, do not have an adequate peripheral road system and, as a result, high levels of traffic, which are not destined for the area, travel through North Canberra.

The Authority considers that the construction of roads in the John Dedman, Monash Drive and Majura Parkway corridors would complete Canberra's peripheral road system…[230]

6.58. In relation to a rapid transport system, the parliamentary committee recommended:

The NCPA and the ACT Planning Authority jointly commission or conduct a study into the establishment of a rapid transport system in the ACT… [to] consider the following matters:

(i) the most appropriate type of rapid transport technology;

(ii) the extent of such a transport system, eg. whether it should link Gungahlin to Civic alone or be part of a wider network;

(iii) a timetable for the construction of such a system including the possible early establishment of the system in already settled areas of Canberra;

(iv) the construction and operation costs of such a system;

(v) the potential to attract private involvement in the establishment of such a system through 'joint venture' or 'value capture' arrangements; and

(vi) the impact of such a system on reducing the demand for additional road space from Gungahlin…

A reservation be made between Civic and Gungahlin to allow for the construction of a rapid transport system.

6.59. In relation to bus transport, the committee recommended that:

Intertown express services be introduced between Gungahlin and Belconnen, and Gungahlin and Civic as soon as demand exists.

---

[228] NCPA submission p23, quoted in the report, 5-6.
[229] *Gungahlin's Transport Links*, 7.
[230] Ibid., 7.

**Public Transport Options Study: Stage 3 Canberra Light Rail Implementation Study (1994)**

*By Booz-Allen & Hamilton (Australia) Ltd for Department of Urban Services [DUS]*

6.60. The Study was prepared for DUS by the Transportation Consulting Practice of Booz-Allen & Hamilton (Australia).

6.61. The Study advocated:

> A light rail-oriented land use development plan to ensure sufficient access is provided within higher density station area developments… [There also will be a need for] road capacity constraints, parking charges and limitations on parking availability… to further encourage a transit-oriented community.[231]
>
> [With light rail,] the air quality of the Canberra region will be improved… [because of] reduced traffic by cars and bus traffic… [and] there will be a reduction of greenhouse gas emissions.[232]
>
> [The] light rail service is designed, at a minimum, to parallel the existing bus service in frequency of service with additional benefits including comfort, speed and reliability of the service.[233]
>
> The light rail service would, at a minimum, replace the existing Route 333 service that is currently operated in the inter-city corridor as well as replace some of the inter-suburban services…[234]
>
> The total operating costs of Route 333 is estimated to be $4.6m per annum… As a result, the implementation of light rail in place of the existing Route 333 bus service produces a net increase in the total operating costs for the combined bus system of $5.25m annually [see more on costs below]. However, the combined service will have a higher passenger carrying capability, a higher service frequency and have a greater geographic coverage than the existing Route 333 bus service.[235]

6.62. The Study considered that:

> The ACTION bus system is attracting a bus patronage level that can provide the initial base for a light rail system. Based on this extensive volume of existing bus travel, a regional light rail system will attract a substantial patronage level of 43,000 per day upon completion of the four priority light rail segments in 2004 [see next paragraph]. This should increase to around 60,000 by 2016 with the expected population and employment growth.[236]

6.63. The priority rail segments are Belconnen to Barton ('priority segment 1'), then Barton to Woden, Woden to Tuggeranong, and Gungahlin to City[237] —though the rail link to Gungahlin should be delayed until the population of Gungahlin increases.[238]

---

[231] Executive summary, 3-2.
[232] Ibid., 1-5.
[233] Ibid., 5-3.
[234] Ibid., 8-1.
[235] Ibid., p7-11.
[236] Ibid., 1-1 and 1-2.
[237] Ibid., 7-10 and 8-1.
[238] Ibid., 1-3.

The routes were 'selected on the basis of maximisation of patronage, minimisation of construction cost and environmental considerations.' The routes comprise:

> Belconnen to City via Dryandra Street and the Canberra Nature Park with stops at Belconnen Town Centre, Canberra University, AIS, ANU and the City bus interchange
>
> City to Barton via City Walk, Constitution Avenue, Kings Avenue, National Circuit and Brisbane Avenue with stops at Casino, Anzac Parade, Russell, Edward Barton building and Windsor Walk
>
> Barton to Woden via State Circle, Adelaide Avenue and Yarra Glen with a stop in Woden Town Centre and a future stop at Deakin
>
> Woden to Tuggeranong via Athllon Drive with stops at Mawson and Tuggeranong town centre
>
> City to Gungahlin via Mort Street, Challis Street and Flemington Road with stops in Mort Street, Macarthur Avenue, Challis Street, at EPIC and in Gungahlin Town Centre
>
> Barton to Queanbeyan via Wentworth Avenue and the existing Canberra-Queanbeyan railway line with stops at Canberra Railway Station and Queanbeyan
>
> Russell to Airport via Russell Drive and Morshead Drive with a stop at Canberra Airport…
>
> The total length of the six preferred routes is 56.7km.[239]

6.64. The Study suggested that:

> The full light rail system [should] be developed in four phases, one phase for each of [the] four individual line segments. Individual segments [should] be developed over a three-year period… Development of each line segment will be staggered by two years.[240]

6.65. In respect of the capital costs of light rail, the Study stated:

> With the wide roadways and the available at-grade alignments, Canberra can develop an extensive light rail network for a capital cost lower than will be required if the City delays development. The four priority segments for near-term development [comprising the priority corridors] have a total capital cost of $421m in 1994 dollars over a nine year phased construction period.[241]
>
> The light rail priority segments will have an annual operating cost of $7.93m per annum in 1994 dollars. The operation cost of the full six segments is estimated at $9.85m annually…[242]
>
> The light rail system is a viable financial venture with the ability to attract significant contributions from the private sector.[243]

---

[239] Ibid., 1-2 and 1-3.
[240] Ibid., 9-6.
[241] Ibid., 1-3 and 6-17.
[242] Ibid., 1-4.

> [However,] government grants are assumed to provide 80% of total project capital funds. The remaining 20% is provided by local sources and from bond issues… Capital assistance for the existing ACTION bus facilities are assumed to decline with the reduction of bus services supplied.[244]

## Canberra at the Crossroads—A Way Out of the Transport Mess (1997)

*By the Conservation Council of the South East Region & Canberra,*

6.66. The Conservation Council rejected a 'car-based city', stating that:

> The 1960s concept of a car-based city—which has led to over 50% of Canberra's energy requirements going into transport, overwhelmingly into car—has been demonstrated to have failed in every city where it has been adopted.[245]

> [The ACT should develop strategies to be] supported by appropriate landuse planning giving priority to walking, cycling, public transport, goods movement and private cars *in that order*. The landuse pattern can be reinforced through a hub-and-spoke transport system with free transfers and high quality local/feeder services.[246]

> The first principle should be to reduce demand to meet existing arterial road capacity. If problems persist, the second principle should be to undertake the least costly and least destructive upgrades of existing arterial roads, eg. upgrading Majura Road and William Slim Drive…[247]

> [All routes for the Gungahlin Drive extension are] unsuitable, not only because of reduced amenity and habitat destruction, but because they would encourage more car use and hence increase pollutants, particularly greenhouse gases… The Parkway is a road to nowhere.[248]

> [The long-term consequences of the Gungahlin Drive extension include] the need to completely rebuild Civic at a cost of $1b.[249]

---

[243] Ibid., 1-4.
[244] Ibid., 9-5.
[245] *Canberra at the Crossroads*, Executive summary, i.
[246] Ibid., [emphasis added].
'Free transfer' is defined as 'no second fare' [p26].
Also, the transfer should be 'rapid (no more than a minute or so waiting time)… and interchanges must be clean, well located and safe' [p26].
In relation to service standards, 'minimum standards should be the same on local/feeder routes as on trunk routes…
A high quality service needs to operate throughout the day, not just from 8 to 9 in the morning and 4.30 to 5.30, to cater for increasingly flexible working hours, shopping, business trips and other kinds of travel. The absolute minimum standard for regular routes should be services every ten minutes from 7am until 9pm on weekdays…'[p27].
[247] Ibid., ii.
[248] Ibid., i and ii.
[249] Ibid. This figure appears to be based on the estimated cost of 'an inner expressway ringing Civic, lined with multi-storey carparks'[5].

6.67. Instead of building parkways, the Conservation Council states that Canberra should:

> *Immediately* establish a Route-333 inter-town express service for Gungahlin… [then] within 12 months delete all John Dedman Parkway… and Monash Parkway routes from the Territory and National Capital Plans. Amend the Plans to establish a Gungahlin population of 85,000 rather than 115,000, a road system oriented towards Majura Road rather than Gungahlin Drive and a higher local employment level… Commence upgrades of cycle routes, bike storage facilities, footpaths and local traffic calming measures. Install roundabouts on William Slim Drive.
>
> *Within 24 months*, introduce priority at traffic signals and a reserved lane for express buses on Northbourne Avenue… Reduce car parking in Civic thus freeing up land for medium density housing…
>
> *Within five years*, open a light rail or busway system. Complete a continuous cycleway system… Further reduce parking in Civic and at the ANU. Reduce parking in Woden and Belconnen town centres. Complete upgrade of William Slim Drive. Commence upgrade of Majura Road.[250]

6.68. The Conservation Council states that the capital costs of 'the two options for Gungahlin' are shown in Table 2.

**Table 2: Capital costs ($m) of the two options for Gungahlin [Conservation Council][251]**

| **Road option** | **Sustainable transport option** |
|---|---|
| Re-route & widen William Slim Drive (est)……10 | Upgrade William Slim |
| John Dedman Parkway (Maunsell figure)……30 | Drive……5 |
| Monash Parkway (Langmore)……..21 | |
| New Majura Parkway (Langmore)…….…….35 | Upgrade Majura |
| Widen Barry Drive (est)……..10 | Road……10 |
| Widen Parkes Way (est)……..10 | |
| Upgrade JDP to freeway status (est)…….…….. 25 | |
| Link from JDP to Parkes Way (est)…… 20 | Public transport |
| Rebuild Glenloch interchange (est)…… 20 | infrastructure[252]……..109 |
| Crace arterial (Langmore)…….……. 13 | |
| Public transport infrastructure…… 10 | |
| **Total…….. 204** | **Total ……134** |

6.69. The Conservation Council states that public transport should be located within the existing Y-plan:

> [One arm should run between] Civic – Northbourne Avenue – EPIC – Mitchell – Gungahlin. [Another arm should run from] Civic – ANU – Bruce – University of

[250] Ibid., iii [emphasis added].
[251] Ibid., 32 with the cost of public transport infrastructure adjusted in light of the revised estimate in the Erratum to Appendix II.
[252] Based on the following costs: $850,000 per kilometre for track and overhead, times 38kms; purchase price of $1.1m per vehicle times 35 vehicles;
no air-conditioning, dot matrix destination signs and automatic vehicle monitoring equipment;
shared use of the right-hand lanes of the Commonwealth Avenue bridge with cars [Appendix 2 to the submission].

> Canberra – Belconnen. [And the third arm should run from] Civic – Parliament House – Woden – Tuggeranong.[253]

6.70. The Conservation Council claims that its strategy would cost about $12-15m per year:

> The ACT currently spends $10m pa on new roads and large-scale upgrades: this sum is available for diversion, as is part of the $14m road maintenance budget, since lower traffic levels reduce maintenance costs. The result is a budget of $12-15m pa, which is more than adequate to fund this plan, which is much less expensive than road-based options.[254]

6.71. In relation to choosing between a light rail or busway system, the Conservation Council states that:

> The two options with most merit for Canberra's public transport spine are Ottawa-style busways… and Melbourne-style light rail. Light rail is more expensive to build, and somewhat less flexible, than a busway. But it is cheaper to operate at high passenger volumes and seems, all other things being equal, to be more attractive to passengers. It also produces no local air pollution, uses a narrower alignment (six versus ten metres) and requires less space for stops and terminals in the city centre…[255]

## A Very Public Solution – Transport in the Dispersed City (2000)

*By Dr Paul Mees*

6.72. Dr Mees' book is concerned with 'how to make public transport work effectively in dispersed cities':[256]

> The car dominated city has produced serious environmental and equity problems. If public transport is to play a part in addressing these problems, it will need to offer service to a wide range of destinations and a range of times, while achieving high occupancies. This is likely to be a particularly challenging task in low density cities with dispersed travel patterns [such as Canberra].[257]

6.73. He states that:

> Assessed by the criterion on transport sustainability, Canberra… is a failure. The high-capacity road system has unleashed extravagant travel demands, and help ensure that Canberra's new towns are no more self-contained than the unplanned post-war suburbs of older Australian cities.[258]

> New roads in urban areas will not reduce traffic congestion proportionately to the increase in road space, and may not reduce congestion at all, because the additional traffic they unleash will partly or even wholly cancel out the benefits gained.[259]

---

[253] Ibid., 30.
[254] Ibid., 31.
[255] Ibid., 30.
[256] *A Very Public Solution – Transport in the Dispersed City*, 4.
[257] Ibid., 45.
[258] Ibid., 50.
[259] Ibid., 25.

> Defenders of Canberra's planning frequently argue that any problems that have occurred are due to departures from the Plan published in 1970 [*Tomorrow's Canberra*], particularly excessive employment growth in the city centre… In fact, Canberra has probably come closer to fulfilling its planners' specifications than any other city on earth—for example, in 1996, city centre employment was precisely on target. The problems are results of the Plan itself, which represents an unsuccessful attempt to marry Howard's garden city with Le Corbusier's transport system, not departures from it.[260]

6.74. Dr Mees compares the public transport systems of various cities:

> The approach to public transport planning in Zurich and some other European cities is diametrically opposed to the free enterprise model. Flexibility for users is created through fixed, integrated, high-quality routes and easy transfers, rather than through the 'creative chaos' of the market…[261]

> It is possible for dispersed cities to have high-quality, European style public transport, if the right policies are pursued.[262]

> Service planning and provision, rather than demographics or urban form… are the critical reasons for Toronto's historical superiority over Melbourne [re public transport].[263]

> The high quality of bus services and their excellent integration with rail explain why people in Metro Toronto who do not live near rail stations or tram lines still use public transport at such a high rate, while poor service and lack of integration explain why people in equivalent area of Melbourne do not. The superior service produced through comprehensive service planning is the principal reason for Toronto's success relative to Melbourne…[264]

> Ottawa is about as similar to Canberra as any city on the face of the earth… The sorts of mode shares that they have achieved in Ottawa… are similar to the sorts of mode share target that we have set down for Canberra in *Canberra at the Crossroads*… and I think they should be easier to achieve here because of the fact that the urban form is more tightly integrated with the public transport system… We discourage [car transport] firstly, by not building roads expressly to cater for it; secondly, by the way in which we operate our car parking policy; and thirdly… by providing first-rate public transport… [In Ottawa's case, this is] all buses. They do have segregated busways… They introduced a flat fare system, with free transfers… [Ottawa] does not have zones…
>
> But, above all, what they have done is that have put together a highly interconnected system with very high frequency operations by Canberra standards… You have to make transferring as easy as possible. The way you do it is by having good facilities, so that you can transfer under cover, only walk a short distance, and the thing you need to transfer to is waiting there for you… Above all, you have to have very frequent services… I think we can make that change of direction in Canberra. It seems to me, at least, that the possible

---

[260] Ibid., 293. At page 48 of his book, Dr Mees sets outs the respective views of Howard and Le Corbusier.
[261] Ibid., 151.
[262] Ibid., 7. Dr Mees notes that 'Zurich is… a high-density, strong-centred urban area'.
[263] Ibid., 280.
[264] Ibid., 256.

destruction of the Canberra Nature Park for the JDP is an excellent opportunity for us to think very seriously about making that change.[265]

6.75. Dr Mees calls for integrated planning for public transport:

Good urban outcomes must be planned for. This will require first-rate public transport, but as part of an overall set of policies which also includes urban planning, traffic restraint and measures to improve conditions for pedestrians and cyclists. Policies of this kind are much easier to 'sell' politically if the public can see that public transport provides a viable alternative to the car…

With public transport itself, the critical issue is flexibility. And the key to flexibility for passengers is simplicity and predicability, not a bewildering array of constantly changing options. The latter produces confusion, not convenience. Paradoxically, to be flexible, public transport must also be rigidly predictable: perhaps the best analogy is with the road system, rather than with cars themselves…[266]

Public transport needs to be supply—rather than demand—led. This is the way to achieve flexibility and innovation… It is only by offering a complete service that a public transport operator enables passenger demands to manifest themselves…

There is a lot that needs to be done if public transport is to succeed in the 21st century, but the most necessary change is not to public transport itself, but to transport politics….[267]

The very best urban planning will not force people to patronise public transport services that are plainly inadequate. Planning policies that encourage landuse patterns which reduce the need for cars are necessary, but the problem of providing high quality public transport remains.[268]

Better engine technology, alternative fuel sources and even road pricing may all have a part to play, but they cannot deliver sustainable urban transport by themselves. To address the environmental and equity problems created by urban travel it will be necessary to restrain, and if possible halt and even reverse, the growth in car travel, by shifting trips to (in order of preference) walking, cycling and public transport. Providing attractive urban public transport is a necessary part of this approach, but must be combined with more direct measures to discourage excessive travel by car to form an integrated 'package' of policies…[269]

Restraint of cars is likely to be politically acceptable only if the community can see that viable alternatives exist.[270]

---

[265] *Transcript* 24/3/00 Dr Mees, 37-39.
[266] *A Very Public Solution*, 289.
[267] Ibid., 290.
[268] Ibid., 94.
[269] Ibid., 76.
[270] Ibid., 5.

## 7. OTHER TRANSPORT INQUIRIES: THE GOVERNMENT'S RESPONSE

7.1. The government's response to the MS for the JDP was outlined in chapter 4. The government considers that, in light of the many past transport studies affecting a decision on Gungahlin Drive extension, it is now 'time to resolve this issue'.[271] Government officials told the committee in 2000 that:

> The timeframe was talked about in terms of ten years… but that ten years commenced at the beginning of the PA process, which is now five years ago. So we are now within the second half of that ten-year horizon. [But also,] a couple of things have happened. One is that the Barton Highway upgrade was transferred to the Federal Highway, and that was done first, so that has increased the pressure. [The second thing that has happened is that] traffic volumes appear to be picking up faster than was predicted.[272]

7.2. The government's preferred option, until November 2000, was Maunsell's Option 3 (the eastern alignment of JDP with connections to both Caswell Drive and Barry Drive). The government's preferred option is now Maunsell's Option 3A (the eastern alignment to Caswell Drive but without the Barry Drive link). The government's view about the need for a Gungahlin transport corridor has not changed.

7.3. The MS outlined the response of the Commonwealth and Territory governments to the recommendations of the PJC, which was to commission a study of public transport options, to implement LATM measures in north Canberra, to commission an EIS of the JDP routes and to delete that portion of a future JDP between Barry Drive and Clunies Ross Street (east of the Botanic Gardens). In addition, the ACT government acted on a recommendation of this committee's predecessor to rule out the possible extension of Ginninderra Drive to meet Northbourne Avenue.[273]

7.4. The MS also stated, in relation to the transport studies favouring a light rail network (in particular, the *Public Transport Options Study – Stage 3: Light Rail Implementation Study*), that:

> The introduction of light rail will need to be considered as a system. *The ACT Future Public Transport Options Studies* looked at public transport options including light rail. It can't replace the short length of John Dedman without extensions at either end. Previous studies have indicated minimum costs of $90m to $100m for a light rail system between Gungahlin and Civic. The total annual capital works budget for the ACT is about $90m with the largest project typically about $10m. If a light rail section between Gungahlin and Civic was constructed, the costs would exceed the total annual budget. The estimated cost for the various options of John Dedman is between $10m to $33m. Such a road could be staged over a number of years into packages of under $10m.[274]

---

[271] ACT government, submission No.185 dated 16/8/99, 1.
[272] Transcript 19/5/00 PALM: Mr Adams, 269.
[273] Report on *Ginninderra Drive/Mouat Street, Lyneham* Report No.33 of the Standing Committee on Planning and Environment, 1997.
[274] PA *Working Paper No.6—Consultation*, 9.

7.5. The current government did not pursue the transport studies favouring a light rail network.

7.6. The government's submission to this inquiry included an attachment, in four-column format, listing the conclusions of the GETS Study; the subsequent recommendations of the JPC; the federal government's response to that committee's recommendations; and the then ACT government's response. The following quotes are taken from the government's submission:

> [In relation to containing Civic's employment growth:] the ACT government supported the provision of substantial employment in Gungahlin…[275]
>
> [In relation to retaining the integrity of north Canberra:] Planning of this area has proceeded on the assumption that Ginninderra Drive extension [to join Northbourne Avenue] would not proceed… The *Northbourne Avenue Traffic Management Study* and incremental improvements to intersections on Northbourne Avenue [have been undertaken]. Traffic management measures have been installed in Watson and Downer and are currently being implemented in Lyneham, Turner and O'Connor. The *Dickson-Ainslie Local Areas Traffic Management Study* is in progress… Paid parking has been introduced as a disincentive to travel by private car.[276]
>
> [In relation to public transport:] The planning for Gungahlin Town Centre incorporates a bus interchange. Travel demand management and encouragement of minor modes such as "Park and Ride", "3 for free" [have been instituted, as have increases in] Civic pay-parking prices. [Also,] substantial additions to on-road cycle facilities and the metropolitan cycleway system have been progressively implemented…
>
> The ACT… in conjunction with the NCPA undertook the *Public Transport Options Study*… The corridors for a possible future rapid transit system have been identified and are progressively being protected in the Territory Plan when and as appropriate.[277] The Territory Plan provides all major IPT routes… between the town centres. They are there waiting for the infrastructure to be constructed.[278]
>
> As part of the upgrading of the Federal Highway/Flemington Road intersection, a bus priority lane was provided. This reduces bus delays and enhances existing and prospective services between Gungahlin and City and beyond…[279]
>
> [In relation to additional road space:] a planning study of William Slim Drive has been completed. Improvements to a number of intersections… [have been made]. The duplication of William Slim Drive was shown to be not justified in the short-term.
>
> *There is no intention to pursue the alignment of John Dedman Parkway south of Barry Drive to the east of Black Mountain.*[280] [As noted in chapter 6, this was the JDP East option in the GETS Study].

---

[275] ACT government, submission No.185 dated 16/8/99, Attachment B *Commonwealth and ACT government responses to the 1991 Joint Parliamentary Committee recommendations on Gungahlin's Transport Links*, 1.
[276] Ibid., 2.
[277] Ibid., 3-4.
[278] *Transcript* 24/3/00 PALM: Mr Adams, 6.
[279] ACT government, submission, *op cit*., 3-4.

> [In relation to Bruce Ridge and O'Connor Hills:] The area is designated as Public Land in the Territory Plan and, as such, is limited to certain land uses consistent with Section 192 of the *Land (Planning and Environment) Act 1991*. It is also an 'Inner Hills" Designated Area under the National Capital Plan and, as such, is subject to Detailed Conditions of Planning Design and Development set out in the Plan. Major roads are compatible land uses. The "Inner Hills" areas are crossed by Federal Highway, Belconnen Way, Caswell Drive, Hindmarsh Drive, Erindale Drive, Athllon Drive etc.[281]
>
> [In relation to Majura Parkway:] Majura Parkway is shown as a proposed road in the National Capital Plan and as a land use 'subject to review' overlay in the Territory Plan… It currently has a low priority given the time before eastern Gungahlin will be developed…[282]
>
> [In relation to Monash Drive:] Monash Drive is shown as a proposed road in the National Capital Plan and as a land use 'subject to review' overlay in the Territory Plan. A detailed alignment study will proceed when priorities and funding permit. It currently has a relatively low priority given the time before eastern Gungahlin will be developed…[283]
>
> [In relation to linking Barton and Federal Highways:] This link was examined in the recent strategic review, which looked at the need to upgrade the Barton Highway and the need to examine an east-west connection as part of the *Barton Highway Planning Study*. This work demonstrated that traffic volumes can be readily accommodated on Sandford Street and that the connection to the Majura Parkway should be facilitated by its extension at the appropriate time.[284]

7.7. In relation to the capital cost of roads viz-a-viz public transport, the government stated that:

> The Gungahlin Drive extension proposal should be considered against the actual amount of money which is involved to gain an appreciation of the possible effect of such a funding transfer were it to go ahead. The Gungahlin Drive extension is expected to cost in the order of $20m to $30m, depending on which configuration would be adopted, and possibly whether or not it has a wildlife tunnel, corridor or whatever… The ACTION bus system has a total annual operating cost of about $70m each year, of which about $18m is currently recouped through fares, leaving an annual shortfall of about $52m. This is a recurring annual cost which is about two to 2 ½ times the one-off cost of construction of the Gungahlin Drive extension. The transfer of road funds to ACTION would have a very small and transitory effect on the public transport system.[285]

7.8. In relation to facilitating residential development in or close to public transport routes, the government considers that current proposals for the Kingston Foreshores,

---

[280] The Minister for Urban Services advised the committee that: '[In relation to the] likelihood of a future extension of a road beneath the Botanic Garden, this is not the case. The future route has been deleted from the National Capital Plan and therefore no longer is in effect, as the Territory Plan must be consistent with the National Capital Plan. It will be removed from the Territory Plan in any draft Variation for a future Gungahlin Drive extension' [correspondence to the committee dated 27/4/00).
[281] Ibid., 7 [emphasis added].
[282] Ibid., 8.
[283] Ibid., 9.
[284] Ditto.
[285] *Transcript* 19/5/00 PALM: Mr Adams, 253.

Braddon and Northbourne Avenue are examples of denser development along major arterials.[286]

7.9. In order to address current traffic problems in north Canberra—and in anticipation of further traffic problems resulting from Gungahlin's increased population—the government announced, in the *2000-2001 Budget*, a five year program of roadworks intended 'to address traffic congestion and to improve road safety'. The program involves the expenditure of $2.7m in 2000-01, $20.84m in 2001-02, $44.35m in 2002-03 and $31.5m in 2003-04. *Budget Paper No.3* states that:

> The program includes the construction of a number of new roads and the duplication and upgrading of a number of existing arterial roads and intersections across the city, and particularly in the Gungahlin area, to improve accessibility. High growth rates in Gungahlin and strong levels of economic activity in the Territory have led to increasing traffic volumes on Gungahlin access roads in recent months; unless action is taken, this situation (with the associated congestion) is likely to worsen over coming months and years. Pressure is particularly significant on the Barton Highway, Northbourne Avenue intersections and other roads in Belconnen and north Canberra used by vehicles to bypass these congested areas…
>
> In 2000-01 some $2.710m will be committed to design and construction work, with progressive construction committed thereafter. In 2000-01 design work will occur on the following projects:
>
> - Gungahlin Drive duplication between Wells Station Road and the Barton Highway [$200,000]
> - Flemington Road extension [$40,000]
> - Gungahlin Drive extension (subject to the outcome of planning considerations)…[$200,000]
> - Majura Road safety upgrade…[$100,000]
> - intersection improvements on Northbourne Avenue at Ipima Street and Barry Drive…[$30,000 for Barry Drive intersection].
>
> Over the following years construction of these projects will be completed and design and construction undertaken for the following projects:
>
> - Moorshead Drive/Pialligo Avenue duplication between Russell Drive and the Airport
> - Caswell Drive duplication…
> - Barry Drive duplication between Clunies-Ross Street and Marcus-Clarke Street
> - Glenloch Interchange upgrade
> - Horse Park Drive from Gundaroo Drive to Federal Highway…
> - William Hovell Drive duplication between Coulter Drive and Bindubi Street.

[286] ACT government, submission No.185 dated 16/8/99, 7-8.

> The duplication of the Barton Highway between Bellenden Street and the Federal Highway will also be integrated into the program. This project will be funded by the Commonwealth Government.[287]

7.10. In relation to cyclists, the government has adopted an *ACT Bicycle Strategy* which seeks to double the proportion of commuter travel represented by cycling (currently 3%) by 2007.[288]

[287] *Budget 2000 Overview* Budget Paper No.3 presented on 23 May 2000, 76-77 and 126, 135 and 136.
[288] ACT government, submission No.185 dated 16/8/99, 14.

# 8. OTHER TRANSPORT INQUIRIES: THE VIEW OF THE STANDING COMMITTEE ON PLANNING AND URBAN SERVICES

## Impressions of the transport studies

8.1. The committee's overall impression of the NCDC studies summarised in chapter 6—*Tomorrow's Canberra* (1970), *Canberra Short-term Transport Planning Study: Study Report* (1977), *Metropolitan Canberra: Policy Plan [and] Development Plan* (1984), *Gungahlin External Travel Study: Information Report* (1989), and *Having a Say: report of a community consultation on the Gungahlin External Travel Study (*1989)— is that the ACT was deliberately planned as 'a car-reliant community living in low-density dispersed housing areas' [*Tomorrow's Canberra*] linked by 'a peripheral parkway system [*Metropolitan Canberra*].

8.2. The Tuggeranong Parkway was one of these peripheral parkways, running from Tuggeranong to the Barton Highway. The preferred alignment was to the east of the AIS. Another essential road was Monash Drive. It would be essential to duplicate William Slim Drive, Caswell Drive and Bindubi Street, as well as to upgrade Glenloch Interchange [*Metropolitan Canberra*].

8.3. The NCDC recognised that one consequence of the low density town planning was that residents would prefer car travel to public transport—and that an efficient public transport system would be difficult to achieve until at least the population reached 500,000 [*Tomorrow's Canberra*]. However, public transport corridors should be reserved [*Tomorrow's Canberra* and *Metropolitan Canberra*].

8.4. Buses were the preferred public transport carrier [*Metropolitan Canberra*].

8.5. Public transport should be accorded priority over car traffic at specific locations. Greater use of public transport was seen to depend a good deal on raising charges for carparking in the town centres (especially Civic); but even 'draconian' charges would not boost levels of use on public transport beyond 25% [*Canberra Short-term Transport Planning Study*].

8.6. The Gungahlin traffic task was seen to involve 'large scale infrastructure proposals' on the JDP alignment that would 'inevitably produce a conflict of values' between those who live in Gungahlin and those who live in north Canberra and, as well, between those who place the highest priority upon the environment and those who give equal, or even greater, priority to efficient traffic flow [*Gungahlin External Travel Study* and *Having a Say*].

8.7. Three options for the JDP were considered in *GETS*: two on the eastern side of the AIS and one on the western side.

8.8. The public transport share of commuter travel was likely to be 16% at best. The Intertown Public Transport [IPT] route should utilise Northbourne Avenue [*GETS*].

8.9. All of the NCDC-commissioned studies indicate that existing arterial roads in north Canberra will need significantly upgrades to cope with the Gungahlin travel task.

8.10. The key points of *Gungahlin's Transport Links* (1991: the Langmore Report, or PJC) were that Gungahlin's travel task *will* require a JDP corridor and *may* require a Monash Drive corridor, depending on whether existing arterial roads—together with improved public transport—can reduce traffic disruption in north Canberra arising from development of Gungahlin.

8.11. The two JDP options favoured by the PJC were to the east and west of the AIS, both connecting to Belconnen Way at Caswell Drive. The PJC stated that existing arterial roads will need to be upgraded. It also recommended studies into a rapid public transport system for Canberra.

8.12. *The Public Transport Options Study – Stage 3 Canberra Light Rail Implementation Study* was the culmination of studies into a rapid public transport system. It called for a light rail system linking Gungahlin to Civic, and Civic to Belconnen, Woden and Tuggeranong. Existing arterial roads should be utilised. Though the light rail route may attract private capital, at least 80% of its capital costs would be borne by the government.

8.13. The overall impression produced by the final three transport studies summarised in chapter 6 [*Towards a More Sustainable Canberra, Canberra at the Crossroads, and A Very Public Solution*] is that car travel should be discouraged by a combination of measures including cessation of major new roadworks, installation of traffic calming devices in residential streets, reduced carparking spaces in the town centres, higher carparking charges, and bus (or rail) priority measures. It would be necessary to provide a fast, convenient, safe public transport system before people realise the advantages of switching from cars to public transport.

8.14. The three transport studies envisage denser urban development along the public transport routes. Rail is the preferred public transport carrier.

**Major differences between the studies**

8.15. The committee is struck by two major differences between the transport studies with a car-oriented approach [the NCDC studies together with the PJC report] and those making public transport pre-eminent. The first major difference bears on Canberra's town planning. The second bears on cost estimates of the two approaches.

8.16. In relation to town planning, the car-oriented strategy is associated with a dispersed city of mostly low rise buildings; whereas the public transport approach is associated with fairly dense 'urban villages' around stations along the bus/rail route. The preferred public transport route is on existing arterial roads, as these are direct, often have wide carriageways that could accommodate a bus or tram line, and can act to further constrain private car travel by taking up space otherwise used by cars.

8.17. The committee is not confident that the ACT community is ready, or would understand the need, for town planning changes of the kind associated with the public transport strategy. The committee cites the fact that efforts by successive ACT governments to promote urban consolidation have met with limited success. While Labor and Liberal Territory governments have promoted selected instances of urban consolidation (at places such as Braddon and along Northbourne Avenue), they have not attempted to promote 'urban villages' throughout the city at existing, or future, bus/tram/train stations.

8.18. Further, the committee is conscious that, whatever the long term benefits of a public transport strategy might be, the *immediate* effects of its implementation on existing arterial roads would be to see intense anger by motorists at the disruption and congestion associated with the loss of what is currently road space.

8.19. In addition, the committee is not confident that town planners have designed ways to make bus/train stops easily accessible to passengers whilever the stops are located on major arterial roads. The most relevant example in the ACT context concerns Northbourne Avenue. For those passengers who live across this road from a bus travelling to their destination, the crossing can be difficult. If the bus route was located in the median strip, as some submitters suggest, all intending bus passengers would have to cross one lane of Northbourne Avenue to access the bus. Elevated rail lines in the median strip (as suggested by the *GETS* Study) would also have this problem—as well as the difficulty of steps to elevated rail stations.

8.20. But over and above these town planning issues is the key questions of whether the residents of Gungahlin should be used as the 'guinea pigs' for a public transport strategy which would give them reduced accessibility—involving significantly fewer arterial road links—than other Canberra residents currently enjoy. As stated in chapter 5, the committee considers that, if there is to be a greater reliance upon public transport in the future, it should apply over the whole of Canberra and not just one portion of the city.

8.21. *These town planning considerations lead the committee to conclude that the car-oriented strategy, in relation to Gungahlin's travel task, continues to be appropriate.*

8.22. The second major differences between the transport studies favouring cars and those favouring public transport concerns capital and operating costs.

8.23. Both the GETS Study and the MS estimated that the capital cost of a JDP would be approximately $25m [$28m in GETS and $22m-$26m in the MS]. The capital cost of a rail link to Gungahlin is uncertain but it would need to be part of a Canberra-wide rail network which is estimated to cost $109m [*Canberra at the Crossroads*] or $421m [*Public Transport Options Study*: the estimate is in 1994 dollars]. The Conservation Council considers that annual capital expenditure of $12m-$15m would fund the rail network, and that this amount can be found by 'diverting' funds from new road expenditure and road upgrades, as well as by taking some from road maintenance expenditure.

8.24. The committee does not consider that it would be feasible to divert funds in this fashion. The committee considers that more than just two arterial roads need upgrading (the two arterial roads identified in *Canberra at the Crossroads* are William Slim Drive and Majura Road: see Table 2 in chapter 6).

8.25. The committee does not consider that the cost estimates for a public transport strategy are sufficiently rigorous to convince the ACT community to adopt such a strategy. Further, the committee is not convinced that a light rail network is a viable financial venture with the ability to attract significant private capital, as claimed by some proponents. Even the *Public Transport Options Study* considers that the private enterprise component would not exceed 20%, leaving the remainder of the funds to be found by the government; and there would always be the risk that the government would need to 'bail out' whatever private capital could be attracted to the project.

8.26. In relation to the operating costs of road and rail, the committee appreciates that a great proportion of the operating costs of car transport are borne by the vehicle operator—whereas most, if not all, of the operating costs of public transport are borne by the government. At present, the Territory government provides $52m of ACTION's operating costs of $70m per annum [chapter 7].

8.27. The committee is not convinced that the operating costs of a light rail network would be only $8m in 1994 dollars [*Public Transport Options Study*], particularly as light rail does not replace the need for buses. The latter remain essential for the fast and frequent connector service to the rail stations that may make rail viable.

8.28. *These considerations lead the committee to conclude that a great deal more analysis needs to be done before a pre-eminently public transport strategy is adopted for the ACT.*

8.29. Before leaving this point, the committee draws attention to a common theme of all the transport studies, which is that any transport system should be attractive to its users. The *GETS* Study expressed this well:

> The protection of north Canberra from through traffic impacts depends on the main transportation system being sufficiently attractive in terms of distance, time and cost to make Gungahlin residents and other traffic from the north *want to use it*. The environmental evaluation of the transport options is therefore closely linked to their performance in traffic terms [chapter 6, emphasis added].

8.30. The committee is simply not convinced that 'Gungahlin residents and other traffic from the north' can be attracted to a transport system in north Canberra which has significantly fewer road connections to those enjoyed by other Canberra residents.

**Intertown public transport [IPT] routes**

8.31. A further issue arising from the ACT transport studies concerns the location of IPT routes. The studies are not unanimous about whether existing arterial roads (such as Belconnen Way and Northbourne Avenue) should be used as the public transport routes or separate, dedicated IPT routes.

8.32. To date, IPT routes in Canberra are on existing arterial roads, sometimes with a dedicated buslane (as on Adelaide Avenue) or bus/taxi priority lane (as on Athllon Drive). For special events, a road may be closed to all but bus transport in order to facilitate bus access (eg Flemington Road for events at EPIC).

8.33. Despite these measures, some existing arterial roads, especially in north Canberra, are becoming so congested as to limit the operation of buses. The committee understands that ACTION is experiencing this problem, and it is certainly the experience of private bus operators, which submitted:

> Transborder's coaches are delayed every weekday on the Barton Highway, Ellenborough Street, Mouat Street and Northbourne Avenue as a result of the traffic generated by Gungahlin car commuters feeding into north Canberra bottleneck. It is not uncommon for commuter express coaches and school buses to be at a standstill in the 100kph zone on the Barton Highway because of the "throttle" placed on the highway at Gungahlin Drive and the other "throttles" in Ellenborough Street and Mouat Street.
>
> Deane's Buslines are delayed in Northbourne Avenue, Antill Street, Mouat Street, north Canberra and in Haydon Drive, Belconnen…
>
> Because of the considerable variability in traffic volumes, day by day, hour by hour, it is not everyday that sees such a high level of congestion until one arrives in Northbourne Avenue. Peak period traffic volumes on the latter road always adversely affect the reliability of bus schedules.
>
> It is the variability of traffic volumes which makes it impossible to schedule reasonably short (read "attractive for the passenger") transfer/connection times at suburban locations. Bus priority measures are the only method by which some semblance of reliability can be offered to bus passengers…
>
> Apart from the unattractiveness of any extension to travel time, timetable variations of this nature are very unproductive for both the bus and coach industry and governments. Time costs money and time spent in traffic congestion attracts a much higher value than time spent in free flowing traffic. Surveys throughout the world record that human beings thoroughly dislike being caught on a bus trapped in traffic congestion. Such persons would prefer to be seated in their own car in a traffic jam if there was no alternative to the traffic congestion, as in Gungahlin and North Canberra at present.
>
> There is only one solution… [which is] bus and taxi priority lanes… on:
>
> (a) a dual carriageway Barton Highway from Gungahlin Drive to Northbourne Avenue
>
> (b) the full length of Northbourne Avenue from the Barton Highway intersection to the City bus interchange/Jolimont Coach terminal
>
> (c) a duplicated Gungahlin Drive from Gundaroo Drive to the Barton Highway, and

> (d) Haydon Drive between Ginninderra Drive and Belconnen Way…
>
> [Also,] bus and taxi priority should be installed at signals at the following intersections:
>
> (i) in Ginninderra Drive approaching Ellenborough/Mouat
>
> (ii) in Mouat Street approaching Northbourne Avenue
>
> (iii) in Northbourne Avenue approaching the Barton Highway
>
> (iv) in Antill Street approaching Northbourne Avenue.
>
> Additionally, bus and taxi priority should be introduced at signals on Haydon Drive between Ginninderra Drive and Belconnen Way.[289]

8.34. The current problems of Northbourne Avenue suggest that a major arterial road can have difficulties serving as a major carrier of *both* cars and buses. The committee notes the finding of the MS that 'the Northbourne Avenue corridor was considered incapable of meeting the forecast traffic demand'[290] and 'there is very limited potential to further develop Northbourne Avenue as a major traffic route'.[291] Further, the MS found that Northbourne Avenue 'is operating at very high levels of congestion for all [JDP] options' [chapter 2].

8.35. All of the ACT transport studies summarised in chapter 6 consider that Northbourne Avenue should be a major public transport route. *Tomorrow's Canberra* and *Metropolitan Canberra* favour buses. The *Public Transport Options Study* and the *GETS* Study favoured light rail. *Canberra at the Crossroads* and *Transport in the Dispersed City* also favoured light rail though noting that busways are quite acceptable [chapter 6].

8.36. The committee is aware that at least one commercial proposal was put forward—and not proceeded with—for a tram line along Northbourne Avenue, extending to Gungahlin:

> [The proposal] involved establishing the Gungahlin Town Centre as a very densely populated area: something like 40,000 people within Gungahlin would have been within walking distance of a tram – within about 500m… The tram… went from the Gungahlin Town Centre… [to] Civic, servicing all the major attractions along [the way] and the densely populated area along either side of Northbourne Avenue, which could have become more densely populated. That project, at an estimated cost of $48m, was roughly twice the cost of this road that is currently being proposed and… would only have served, in our estimation, about 20% of the trips to town. The other 80% from other parts of Gungahlin and from the town centre probably would have still gone by car. That 20% made the tram theoretically viable.[292]

---

[289] Ian Cooper for the BCA (NSW) Canberra Region Branch, submission No.28 dated 9/7/99.
[290] PA *Working Paper 2*, 40.
[291] PA *Executive Summary*, 137.
[292] *Transcript* 31/3/00 Master Builders' Association: Mr Pinter, 59-60.

8.37. This statement is interesting for what it says about the size of the Gungahlin traffic task which can be expected to use road even had a modern tram line been in place. But it is also interesting for its assumption that Northbourne Avenue could handle the dual role of both a major road *and rail* corridor. The current problems of Northbourne Avenue suggest that it cannot handle both roles in its present layout.

8.38. Submitters to the inquiry proffered some suggestions to this problem. Those favouring public transport over cars suggested the following:

> What should happen in Northbourne Avenue is for the two outer lanes of existing road to be turned into busways. This would result in greater congestion for cars in the remaining lanes and therefore may encourage motorists to try the buses, which would be quicker… We are reluctant to see the median strip replaced by bus lanes [because] Northbourne Avenue has a ceremonial role and the trees in the green median strip contribute to the environmental and aesthetic properties of the area.[293]

> ACT planners need to look seriously at light rail or a track for drive-on buses (like Adelaide's O-Bahn) down the middle grass strip of Northbourne Avenue. The main engineering needed to make this viable is eliminating some of the current cross streets (ie. Mouat Street and Macarthur Avenue) by putting them over or under Northbourne Avenue. Such bridges or tunnels would surely be a cheaper option than building a new freeway that will ruin such a valuable part of Canberra [as O'Connor ridge].[294]

8.39. Another submitter thought that Northbourne Avenue could not cope with a dedicated bus-only (or rail-only) lane:

> Some have argued for an increase in specialised bus-only lanes. While viable in many circumstances, the proposal raises several issues for Gungahlin-City transport, such as where the bus lanes would be located. The most obvious route would be along Northbourne Avenue, this would mean either restricting general (car) traffic to two lanes both ways or constructing a fourth (bus only) lane. Both options are not practicable. Restricting traffic to two lanes would greatly increase traffic congestion and adding a fourth lane would require the removal of many trees along Northbourne Avenue which would be opposed by many community groups. It would also have a high cost. If funds were available to construct such a lane they would be better spent on upgrading general road access to the city (which would have to be built in any case)....[295]

8.40. The committee does not offer a solution to Northbourne Avenue's problems. But the experience of Northbourne Avenue does suggest that it would be prudent to plan public transport routes *on their own dedicated right of way wherever possible.*

8.41. The committee is further inclined to this view by the observation in the *Canberra Short-term Transport Planning Study*, produced in 1977, that:

> The likely severe congestion on Belconnen Way… indicates a prima facie case for constructing an exclusive right of way from the point of view of both bus and

---

[293] *Transcript* 12/5/00 Australian Conservation Foundation, Canberra Branch: Ms Richards (convenor), 229.
[294] Richard Baker, submission No.108 dated 18/7/99.
[295] David Nicol, submission No.870 dated 16/5/00.

> non-bus traffic. The likely very slow bus speeds in mixed traffic on Belconnen Way could lead to much higher fleet requirements to service the desired frequencies and to lower passenger demand in response to the less reliable and slower service [chapter 6].

8.42. In light of the likely congestion on Belconnen Way associated with Gungahlin traffic being added to the existing Belconnen traffic, the committee sees merit in retaining an IPT route that does not see public transport battling vehicles on the same right of way—and hence, replicating the existing problems on Northbourne Avenue.

8.43. Against this background, the committee concludes that future planning for IPT routes in Canberra should provide, wherever possible, for the routes to be along their own dedicated right of way. The committee notes that the current IPT routes in the Territory Plan take this matter into account.

8.44. The committee recommends:

- **that future planning for Intertown Public Transport [IPT] routes in Canberra provide for IPT routes, wherever possible, to be along their own dedicated right of way, as currently indicated in the Territory Plan.**

8.45. Further on IPT routes, the committee notes that the ACT transport studies summarised in chapter 6 have a Civic-centred approach in that all public transport routes are seen to pass through Civic. This includes the proposed rail routes. In this respect, the approach to public transport route planning contrasts to that for cars which, to some extent, are encouraged to avoid Civic by using peripheral parkways.

8.46. The committee considers it likely that a considerable amount of travel will take place between Gungahlin and Belconnen in the future, just as it does now; and yet there appears to be no study of an IPT route between these town centres. Instead, the IPT routes are expected to go from the city to Belconnen, and from the city to Gungahlin. The committee considers that planning should urgently commence for an appropriate IPT route between Belconnen and Gungahlin.

8.47. The committee recommends:

- **that planning should immediately commence for an Intertown Public Transport [IPT] route between Gungahlin and Belconnen.**

8.48. The committee makes the observation that the JDP alignment would appear to be the most direct public transport route between Gungahlin and Woden/Tuggeranong. It is possible that some public transport services could be scheduled on such direct services utilising the JDP alignment (and thus avoiding the city).

8.49. To be used successfully as an IPT route, the JDP should incorporate a laneway reserved for IPT transport, emergency vehicles and perhaps private coaches and taxis. The committee notes that the government is considering a dedicated busway:

> The most likely outcome at the moment would be a busway and, assuming there is a road, it would be an exclusive lane on the road.[296]

8.50. The committee recommends:

- **that the JDP incorporate a laneway reserved for IPT transport, emergency vehicles and perhaps private coaches and taxis.**

[296] *Transcript* 24/3/00 PALM: Mr Adams, 19.

## 9. THE IMPACT UPON ARTERIAL ROADS OF PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION

9.1. There are many arterial (or sub-arterial) roads affected by proposals to extend Gungahlin drive. Starting from the north and moving southwards, they include:

- Majura Road [considered further in chapter 12]
- Northbourne Avenue
- the existing Gungahlin Drive
- Gundaroo Road, and William Slim Drive
- Barton Highway
- Ellenborough Street
- Ginninderra Drive
- Haydon Drive
- Belconnen Way
- Macarthur Avenue
- Wakefield Avenue
- Limestone Avenue
- Barry Drive
- Clunies Ross and Marcus Clarke Streets
- Caswell Drive
- Bindubi Street and Coulter Drive
- William Hovell Drive
- Glenloch Interchange
- Parkes Way
- Tuggeranong Parkway.

9.2. Most of these roads will carry greater traffic *if the JDP is not built*.

**Northbourne Avenue**

9.3. The preceding chapter outlined the committee's concern about the use of Northbourne Avenue as both a major arterial road and IPT route. The urban design characteristics which constrain its potential as a transport corridor[see chapter 2] are so serious as to suggest it is opportune to reassess the role of Northbourne Avenue in Canberra's planning.

9.4. In the context of the debate about the Gungahlin Drive extension, the committee simply notes that a JDP can be expected to ease *some* of the current traffic congestion on Northbourne Avenue, even if the traffic will build up again in the future as Gungahlin's population grows.

9.5. Two further aspects of traffic flows on Northbourne Avenue concern the committee. The first is the current congestion on the northbound lanes between Antill Street and the Barton Highway (past the ACT netball centre and Yowani Golf Course), where three lanes of traffic are constrained to two. This affects Gungahlin residents, and other travellers, seeking to access Gungahlin from Northbourne Avenue. The committee considers that it is important to provide a full three lanes from Antill Street to the Barton Highway.

9.6. The committee recommends:

- **that the ACT government announce a timetable for constructing *three* northbound traffic lanes on Northbourne Avenue between Antill Street and the Barton Highway.**

9.7. The second aspect of traffic flows on Northbourne Avenue that concerns the committee is the delay and danger associated with vehicular traffic pulling up behind stationary buses at bus stops. The committee considers that, wherever possible, the bus stops should be located in lay-bys which offer improved safety to passengers waiting for, and boarding, a bus. The lay-bys also enable the free flow of vehicular traffic while the bus is stationary. Of course, the requirement that traffic give way to a bus pulling out of the lay-by should be rigorously enforced so as not to delay the bus service.

9.8. The committee recommends:

- **that the government investigate the possibility of installing lay-bys at bus stops along Northbourne Avenue in order to improve passenger and traffic safety, and facilitate the free flow of vehicular traffic.**

**Barton Highway and Gungahlin Drive**

9.9. Planning for the duplication of the Barton Highway between the Federal Highway and Bellenden Street is currently taking place, following the Commonwealth government's agreement to fund the project under its National Highways Program. The committee understands that the project's design incorporates an at-grade intersection at Gungahlin Drive and the Barton Highway.

9.10. The committee considers that traffic flows on Gungahlin Drive would be detrimentally affected by such an intersection, which would also lead to delays for national highway traffic on the Barton Highway.

9.11. It is possible that the Commonwealth government would consider sympathetically a request by the ACT government for supplementary funding of the national highway work to permit an elevated crossing of Gungahlin Drive over the Federal Highway. Such a request would need to be made immediately, given that design work has already commenced.

9.12. The committee recommends

- **that the project design for the intersection of Gungahlin Drive and the Barton Highway incorporate an *elevated* intersection in order to facilitate traffic flows on two important roads (Gungahlin Drive and the Barton Highway); and that the ACT government urgently pressure the Commonwealth government to provide appropriate funding.**

**Gundaroo Road and William Slim Drive**

9.13. The committee notes that the 'Base Case' road improvements listed in the MS (provided to Maunsell by PALM) include the duplication of Gundaroo Drive between Mirrabei Drive and the Barton Highway. It also includes the duplication of William Slim Drive between the Barton Highway and Ginninderra Drive [chapter 2]. Submitters to this inquiry called for these works to be completed, eg

> Gundaroo Drive from Gungahlin market through to Ginninderra Drive (ie including William Slim Drive) [should be improved]. Although I understand the need for the widening of Gungahlin Drive, the congestion on Gundaroo Drive makes an upgrading of that traffic artery equally important for people who work in Belconnen or who wish to go further south to Woden or Tuggeranong.[297]

[297] Dr Bede Harris, submission No.841 dated 8/5/00.

> The Gungahlin Drive/Gundaroo Drive roundabout and associated road sections are already completely overwhelmed by traffic in peak times. There is no efficient road network south through Belconnen and beyond—William Slim Drive is not a satisfactory route.[298]

9.14. The committee considers that duplication of Gundaroo Drive and William Slim Drive is imperative; however, the committee is unaware of a timetable for these works.

9.15. The committee recommends:

- **that the government urgently establish a timetable for duplication of Gundaroo Drive between Mirrabei Drive and the Barton Highway, and especially for the duplication of William Slim Drive between the Barton Highway and Ginninderra Drive.**

9.16. Several submitters called for 'a flyover at the Barton Highway roundabout' at the intersection of Gundaroo Drive and the Barton Highway.[299] This intersection is congested at the present time; it will only get worse as Gungahlin's population increases. Again, the committee raises the possibility of obtaining Commonwealth funding to provide a grade-separated intersection. Even if no Commonwealth funds are forthcoming, the committee considers that this intersection justifies grade-separation.

9.17. The committee recommends:

- **that planning commence for a grade-separated intersection at Gundaroo Drive/Barton Highway, and that the ACT government seek federal funding under the National Highway program for this work.**

9.18. The committee considers that traffic on William Slim Drive *may* be eased once the JDP is completed. This *may* reduce the need for an eastern alignment of William Slim Drive (to the east of Lake Ginninderra) which, anyway, involves further consideration of ecological issues in Lawson [see the government's response to the MS in chapter 3]. One submitter also drew attention to town planning considerations in relation to this route:

> William Slim Drive should be retained on its current route, and not diverted east of Lake Ginninderra (this latter would be disastrous for the proper town planning of Lawson, cutting the suburb off from its lakeside frontage).[300]

9.19. In the committee's view, this is not an issue which needs to be addressed in this report.

---

[298] Max Blyton, submission No.874 dated 19/5/00.
[299] For example, submission No.820 by Glenn Jolly dated 24/4/00.
[300] Dudley Horscroft [PACTT=Planning the ACT Together], submission No.82(a) dated 2/5/00.

## Ellenborough Street

9.20. The committee notes the view of the MS that there should be no intersection of JDP and Ellenborough Street, in order to minimise the possibility of 'rat-running' through Kaleen. This also facilitates the smooth flow of traffic on the JDP.

## Ginninderra Drive

9.21. The MS recommended that access to Ginninderra Drive from the JDP (and the reverse) should be permitted, and that the intersection should be at-grade and signalised [chapter 2]. The committee understands that this recommendation was made for both cost and traffic reasons. Such an intersection is less costly than an elevated crossing and it serves to slow traffic on the JDP , which is intended to be an 80kph arterial road.

9.22. Though sympathetic to these reasons, the committee considers that, if at all possible, it would be preferable to construct a grade separated interchange. This would facilitate the smooth flow of traffic on the north-south arterial road, and also enable Ginninderra Drive to function in its present role as an important access route between Belconnen and north Canberra.

9.23. This was the view of some submitters to the inquiry eg:

> Ginninderra Drive is an arterial road… and there ought to be potential for connections in all directions. The best way to handle it… is with flyovers and cloverleafs, because that way you maintain a fairly smooth flow of traffic. Once you start putting in traffic lights you start breaking the traffic flow. The object of parkways is to keep the traffic flowing fairly smoothly.[301]

> [Because it is] an arterial road… [Gungahlin Drive extension] should actually continue with as few sets of traffic lights as possible.[302]

9.24. The committee notes the view of one submitter that 'the lie of the land favours an underpass of Ginninderra Drive with no connections'.[303] The same submitter expressed a preference for flyovers over the whole length of the JDP:

> Estimates of the cost of flyovers and at-grade intersections indicate that, although a flyover is very much more expensive per square metre, when the cost of widening the road for through traffic and for left and right turning lanes at an at-grade intersection, and the costs of the traffic lights and their maintenance, is considered, the difference is largely eliminated.
>
> In addition, when the cost of delays to traffic on the intersecting roads is considered, the balance is believed to be strongly in favour of the use of flyovers to

[301] Mr Wensing *Transcript* of 19/5/00, 238.
[302] *Transcript* 12/5/00 Mr Mahon, 188.
[303] Dudley Horscroft [PACTT=Planning the ACT Together], submission No.82(a) dated 2/5/00.

> obtain non-intersection crossings, unless there is a very substantial demand for turning traffic…[304]

9.25. The committee recommends:

- **that the ACT government provide a grade separated interchange at the intersection of Ginninderra Drive and the Gungahlin Drive extension.**

### Haydon Drive

9.26. The construction of the JDP should ease traffic flows on Haydon Drive. In view of the importance of encouraging the smooth functioning of the JDP—which is one of the reasons for the recommendation above in relation to the intersection of the JDP and Ginninderra Drive—the committee does not agree with the submitter who called for the Belconnen Way/Haydon Drive intersection to be made an elevated crossing.[305]

### Belconnen Way

9.27. The MS states that the JDP should intersect Belconnen Way/Caswell Drive at a signalised intersection [chapter 2]. This intersection will be extremely busy, given the amount of traffic already using Belconnen Way and the additional traffic that will be brought by the JDP. Also, Haydon Drive and Caswell Drive already contribute a great deal of traffic to this area.

9.28. The traffic will be particularly heavy if there is no link from the JDP to Barry Drive, for this will mean that all city-bound traffic on the JDP will seek to use either Belconnen Way or Parkes Way. If only Parkes Way was available, the pressure on the Glenloch Interchange would be particularly severe. For this reason, the committee does not agree with those submitters who suggested that the JDP cross Belconnen Way with *no* access permitted to Belconnen Way. An example of this point of view is the following:

> There should be no connection between the Gungahlin Drive extension and Belconnen Way, which should be crossed by a flyover… The lie of the land is favourable to an overpass… at Belconnen Way, as the latter is at the lower level than the land to the south. Earthworks would be minimised at this location… Not providing connections would eliminate the additional delays to Belconnen Way traffic due to the need to provide for cross and turning traffic.[306]

9.29. Even with an elevated crossing of Belconnen Way by the JDP, the design of the intersection at Belconnen Way/Caswell Drive will be difficult, especially as the Haydon Drive intersection is so close.

---

[304] Ditto.
[305] Michael P.Hettinger, submission No.77 dated 15/7/99.
[306] Dudley Horscroft [PACTT=Planning the ACT Together], submission No.82(a) dated 2/5/00.

9.30. The committee recommends

- **that Gungahlin Drive extension cross Belconnen Way by way of a flyover, with access and egress links to Belconnen Way.**

**Barry Drive, Clunies Ross Street and Marcus Clarke Street**

9.31. The government's *Evaluation* of the MS noted that, 'for all JDP options with connections to Barry Drive, there will generally be a need to upgrade key intersections particularly at Clunies Ross Street, McCaughey Street, Marcus Clarke Street and Northbourne Avenue' [chapter 3]. The government's five-year program of roadworks, announced in the 2000-2001 Budget, includes the upgrading of Barry Drive [chapter 7].

9.32. The MS options that included connections to Barry Drive involved an interchange on Belconnen Way between Dryandra Street and Barry Drive, together with a north-bound underpass of Barry Drive for traffic heading out of the city [chapter 2]. Though originally its preferred option, the government no longer favours an option with connections to Barry Drive.

**Macarthur Avenue, Wakefield Avenue and Limestone Avenue**

9.33. The MS found that all variations of Option 1 and 3 'reduce traffic on the residential streets of North Canberra compared to the Base Case… [and] attract traffic away from the rat-run alternatives in North Canberra' [chapter 2]. These benefits extend to suburbs on the western side of Northbourne Avenue as well as to suburbs along Limestone Avenue (Ainslie, Dickson and Braddon). The MS concluded that Option 3 'was the most effective at removing traffic from residential streets' [chapter 2].

9.34. The JDP alignments with a link to Barry Drive may have brought greater traffic to Macarthur Avenue, at least in the morning peak (the afternoon peak hour traffic may have been attracted to Barry Drive, rather than Macarthur Avenue, in order to utilise the north-bound underpass from Barry Drive to the JDP). On the other hand, the JDP options without a Barry Drive connection (including Options 1A and 3A) will still feed south-bound Gungahlin traffic onto Belconnen Way and then onto Macarthur Avenue.

9.35. The Limestone/Fairbairn Avenue Citizen's Group expressed serious concern about the current traffic on Limestone Avenue, especially in relation to heavy trucks. The Limestone/Fairbairn Avenue Citizen's Group submitted:

> As far back as 1986 the NCDC recognised in a report to the Joint Committee on the ACT that Limestone Avenue's traffic loading exceeded its environmental capacity and that, not being planned in accord with current road design and hierarchy principles, it cannot fulfil a role as a modern arterial road. Yet its traffic volume has increased by over 30% since 1986 and will continue to rise, particularly as Gungahlin is developed further.

> Limestone Avenue is fronted by a mix of residential, educational and church properties, 60% of which are covered by heritage citations… [so the increased traffic gives rise to] a range of safety, amenity and heritage issues…
>
> We believe the solutions are clear and include the commitment to the timely construction of appropriate ring roads, re-routing of heavy vehicles including B-doubles away from Limestone Avenue (Majura Road is already capable of taking this type of traffic at no cost in time or running costs, and the construction of the new intersection on the Federal Highway is a perfect opportunity to put in place truck route signs on the Federal and Barton Highways) and introduction of a 50km/h limit…
>
> [Limestone Avenue is unable] to carry out the role of a modern arterial road… [yet there exists] the likelihood of increasing truck numbers (currently 1600 per day) due to traffic growth, the possibility of a truck park at Mitchell with Limestone Avenue being a major route for trucks to access/exit the park, and the development of Canberra Airport as a regional freight centre, again involving Limestone Avenue as a major route for freight trucks accessing the airport.[307]

9.36. The committee considers that the JDP, in conjunction with the upgrading of Majura Road, will reduce the use of Limestone Avenue by heavy vehicles. The committee expects that the Majura corridor will be particularly important in diverting heavy vehicles away from central Canberra (and Limestone Avenue), especially when it is upgraded by improved links to the city outlined in the 'Base Case' scenario. (These involve the duplication of Fairbairn Avenue from Limestone Avenue to Pialligo Avenue, and the duplication of Morshead Drive between the Eastern Parkway—or Dairy Road—and a new roundabout at the end of Majura Road: see chapter 2.)

**Caswell Drive**

9.37. The government considers that solutions to the detrimental effect of the JDP upon Aranda residents can be found at the detailed design stage [chapter 3]. The government's *Evaluation* of the MS referred to two possible solutions. One was to lower Caswell Drive between Belconnen Way and a point south of Wangara Street to a level comparable to that of Belconnen Way. A preliminary estimate of the cost of this work was 'upwards of $3m' [chapter 3]. The second possible solution was to move Caswell Drive to the east, i.e., into Black Mountain Reserve.

9.38. Submitters to the inquiry also referred to these two solutions:

> Caswell Drive has not always had a role as a major north-south arterial road. In 1970 the NCDC published *Tomorrow's Canberra*. At page 97 of that document, the major north-south arterial road is shown clearly on separate alignment to the east of Caswell Drive. In that document, Caswell Drive is shown as what it was always intended to be, ie an access road.[308]
>
> The proposal for the JDP in the Territory Plan has provision for [it] to cross Belconnen Way further to the east of the existing connection of Caswell Drive with

---

[307] Limestone/Fairbairn Avenue Citizen's Group, submission No.121 dated 12/7/99. The reference to a 1986 NCDC publication is to the NCDC Technical Paper No.53, 1986, 39.
[308] Aranda Residents' Group, submission No.114 dated 19/7/99.

> Belconnen Way. The result is that Caswell Drive would become a slip road providing access to Aranda only. This would address the major concerns for noise, access and safety for Aranda residents. …[309]
>
> [Within the Aranda area,] the major problems are the Wangara Street and Bandjalong Crescent intersections with Caswell Drive, and noise from Caswell Drive. [The latter] can be addressed by the removal of the small hill between Bandjalong and Wangara. The soil can be used to form acoustic mounds along the western side of Caswell Drive.
>
> The Wangara Street intersection is immediately past the crest and, for northbound traffic, is blind till one is almost into it. It should either be eliminated, or a proper slip road from Caswell into Wangara be constructed. The connection from Wangara Street into Caswell Drive should be deleted. This will increase safety and reduce traffic in Wangara Street….
>
> Several solutions are possible at the intersection of Bandjalong Crescent with Caswell Drive. They should be consistent with the ultimate development of Gungahlin Drive extension as a four-lane dual carriageway…[310]

9.39. The committee is not in a position to judge the merits of the solutions, which require more detailed analysis. Whatever solution is decided upon, it is important that the same standard for noise and safety issues applies in Aranda as elsewhere in Canberra. This was the concern of some Aranda submitters who stated:

> The proposed alignment means that Caswell Drive/Gungahlin Drive will become the main north-south trunk route for Canberra, equivalent to Tuggeranong Parkway… However, Tuggeranong Parkway was built to very different standards, with flyovers over Hindmarsh Drive and Cotter Road, noise amelioration for adjacent suburbs and separate and safe access roads for suburbs such as Badimara Street for Warramanga. In O'Connor, safe access to the suburb is via Dryandra Street, not Barry Drive. Why should the same standards not apply in Belconnen as in other parts of Canberra?[311]

9.40. The committee recommends:

- **that detailed analysis of an appropriate solution to noise and traffic problems affecting Aranda residents commence immediately, and that it include careful analysis of two key options: either lowering Caswell Drive or moving the Gungahlin Drive extension to the east of Caswell Drive. Further, the committee considers that there should be no direct access to Aranda from the Gungahlin Drive extension.**

9.41. The committee appreciates the government's concern about the cost of an appropriate solution but considers that it is essential to reduce the significant impact of the JDP upon the existing amenity of Aranda residents while preserving the smooth functioning of the JDP.

---

[309] John and Anne Moten, submission No.93 dated 15/7/99.
[310] Dudley Horscroft [PACT=Planning the ACT Together], submission No.82(a) dated 2/5/00.
[311] John and Anne Moten, submission No.93 dated 15/7/99.

9.42. The committee notes the view of Aranda Residents' Group in relation to solutions which it would *not* find acceptable:

> [The following are] totally unacceptable..: any option which moves the Belconnen Way/Caswell Drive intersection closer to Aranda residences and/or cuts off the current small reserve on that corner..; any option which requires expansion of Bindubi Street or changes to the current traffic control arrangements in Bindubi Street…; any JDP option which has four lanes of traffic rather than two arriving at the present Belconnen Way/Caswell Drive intersection.[312]

9.43. The committee points out that both of the principal JDP alignments being considered at the time that this report is finalised (Options 1A and 3A) involve *four* lanes of traffic arriving at the Belconnen Way/Caswell Drive intersection. (The government's original preference for the JDP alignment—Option 3—involved only two lanes being brought to this intersection: see chapter 2.)

9.44. Further, the committee notes that the 'Base Case' of road improvements includes the duplication of Caswell Drive between Belconnen Way and William Hovell Drive (or Glenloch Interchange) [see chapter 2]. The work is included in the government's five-year program of roadworks, announced in the 2000-2001 Budget [chapter 7].

9.45. The committee understands that duplication of Caswell Drive is of concern to some submitters, because of its impact on flora and fauna:

> All options [for the Gungahlin Drive extension] require widening of Caswell Drive causing significantly increased fragmentation of the adjoining nature reserves and greater numbers of kangaroo road kills…[313]

9.46. The committee notes that *Tomorrow's Canberra* presumed that Caswell Drive would need to be duplicated when traffic flows increase [chapter 6].

**William Hovell Drive**

9.47. The 'Base Case' outlined in the MS included the duplication of William Hovell Drive from Bindubi Street to Drake Brockman Drive [chapter 2]. The government's five-year program of roadworks, announced in the 2000-2001 Budget, includes duplicating William Hovell Drive between Bindubi Street and Coulter Drive [chapter 7].

9.48. The committee is unaware of a timetable for these roadworks which, in the committee's view, are needed even on present traffic flows.

---

[312] Aranda Residents' Group, submission No.114 dated 19/7/99.
[313] Friends of the Aranda Bushland Inc submission dated 16/7/99, 1-2

9.49. The committee recommends:

- **that the ACT government provide a timetable for the start of work to duplicate William Hovell Drive between Bindubi Street and Coulter Drive.**

**Parkes Way**

9.50. The 'Base Case' outlined in the MS included upgrading Parkes Way to three lanes in each direction between Glenloch Interchange and Edinburgh Avenue [chapter 2]. Again, the committee considers that the government should provide a timetable for this work to commence.

9.51. The committee recommends:

- **that the ACT government provide a timetable for the start of work to upgrade Parkes Way to three lanes in each direction between the Glenloch Interchange and Edinburgh Avenue.**

**Glenloch Interchange and Tuggeranong Parkway**

9.52. The 'Base Case' outlined in the MS included full grade separation of roads at Glenloch Interchange [chapter 2]. The government's five-year program of roadworks includes an upgrade of the Interchange [chapter 7].

9.53. The committee considers that an upgrading of the Interchange will be imperative once the JDP is constructed, as it will bring a considerable amount of Gungahlin traffic to this point—as well as traffic from the Barton Highway.

## 10. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION, TAKING ACCOUNT OF THE DESIRABILITY OF IMPROVING THE USE OF PUBLIC TRANSPORT AND OTHER NON-CAR MODES OF TRANSPORT

10.1. All ACT transport studies, along with the MS and the government's *Evaluation*, state that it is desirable to improve the use of public transport and other non-car modes of transport. This was also the view of most submitters to the inquiry. As outlined in chapter 8, there was a sharp distinction between those who would make public transport the pre-eminent mode of travel and those who accept the car as the dominant mode. Examples from the submissions demonstrate this distinction—see Table 3.

**Table 3: Extracts from submissions re an appropriate transport strategy for the ACT**

| Car-oriented transport strategy | Public transport oriented strategy |
|---|---|
| Gungahlin residents…have just as much right to move around Canberra as the Canberrans who live in parts of Belconnen or Tuggeranong.[314] | The planners and transport engineering gurus within… [government] keep proposing 1960s solutions to urban planning and transportation strategies. What type of Canberra do we want in the future? We have some clear choices right now. Either we opt for the California style of transportation or we opt for an ecologically sustainable lifestyle which favours local based employment and traffic-free communities.[325] |
| The option of public transport is not practical for those who have children in care and schooling in the local area but who work outside of Belconnen of Civic. I work at Queanbeyan [and live at Palmerston] and thus public transport is not an option.[315] | The building of JDP will not solve Gungahlin's traffic problem… Indeed, it is likely that Gungahlin's traffic problems will become worse… All proposed routes are] unsuitable, not only because of reduced amenity and habitat destruction, but because they would encourage more car use and hence increase pollutants…[326] |
| I understand that one of the options that are being promoted by opponents to the extension of Gungahlin Drive is to force residents to use public transport. Apart from the democratic issues this option raises, it is totally impractical. What proportion of residents will be able to use public transport, given Gungahlin's population profile? Try using public transport to drop off and pick up young children at childcare on the way to and from work; or for shift work; or for getting to work at one of the many places of employment not at a town centre…[316] | I cannot understand how the plans for building Gungahlin were approved without an accompanying plan for high-level public transport… [There needs to be] provision for high-quality, high-level, long hours clean public transport to obviate the need for more and more roads. I thought it was widely known that more roads mean more roads.[327] |
| I do not believe it is democratic to force voters to use public transport…[317] | |

[314] *Transcript* 31/3/00 Master Builders' Association: Mr Dawes, 58
[315] Jacinta George, submission No.813 dated 19/4/00.
[316] Irene Passaris, submission No.898 dated 26/6/00.
[317] Andrew Harvey, submission No.67(a) dated 25/4/00.
[318] Ilona Crabb, submission No.127 dated 16/7/99.
[319] Claudia Caton, submission No.118(a) dated 14/7/99.
[320] Minh Le, submission No.244 dated 25/8/99.

| | |
|---|---|
| Until the existing public transport system is proved to be successful, planning studies on alternative transport systems should not penalise those of us who are dependent on access to our own vehicles for a variety of legitimate reasons… | The 'mind-set' in Canberra favours 'roads, roads and more roads'; 'we are totally reliant upon the car'[328]. |
| I respectfully suggest that any anti-car lobbying suggesting penalty to private vehicle users… in the context of sustainable alternative public transport, is considered with very strong regard to how many people are not suited to this type of transport choice. | As the world's fuel resources will almost be gone in 40 or so years' time, cars cannot remain the major form of transport… A sensible public transport system is inevitable in the future… [Both the eastern and western routes are] stupid.[329] |
| I regard these to be the frail, the aged, the slow, those encumbered with young children, bags, groceries, and where it takes too long to get them from their departure point to their intended destination. Canberra's cold winter is an additional factor that will contribute to disadvantaged persons becoming more isolated, especially when they are forced to live a considerable distance out and away from medical and other essential services.[318] | For a city of its size, Canberra is remarkably well endowed with roads. As a result, the proportion of residents using public transport is already extremely low. It is absolutely imperative for the sustained growth of Canberra and the maintenance of quality of life in the region that the legislature encourages more people to use either public transport or pollution-free transport (such as cycles). The proposed extension will do neither of these things – rather, it will result in more use of private cars, more air pollution and noise pollution, more parking problems, and more safety concerns while at the same time causing immense damage to the community and the environment.[330] |
| [In the case of Gungahlin] bus prices are prohibitive and timetables sluggish, forcing residents' cars onto the road.[319] | While I understand that the residents of Gungahlin would like access to better transport, a four lane highway is a narrow minded short-term fix, not a solution to providing the people [of] this area and Canberra with a modern, innovative and sustainable transportation system.[331] |
| I wish to take this opportunity to bring to your attention the fact that the ACTION bus services from Palmerston to Belconnen are grossly inadequate. On Route 51, peak hour services in the morning are at 30-minute intervals, and buses are often full. There are many occasions when bus drivers are forced not to let people get on the bus. I urge the committee to ask ACTION to provide more peak hour services into Belconnen.[320] | [The ACT has] a huge and rare opportunity to develop a sustainable transport plan for the people of Gungahlin… Rather than build yet another road and thereby encouraging more people to use private cars, we could use this opportunity to encourage greater public transport use, car pooling, cycling and combinations of all three.[332] |

[321] David Nicol, submission No.870 dated 16/5/00.
[322] David Nicol, submission No.870 dated 16/5/00.
[323] *Transcript* 31/3/00 Master Builders' Association: Mr Pinter, 60.
[324] Ed Wensing, submission No. 840 dated 18/5/00.
[325] Nic Gellie, submission No.134 dated 4/7/99.
[326] Conservation Council, submission No.154 dated 22/7/99.
[327] Judith Pabian, submission No.98 dated 16/7/99.
[328] Mr Connor *Transcript* 7/4/00, 82-83.
[329] Howard Crockford, submission No.46(a) dated 25/8/99 and 46C dated 12/4/00.
[330] Paul Thomas, submission No.128 dated 16/7/99.
[331] Nicholas Bauer, submission No.135 dated 14/7/99.
[332] David Addison, submission No.55 dated 27/6/99.
[333] ACF Canberra Branch, submission No.161 dated 3/8/99.

Catching a bus from my suburb [Amaroo] into town can take as much as 65 minutes when traffic is heavy (which it is on most mornings)... While a more direct bus trip would reduce the length of the journey (the current route travels through Mitchell, for example) it would it less viable. That said, refinements to current routes and timetabling can obviously occur, for example:

- not all direct buses need to go through Mitchell as that suburb generates very little patronage

- - not all buses need to stop at every stop along Northbourne Avenue (the major route travelled by Gungahlin-City buses). Stopping at bus stops on Northbourne greatly lengthens the time taken as buses inevitably "miss" the cycle of green traffic lights and have to wait at a red light at each manor intersection.

The current bus routes are obviously designed to earn maximum revenue for the cost outlay (ie buses take long and tortuous routes to try and get as many fare-paying passengers as possible). This reduces the incentive for people in outer suburbs to catch the bus. Gungahlin residents also pay twice the fare of those from the inner suburbs for public transport making it even less attractive...[321]

Ironically, part of Canberra's use of private motor vehicles is driven by the design of the city and the inclusion of significant open spaces (ie parkland) in inner city areas. This means that travel distances are greater than they would be in a more densely inhabited city which makes cars more attractive than public transport. It also increases the cost of providing public transport, again giving private motor vehicles a cost advantage.[322]

The car is such a flexible instrument that I am afraid it is going to be with us irrespective of the ecological and sociological advantages of a public transport system which it is completely essential to maintain for those people who do not have any other form of transport.[323]

An efficient public transport on its own right-of-way awaits the necessary population threshold before it can be a viable proposition... [This threshold is around] half million [population]..[324]

The Commonwealth bequeathed to Canberra a massive road system for our population size that we cannot afford to upkeep, let alone increase. It is customarily accepted that the cost of maintenance is around 10% of a road's construction costs. Already Canberrans are noticing the dilapidated condition of our roads. JDP will not be an end to road construction in northern Canberra. For several other major freeways – Monash Drive and Majura Parkway – will be needed according to Maunsells to handle the volume of car traffic. And Civic will need to be rebuilt to accommodate it. While we support the upgrading of Majura Road to become Majura Parkway when north Gungahlin's population grows, the other freeways are unnecessary [333]

10.2. In chapters 5 and 8 the committee set out the considerations leading it to conclude that the car-oriented transport strategy initiated by the NCDC *remained appropriate for the Gungahlin travel task.*

10.3. The criticisms of existing Gungahlin bus services, referred to in the above Table, are of concern. *The committee considers that a high standard of service must be provided to Gungahlin residents and that provision of bus services must keep pace with the growth of the area.*

10.4. The committee recommends:

- **that the ACT government ensure a high standard of bus service to Gungahlin residents and, in particular, ensure that Gungahlin bus services keep pace with the area's growth. The committee calls on the government to establish clear and direct inter-town bus connections from Gungahlin to other parts of Canberra, in order to improve the standard of commuter services.**

10.5. Of the submitters who raised the issue of bus versus rail transport, a majority expressed a preference for rail eg:

> The entire public bus system [should] be replaced (progressively, area by area) by an expanded light rail system (ie a tramway). As almost all roads in Canberra have kerbs and no kerbside parking, the trams could easily run along the kerbside lane making tram stops much safer and less obstructive than in Melbourne. Express trams could run through parkland with the absolute minimum of environmental input and probably cost…[334]

> [The ACT should be] putting in a light rail system; providing incentives for people to shift to public transport… [and] persuading people to use their cars more effectively through travel planning.[335]

> Within north Canberra there is an immense potential [for light rail], a line haul that would justify it… The capital cost of any construction of a light rail line pays for itself in its service ability over a longer period than, say, a motorway does, and is much cleaner.

> [Gungahlin should have been developed from the start with light rail partly paid for by the developer in cooperation with government:] Gungahlin had the opportunity… [but] we missed the boat entirely on that score.

> People will use light rail because it is on a dedicated transport corridor. It is in many cases adjacent to such things as park and ride. Buses are not necessarily easier to get into and out of. They are expensive to maintain, their lifespan is much shorter and they are less attractive. They are a dirty form of public transport.

> In Canberra we need to have public transport identified with the line haul catchment areas from Gungahlin and initially to Civic so people get identified with a good system and then the buses would feed into it.

---

[334] John Robinson, submission No. 208 dated 27/8/99
[335] Nic Gellie, submission dated 4/7/99.

> It is difficult to compare the costs of light rail and roads because motorways constantly need maintenance whereas rail track does not.[336]

> Improvements to public transport from Gungahlin Town Centre to Civic and Belconnen should be investigated. In particular, a light rail system limited to these two routes, and designed for a reasonably expected patronage, should be re-examined. It should be carefully built into the terms of reference that any light rail system should be costed on experience with light rail and trams in Melbourne and Sydney, and not on overseas figures which are rarely applicable to the Canberra situation.[337]

> I believe we need a light rail through Canberra, not just because it is a marvellous way for people to move around the city but also because it would give a discipline to the city because everyone would want to be near the light rail, whether it is housing, place of employment or shopping centres. It will bring the city together… To commute to the [rail] spine… [I suggest that] people can dial a 1900 number and get… a bus service to their door…[338]

> [There should be] a mass-transit system, light rail or similar option, between Gungahlin and Civic with a loop to the Canberra Institute of Technology, the University of Canberra and Bruce Stadium.[339]

10.6. A few submitters thought that it would be difficult to move away from the current reliance on buses:

> The debate as to whether light rail or a form of rapid transit should be implemented at any time in the future will depend on population growth and densities. We see it as necessary to reserve routes for such a system for inter- town travel in the future, but would not see the current system of buses using existing roads being supplanted in intra-town journeys.[340]

10.7. Whatever a final decision may be in the future about the nature of a public transport system, it will be important to maintain maximum flexibility to move from the current bus system to rail (including light rail, or tram) if a future ACT government considers this is warranted. This issue was brought home to the committee in its inspection of the new Brisbane busway which, while designed for bus operation in the first instance, can be readily adapted to the installation of a railway in the future. The committee considers that the ACT would be wise to similarly plan for bus/rail flexibility.

---

[336] Mr Connor *Transcript* 7/4/00, 87.
[337] Dudley Horscroft [PACTT=Planning the ACT Together], submission No.82(a) dated 2/5/00.
[338] Mr Bell *Transcript* 5/5/00, 161.
[339] Friends of the Aranda Bushland Inc, submission No. 139 dated 16/7/9, 2.
[340] Aranda Residents' Group, submission No.114 dated 19/7/99.

10.8. The committee recommends:

- **that the ACT, in its public transport planning, provide for IPT routes to be adapted to both bus and rail usage. This will provide appropriate flexibility for a future ACT government to adjust to changing needs.**

10.9. Bicycle transport was promoted by several submitters, with Pedal Power—the body representing cyclists—stating that:

> [Pedal Power does] not want to see the [JDP] built at all. Pedal Power's view is that as soon as new roads are built they encourage more people to use them and they fill up very quickly, and we do not think that this road is going to solve the problems of the Gungahlin residents… There should be incentives for cycling…[341]

10.10. Another submitter considered that:

> If the JDP is… inevitable… it [should] be a small road, with only buses and cyclists allowed to use it. This would at least encourage greater use of public transport, minimise noise and fume increases, and reduce damage to the bushland.[342]

10.11. Several submitters expressed the view that the JDP would destroy the existing bicycle path over O'Connor Ridge, eg:

> O'Connor ridge is an extremely popular cycle commuter route. It would be unusable as such should the John Dedman road be built.[343]

> The proposed option will totally destroy the major cycle path network between Belconnen and Civic in at leat three main areas. This… will present great difficulty to the many cyclists and the pedestrians who use this area on a daily basis.[344]

10.12. Other submitters thought that the JDP would not affect their ability to cycle over O'Connor Ridge:

> I ride to work [across the ridge] by bicycle in clement weather. I have no objection to the Preferred Option and do not consider it will be an impediment to my travel.[345]

10.13. The committee, too, considers that the existing bicycle path will be replaced by one of the same standard. The committee accepts the assurance by the government that the bicycle path:

> will be reinstated, either with overpasses, underpasses or some combination. It would be built to the necessary standards [and] the designs that are in the PA are…

---

[341] Mr Reece (lobbying coordinator for Pedal Power) *Transcript* of 19/5/00, 244 and 246.
[342] Nicky Grigg, submission No.100 dated 16/7/99.
[343] Paul Thomas, submission No.128 dated 16/7/99.
[344] Derek Corrigan, submission No.255 dated 31/8/99.
[345] Lyn Craven, submission No.263 dated 31/8/99

not necessarily the accepted designs… We are quite conscious of the need to provide for a very high quality bicycle route…[346]

[346] *Transcript* 19/5/00 PALM: Mr Adams, 254

## 11. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF THE DESIRABILITY OF REDUCING THE NUMBER OF VEHICLES NEEDING TO TRAVEL BETWEEN GUNGAHLIN AND SOUTHERN DESTINATIONS

11.1. All ACT transport studies have considered it desirable to reduce the need for vehicles to travel between Gungahlin and southern destinations [chapter 6]. The government also considers that this is a 'desirable objective [that] is linked to employment location policies, policies to encourage other modes of transport and those pertaining to travel demand management'.[347]

11.2. In relation to employment location policies, the earlier transport studies recommended that the Commonwealth government locate new office buildings in town centres such as Gungahlin. But this is not the policy of recent federal governments, which have concentrated their offices in the Parkes/Barton/Russell area as well as at Symonston. The Commonwealth government is no longer interested in supporting the employment base of a new town centre such as Gungahlin by way of relocating Commonwealth offices to the area.

11.3. Further, the ACT government 'no longer has the degree of influence over office accommodation which was exercised by the former NCDC'. In addition, private enterprise is showing an unwillingness to invest in the town centres, 'especially those of Tuggeranong and Gungahlin'.[348]

11.4. Another factor affecting employment location policies is the on-going importance of the central area of Canberra as a centre of employment (the central area includes Civic plus Barton, Parkes, Russell, ANU and Braddon). The 1989 *GETS* Study recognised this factor:

> While new jobs over the next 10-15 years are intended to be distributed between Canberra's various centres, because of location and the growing centralisation of private sector activities, notably tourism and entertainment, the Central Area will continue to hold almost 50% of all ACT employment in 15 years' time.[349]

11.5. This factor suggests that there will continue to be a considerable movement of people to the central area, for work purposes, from all parts of Canberra.

11.6. Whatever the causes, Gungahlin finds itself at the present time with very limited employment potential:

> The only source of employment in Gungahlin at the moment is at the Woolworths supermarket and the two licensed clubs. All of the working population, except for those two points, leave Gungahlin every day… There is no employment base in Gungahlin…outside home construction and such.

---

[347] ACT government, submission No.185 dated 16/8/99 p10.
[348] Ibid., 10-13.
[349] GETS., 9.

> All of the previous [transport] inquiries have looked at a fairly large employment base, in relationship to the entire population… but to date we have not got any employment of note in the town centre [350]

11.7. While many submissions called for greater employment-generating activity in Gungahlin—eg *Friends of the Aranda Bushland Inc* called for 'decentralising business and service with more work places in Gungahlin, which would reduce the volume of commuter traffic from the centre'[351]—it does not appear that this is likely for some time. *This situation makes the provision of adequate transport links to the rest of Canberra all the more important.*

11.8. However, the committee considers that it is imperative that the ACT government re-examine its planning and other policies to ensure that each and every opportunity is taken to increase employment in Gungahlin. While conscious that the issue of promoting local employment is a factor affecting other town centres, especially Tuggeranong, the committee is disturbed about the on-going situation in Gungahlin. There is an urgent need for the government to implement detailed and effective strategies to encourage public and private location in Gungahlin.

11.9. The committee recommends:

- **that the ACT government re-examine its policies affecting employment location in Gungahlin and urgently institute measures to increase the amount of public and private employment. This reflects the importance of a *range* of measures to address Gungahlin's transport needs. While this report necessarily focuses upon Gungahlin's arterial road links, it is essential to also address issues related to employment generation and public transport.**

11.10. In relation to travel demand management policies, the committee notes that one extreme version of such policies is to cease all arterial road building and invest only in public transport and facilities for cyclists and walkers. The resultant congestion may force people out of their cars and onto public transport. As stated in chapter 5, the committee does not consider that Gungahlin's residents should be forced into this scenario while the rest of Canberra continues to have relatively good arterial road access.

11.11. In relation to more modest travel demand management policies, successive ACT government have introduced steep increases in carparking charges in the town centres and especially in Civic; and the government has also made changes to ACTION fares and timetables in order to encourage greater bus use.

---

[350] Mr Gower *(*Gungahlin Community Council) *Transcript* 5/5/00, 176, 185.
[351] Submission dated 16/7/99, 2.

## 12. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF THE DESIRABILITY OF SITING AN EASTERN RING ROAD FROM GUNGAHLIN AND THE BARTON HIGHWAY TO OTHER PARTS OF CANBERRA VIA AN UPGRADED MAJURA ROAD

12.1. There are two aspects of this term of reference. One concerns Majura Road; the other concerns a ring road from the Barton Highway through Gungahlin to the Majura Road/Federal Highway intersection

### Majura Road

12.2. The MS, and the ACT government, concluded that the Majura corridor could not function as a *substitute* for a JDP option but could serve as *complementary* to it. The committee agreed with this conclusion [chapter 5].

12.3. Upgrading Majura Road has the support of many submitters to this inquiry eg:

> Through traffic from the north is increasingly using the Majura Road, upgrading of which would seem a priority that would further reduce pressure on Northbourne Avenue, especially if linked to the Barton Highway.[352]
>
> It has always puzzled me why the Majura Road has not been developed more. It would offer easy access to Fyshwick, the airport, Russell Hill, etc for both tourists and commuters from the Federal highway and would potentially divert some traffic off Northbourne Avenue. Access could be easily offered from Gungahlin to Majura Road.[353]

12.4. The committee considers that a good case can be made for Majura Road to be treated as a 'national highway' by the Commonwealth government, reflecting its importance as a key link between the Federal Highway (already a 'national highway') and the Monaro and Kings Highways which serve the south-east region of NSW. This includes access to the emerging defence facilities at Eden. If the road was treated as part of the national highway network, then it would qualify for Commonwealth funding.

12.5. The committee recommends:

- **that the ACT government seek the agreement of the Commonwealth government to classifying Majura Road as a 'national highway', reflecting its importance as a key link between the Federal Highway and the Monaro and Kings Highways which serve the south-east region of NSW (including the emerging defence facility at Eden).**

12.6. The MS noted that, even if no JDP is built, it is intended to make the following changes to roads at the southern end of Majura Road: duplicate Fairbairn Avenue

---

[352] Mary Hutchinson, submission No.115 dated 15/7/99.
[353] M Sexton, submission No.136 dated 14/7/99.

duplicated from Limestone Avenue to Pialligo Avenue; duplicate Pialligo Avenue from the Eastern Parkway to Glenora Drive (RAAF Base entry); and duplicate Morshead Drive between the Eastern Parkway (Dairy Road) and a new roundabout at the end of Majura Road [chapter 2].

12.7. In the committee's view, these changes may not be sufficient to handle the increased traffic on Majura Road once it is open to Gungahlin traffic; handling even greater north-south bypass traffic when upgraded to four lanes; and also handling traffic associated with Canberra International Airport (including its Business Park).

12.8. In particular, the committee considers that the intersection of Majura Road, Morshead Drive, Pialligo Road and Dairy Road will need upgrading to facilitate its role as a key intersection of north-south and east-west traffic. The committee notes the view of submitters to the inquiry that this intersection:

> needs to [be built] so that the southern end of Majura Road (of four lanes) would connect directly to the Monaro Highway and thus form a by-pass around Canberra for through traffic.[354]
>
> [There should be an interchange at Pialligo] to bring the traffic from the Monaro Highway into the proposed Majura Freeway, hence to the Federal Highway'.[355]

12.9. It is possible that, in the short term, this intersection could be improved by utilising *existing* roads, as one submitter suggested:

> Maybe that circle from RMC Oval between the Dairy Flat Bridge roundabout and the Beltana Road roundabout [could] become a roundabout itself as the traffic actually turns left out of Majura instead of right or left…[356]

12.10. While this may be a temporary 'solution', the committee considers design work should commence for a permanent *grade-separated* interchange of Majura Road and the Monaro Highway. Again, the committee raises the possibility of obtaining federal funding for this work, on the basis of the importance of Majura Road to regional and national transport links.

12.11. The committee recommends:

- **that the ACT government, in conjunction with the federal government, commence design work for a permanent grade-separated interchange of Majura Road, Morshead Drive, Pialligo Road and Dairy Road (the Monaro Highway).**

12.12. The committee appreciates that some confusion is likely to arise about the name of an upgraded Majura Road once it is linked more directly into the Monaro Highway by an improved intersection. In effect, Majura Road then will be a northern

---

[354] John Robinson, submission No.208 dated 27/8/99.
[355] Carlos Smitz, submission No.11 dated 17/6/99.
[356] *Transcript* 12/5/00 Canberra International Airport: Mr McCann, 200.

extension of the Monaro Highway. Its renaming as the Monaro Highway should assist federal government recognition of its important role in regional transport links.

12.13. The committee recommends:

- **that Majura Road be renamed the Monaro Highway in recognition of its key role in regional transport links and in order to facilitate federal recognition as a National Highway.**

### A ring road from the Barton Highway via Gungahlin to Majura Road

12.14. This matter appears to have two components. One concerns a link between Gungahlin and Majura Road (at the Federal Highway). The other concerns a road through Gungahlin linking the Federal Highway and the Barton Highway.

12.15. In relation to a link between Gungahlin and Majura Road, the duplication of Horse Park Drive between the northern Amaroo distributor and Majura Road (at the Federal Highway) is among the road improvements that will be made whether or not a JDP is built [chapter 2]. As of 1999, the government did not consider the construction of this road (let alone its duplication) as a priority:

> The cost of early construction of Horse Park Drive from Gundaroo Drive to the Federal Highway would… be difficult to justify before substantial population growth warrants the additional traffic capacity being provided. While the route would be attractive to Gungahlin residents working at Canberra Airport, Fyshwick, Hume and possibly parts of Queanbeyan, these represent a small proportion only of Gungahlin workers.
>
> A preliminary estimate for the 8km link from the future Gundaroo Drive/Horse Park Drive intersection in the Gungahlin Town Centre to the Federal Highway as a two-lane, two-way rural road is that it would cost around $6.5m. Taken together with expenditure on upgrading parts of Majura Road which would be necessary to take increasing traffic flows sourced from Gungahlin, the total cost is likely to be similar to that for the first stage of a future Gungahlin Drive extension from the Barton Highway to Barry Drive and to Caswell Drive.
>
> Additionally, overall travel costs would rise disproportionately in the short to medium term when compared with the Gungahlin Drive extension.[357]

12.16. Instead of bringing forward the construction of Horse Park Drive, the government considers that the planned extension of Sandford Street in Mitchell to the Federal Highway is all that is required in the foreseeable future:

> Planning for the future arterial road network in the south of Gungahlin provides for an extension of Sandford Street eastwards to intersect with the Federal Highway at Antill Street. The roundabout… at this intersection, as part of the current Federal Highway duplication, is designed as a four-way roundabout.[358]

---

[357] ACT government, submission No.185 dated 16/8/99, 15.
[358] Ibid., 14.

12.17. The committee notes that some submitters referred to the advantage of constructing Horse Park Drive earlier than the government intends eg

> We believe that early development of Horse Park Drive as part of the eastern link to Majura is a way of taking out some early pressure [re Gungahlin traffic].[359]

> It is the view of the Master Builders Association that bringing forward the construction of Horse Park Drive would alleviate the pressure in Gungahlin and allow residents an additional exist point… The construction of Horse Park Drive, skirting both Amaroo and Ngunnawal, would provide a direct link to the Federal Highway and to Majura Road which will also link to the transport hub at Canberra Airport and the Monaro Highway… As Majura Road was planned to become a major entry point into the National Capital this may attract Federal funding.[360]

> It is essential to give priority to construction of Horse Park Drive to connect with Majura Road… [This] would also enable deletion of the Monash Drive corridor from the National Capital Plan.[361]

12.18. The committee considers that the government should provide a firm timeframe for building Horse Park Drive between northern Gungahlin and the Federal Highway at Majura Road. This will provide a wider range of access routes for Gungahlin residents to the rest of Canberra.

12.19. The committee recommends:

- **that the ACT government plan for the early construction of Horse Park Drive between northern Gungahlin and the Federal Highway at Majura Road. This will provide a wider range of access routes for Gungahlin residents.**

12.20. In relation to a complete link between the Barton Highway and the Federal Highway at Majura Road, the government considers such a link is both undesirable and unwarranted on traffic grounds:

> There is simply insufficient traffic crossing the ACT border on the Barton Highway wanting to travel via the Federal Highway to other NSW or ACT destinations…

> It is not sensible to divert through-traffic from the highways not destined for locations in Gungahlin onto Gungahlin's arterial roads. The number of intersections on any arterial route through Gungahlin would make such routes unattractive as alternatives to the existing highways.[362]

12.21. The committee can appreciate the government's viewpoint which, however, does serve to highlight the importance of the existing Barton Highway/Federal Highway intersection at Lyneham. While current problems at this intersection may be eased by the construction of the JDP, it is always going to be an important north-south/east-west link in north Canberra. The committee considers that the federal

---

[359] Mr McCann (Canberra International Airport) *Transcript* 12/5/00, 198.
[360] Master Builders' Association of the ACT, submission No.386 dated 27/9/99.
[361] Miss Davey (North Canberra Community Council) *Transcript* 7/4/00, 130.
[362] ACT government, submission No.185 dated 16/8/99, 14-15.

funds currently being expended on duplicating the Barton Highway (between the Federal Highway and Bellenden Street) should be used to improve traffic flows at this intersection.

12.22. The committee recommends:

- **that the federal funds currently being expended on duplicating the Barton Highway (between the Federal Highway and Bellenden Street) should incorporate improvements to the traffic flow at the intersection of the Federal and Barton Highways.**

## 13. PROPOSALS FOR THE GUNGAHLIN DRIVE EXTENSION TAKING ACCOUNT OF A COST BENEFIT ANALYSIS OF THE TWO OPTIONS FOR THE ROUTE, TO THE EAST AND WEST OF THE AIS

13.1. This chapter considers the views of the MS, the government, past transport studies and submitters in relation to the alignment of the JDP. It then sets out the committee's viewpoint.

### The MS

13.2. The reasons that led the MS to favour an eastern alignment, with links to Barry Drive as well as to Belconnen Way [Option 3], were outlined in chapter 2. The MS estimated that the cost of this option was $25.8m [Table 1 in chapter 2]. This included $3.1m for 'structures' (which includes bridges), most of which seems to involve works along the Barry Drive link, including an underpass for northbound traffic from Barry Drive to the JDP.

13.3. Option 3 presumed two lanes of traffic in each direction from the Barton Highway to a point east of the AIS where the parkway would split: one lane in each direction to Caswell Drive, and one lane in each direction to Belconnen Way [Barry Drive]. The intersections at both Caswell Drive and Belconnen Way would be at-grade and signalised; so would the Ginninderra Drive intersection. There would be a signalised intersection to Battye Street and no connection to Ellenborough Street.

13.4. Option 3A presumed two lanes of traffic in each direction to Caswell Drive which would have an at-grade signalised intersection. There would be no connection to Battye Street. As this option has no link to Barry Drive, its cost may be presumed to be approximately $2m-$3m less than the cost of Option 3, due to there being no need for the 'structures' associated with the Barry Drive link. On this basis, the approximate cost of Option 3A would be $23m.

13.5. Option 1A presumed a signalised intersection at Belconnen Way/Caswell Drive. It involves two lanes of traffic in each direction. It has no connections to Ellenborough Street or to Battye Street [chapter 2]. Again, because it involves no link to Barry Drive, its cost may be $2m-$3m less than for Option 1, making it roughly $22m.

13.6. The committee, in chapter 5, expressed its disappointment that the MS did not provide detailed costings of the various portions of each option identified in the MS. This criticism particularly affects Options 1A and 3A which are the main ones before the committee at the conclusion of this inquiry.

13.7. Interestingly, more detailed information on the cost of Option 1A was provided by Maunsell McIntyre in a study produced in early 2001 for Bruce Stadium and the Australian Sports Commission. The Study presumed that Option 1A involved:

> Gungahlin Drive extension [GDE] including a bridge over Battye Street
>
> Replacement parking for existing parking removed or adversely affected by the new road
>
> Underpass and pedestrian bridge crossings of GDE
>
> Other adjustments to the road network within the precinct.[363]

13.8. The actual costs are shown in Table 4.

**Table 4: Estimated costs of Option 1A (by Maunsell McIntyre P/L)[364]**

| Component | Estimated cost ($m) |
|---|---|
| Gungahlin Drive extension | 20.3 |
| Replacement parking | 2.5 |
| Pedestrian underpasses, bridges and footpaths | 2.0 |
| Other works (Masterman Street, etc) | 3.0 |
| **Total cost** | **27.8** |

13.9. The 'other works' referred to in Table 4 reflect the following:

> An improved road system would also need to be constructed in order to provide for the changed traffic flows. Changes will include a pair of ramps connecting Battye Street to the GDE and completion of the connection of Masterman Street to Leverrier Street. This connection appears to have considerable merit independently of the GDE.[365]

13.10. Maunsell McIntyre compared the cost of Option 1A to that of Option 3A:

> In summary, this gives a total cost of the works required for the western alignment of approximately $28m compared to a cost for the eastern alignment of approximately $20.5m.[366]

## ACT government

13.11. The ACT government originally favoured Option 3 for the following reasons:

- the National Capital Plan and the Territory Plan provide for such a route;

---

[363] Maunsell McIntyre Pty Ltd *Gungahlin Drive extension – impact on Bruce Stadium, Australian Sports Commission and the AIS*, study prepared for Bruce Stadium and the ASC, submission 182(a) dated 12/1/01, 26.
[364] Ditto.
[365] Ibid, 7.
[366] Ibid, 26.

- Option 3 was the most efficient route in terms of removing traffic from residential streets;

- it is roughly the same cost as other alignments;

- it provides the greatest social equity to Gungahlin residents in terms of reductions in trip length, trip time, trip cost and trip speed;

- its impacts on noise, residential amenity, visual quality, heritage, flora and fauna, air and water quality are manageable;

- it provides accessibility advantages to public transport; and

- it does not detrimentally affect the Bruce precinct [chapter 3, and the government's submission to this inquiry].

13.12. In November 2000 the government modified its position by dropping the Barry Drive link (while still favouring the eastern alignment). This is Option 3A. The government's reasons were set out in chapter 3.

13.13. The government informed the committee that:

> Apart from the preliminary cost analysis carried out for the preparation of the PA, there has been no further detailed work done on costing the two routes through Bruce… The preliminary costings for each of the five options examined [in the PA] were identified in [that document].[367]

13.14. However, in November 2000 the government advised the committee that further work on the cost of the eastern and western alignments had been done:

> The preliminary estimated cost of the [government's] revised option (at current prices) is approximately $22m. This compares to the original preferred option [incorporating a link to Barry Drive], which would cost $28m (at current prices). The reasons for the significant difference in estimated costs include:
>
> - deletion of a cut-and-cover tunnel under Barry Drive for the northbound carriageway linking to Gungahlin Drive extension;
>
> - saving of approximately one lane-km of pavement; and
>
> - saving of intersection costs at Gungahlin Drive extension/Belconnen Way (near the old O'Connor works depot.
>
> The preliminary current price cost estimate of $22m for the revised option compares with the estimate of $24.7m for the western option. The cost estimate for the western option includes grade-separation at Battye Street, with no connections to or from Gungahlin Drive extension. This was included in the initial

[367] ACT government, submission No.185 dated 16/8/99, 15-16.

> Maunsell analysis as it was considered that an at-grade, signalised intersection would not function effectively given the existing intersection spacings at Leverrier Street and the future Braybrooke Street.
>
> In the cost estimates prepared for the PA, Maunsell assumed at at-grade, signalised intersection of Belconnen Way/Caswell Drive. This applied to each of Options 1,2 and 3 evaluated as part of the PA. Subsequent analysis suggest that an at-grade intersection is unlikely to function effectively, particularly with options involving two lanes of traffic in each direction. In those cases (the western option and the Government's revised option), a grade-separated interchange will be required at this intersection, with dual on and off ramps linking to and from Gungahlin Drive extension. The estimated cost, additional to the $22m and $24.7m figures, would be approximately $2m.
>
> Both the western option and the government's revised option assume that Ellenborough Street would be grade-separated over Gungahlin Drive extension, but with no direct links to ensure that through traffic is minimised on Kaleen residential streets.
>
> Both options assume at-grade, signalised intersections at Ginninderra Drive. For the government's revised option, preliminary cost estimates of a grade-separated interchange at Ginninderra Drive would add $3m to the overall cost. For the western option, because of terrain differences and potential realignment of drainage channels, the cost of a grade-separated interchange is likely to be considerably more than for the government's revised option (possibly $4-$5m in total). Grade-separation at Ginninderra Drive is not recommended, as it would increase pressure to design the road for higher speed operation than the 80kph originally envisaged while presenting difficulties in meeting higher speed criteria in the area south of the AIS.
>
> With the intersection of the Barton Highway and Gungahlin Drive extension, the costings in the PA assumed at at-grade, signalised intersection. [DUS] believes that grade separation is required at this major intersection immediately and officers are currently holding discussions with the Commonwealth Department of Transport and Regional Services on the form that this grade-separation should take (as part of the Barton Highway duplication from Bellenden Street to Northbourne Avenue).[368]

## ACT transport studies

13.15. The issue of whether a JDP should pass to the east or west of the AIS was addressed by some of the transport studies summarised in chapter 6.

13.16. *Tomorrow's Canberra* (1970) appears to show major roads both to the east and west of what became the AIS. *Metropolitan Canberra* (1984) states that the JDP 'will be constructed on an alignment east of the National Sports Centre'. The *GETS* Study (1989) outlined three alignments for the JDP: two on the eastern side of the AIS and one on the western side. The latter (called the 'Community Option') joined Caswell Drive at Belconnen Way. It was estimated to cost $28m. The two eastern alignments were known as 'JDP East' (linking to Barry Drive and possibly to Clunies Ross Drive between the CSIRO and the Botanic Gardens)—estimated to cost $28m—and 'JDP West' (linking to Caswell Drive at Belconnen Way), costing $27m.

---

[368] Correspondence to the committee from Mr Smyth MLA (Deputy Chief Minister) dated 22/11/00.

13.17. The *GETS* Study found that 86% of Study participants—all of whom came from north Canberra— 'favour a JDP corridor'. 48% of those favouring the JDP preferred the JDP Community Option, 43% preferred JDP East and 9% preferred JDP West. Their reasons were:

- For the JDP Community Option: least damage to bushland and least exposure to residential areas (especially at the southern end of Dryandra Street)

- For JDP East (through to Parkes Way): is the most direct route, minimises traffic infiltration in north Canberra, relieves pressure on Barry Drive and Northbourne Avenue, and avoids impacting on Aranda

- For JDP East: (ending at, and linking to, Barry Drive): is the most direct route, avoids the Botanic Gardens, and minimises impact on Black Mountain bushland [chapter 6].

13.18. The PJC (or Langmore) report recommended deletion of the JDP East alignment. It left a decision on the JDP Community Option or JDP West to follow the completion of an environmental impact assessment. The MS was that environmental impact statement which, however, was not confined just to these routes. The MS considered 14 specific route options and subsequently narrowed these down to five.

**Submissions**

13.19. Most submissions received by the committee focussed on the merit, or otherwise, of the government's original preferred route (Option 3). It was not always clear whether those objecting to Option 3 were against *any* route alignment to the east of the AIS or just that portion of the eastern alignment which linked to Barry Drive.

13.20. Further, many submissions made plain their objection to one or other route alignment without stating a view about whether the JDP should go ahead *if it was located on a different alignment*.

13.21. Thus, when attempting to tally the submissions, the committee found the following:

- 350 submissions expressed a preference for the eastern alignment

- 99 submissions expressed a preference for the western alignment

- a further 219 submissions clearly stated that they opposed an eastern alignment (but did not state whether an alternate alignment is preferred)

- four submissions clearly stated that they opposed the western alignment (but, again, did not state whether an alternate alignment is preferred)

- 11 submissions did not explicitly state a view about the JDP alignment.

13.22. In relation to the link to Barry Drive (whether from an eastern or western alignment of the JDP), 45 submissions expressed their support for the link, 626 expressed their objection, and 40 submissions did not express a view.

13.23. Of the above 626 submissions opposing the Barry Drive link, 306 identified their position as being that of Gungahlin Community Council. The latter supported an eastern alignment of the JDP but without the Barry Drive link.

13.24. Out of the total of 912 submissions, 474 expressed clear support for a JDP, 177 opposed the JDP, and 240 did not make their position clear on the merit, or otherwise, of a JDP.[369]

13.25. Generally, the point of view of submitters could be aligned to their address. Of 374 submissions from Gungahlin residents, only one objected to the JDP while the point of view of a further three was uncertain. Most of the Gungahlin submitters supported Option 1A. Of 309 submissions from O'Connor, Lyneham and Turner, all but two objected to an eastern alignment of the JDP. All 12 submissions from Aranda expressed concern about the effect of a JDP upon their suburb. Seven of the 15 submissions from Bruce objected to a western alignment, three objected to an eastern alignment, and five opposed the JDP. Of 11 submissions from Kaleen, six opposed the JDP and five supported it.

13.26. The normal practice of the Standing Committee on Planning and Urban Services is to summarise all of the submissions received in the course of an inquiry. In the case of the current inquiry, this would have led to a great deal of repetition, since many submissions are very similar to others. An indication of the viewpoints of submitters is provided in Table 5.

**Table 5: Extracts from submissions expressing a view about an eastern or western alignment**

| For an eastern alignment | For a western alignment |
|---|---|
| I am in full support of the extension of Gungahlin Drive to the city, using the most practicable route. I do not believe, however, that it is equitable for this route to be altered to one which does not provide relatively direct access to the city, on the grounds of protecting O'Connor Ridge. Gungahlin residents must be allowed the same access to essential infrastructure that the rest of Canberra (including O'Connor residents) currently | [The 'community option'] is a very good freeway transport solution for Gungahlin and would be a least-cost solution, would provide comparable travel benefits to the government's preferred option, and would have the lowest social and environmental impacts.[382]<br><br>[The western route] will improve access to Bruce Stadium, be cheaper (even with overpasses) and |

[369] Though there were 912 submissions, several were inadvertently countered twice by the Committee Office of the Legislative Assembly. When this is taken into account, there were 891 separate submissions. However, many of these were from more than one individual, making the actual number of submitters considerably more than 891.

| | |
|---|---|
| Canberra (including O'Connor residents) currently enjoy.[370] | keep Bruce Ridge for recreation and training for AIS athletes.[383] |
| The transport needs of Gungahlin residents must include the provision of direct road access to the main centres of Canberra. Arguments that no further arterial roads should be constructed in Canberra area unreasonable and inequitable. Gungahlin residents, such as my partner and I, moved to Gungahlin with the expectation that the JDP would be constructed. This expectation was not an unreasonable one given that the road | The western route will be cheaper to build and cheaper and faster for motorists to use than the eastern route because it is straighter. This fast road will minimise travel time, cost and pollution, retain open spaces and avoid the push for urban infill. It can be upgraded to a freeway if necessary, whereas topographical constraints will limit the eastern alignment to remaining an 80kph arterial suburban road. The capability for a |

---

[370] Ms Sujinder Badhni, submission No.872 dated 19/5/00.
[371] Sandra Rabjohns, submission No.832 dated 8/5/00.
[372] David Nicol, submission No. 870 dated 16/5/00.
[373] R Larin, submission No.427 dated 29/2/00.
[374] Greg Hutchison, submission No.89 dated 12/7/99.
[375] Nancy Scamp, submission No.758 dated 19/4/00.
[376] Lloyd Walker, submission No.775 dated 24/4/00.
[377] Mrs Margaret Schaeffer, submission No.909 dated 6/12/00.
[378] Lyn Craven, submission No.263 dated 31/8/99.
[379] Submission on behalf of the Bruce Precinct Association prepared by Purdon Associates Pty Ltd [July 1999] executive summary, i and 2; and 16
[380] Purdon Associates Pty Ltd (for Bruce Precinct Association) submission No.141, 3-6.
[381] Australian Sports Commission, submission No.112A dated 21/12/00.
[382] Mr Savage (Lyneham O'Connor Residents Association) *Transcript* 12/5/00, 192
[383] Anthony Dyson, submission No.120(a) dated 23/8/99.
[384] Frances Rose, submission No.68(b) received 4/12/00.
[385] Belconnen Community Council, submission No.699(a) dated 11/5/00.
[386] Bea Duncan, submission No.908 dated 2/10/00.
[387] Tim Rowse, submission No.306 received 31/8/99.
[388] E.Truman and P.Keele, submission No.301 dated 13/8/99.
[389] Robyn Coghlan, submission No.183 dated 22/8/99.
[390] E.A. and R.A.Levy, submission No.6 dated 15/6/99.
[391] A.G.Fortey, submission No.253(b) dated 12/12/99.
[392] 'Save the Ridge', submission No.327(c) dated 27/8/00.
[393] Paul Thomas, submission No.128 16/7/99.
[394] Robert Attenborough, submission No.106 dated 15/7/99.
[395] Dr Bennett, submission dated 16/7/99.
[396] Canberra Ornithologists Group, Inc. submission No.205 dated 10/8/99.
[397] Roslyn Woodward submission 15/7/99.
[398] Ibid.,, dated 16/7/99.
[399] Anne Gunn and Peter van Ness, submission No.167 dated 18/9/99.
[400] Leonie John, submission No.124 dated 31/8/99.
[401] Greg Rees, submission No.251 dated 4/9/99.
[402] Julia Keith, submission No.257 dated 30/8/99.
[403] Ingrid von Anhalt, submission No.746 dated 18/4/00.
[404] Donald Spencer, submission No.40 dated 6/7/99.
[405] Ngunawal ACT & Districts Aboriginal Council of Elders Association Inc, submission No.869 dated 14/5/00.
[406] Madeleine Rashbrooke, submission No.126 dated 16/7/99.
[407] Crissy Fyfe, submission No.286(a) dated 22/2/00.
[408] Dr Libby Robin, submission No.419 dated 24/1/00.
[409] Dr Mark Thomson and Dr Caroline Wilson, submission no.176 dated 13/8/99
[410] Justin Lynch, submission no.151 dated 16/7/99
[411] Ross Kerr, submission No.173 dated 17/8/99.
[412] Dr Ann McGrath for Dryandra Street Residents Action Committee, submission No.119 dated 14/7/99.

corridors for such a road had been contained in the ACT Territory Plan for decades.[371]

I am in favour of the proposed extension of Gungahlin Drive to Barry Drive. I would also, on balance, support the proposed route through O'Connor Ridge…. I purchased my property in Gungahlin on the basis that the JDP would be extended into Civic…. Rejecting the road would exacerbate the inequity between residents of the inner city and Gungahlin. Residents of inner suburbs generally enjoy very good road transport links, better public transport, above average access to parkland and access to all the benefits that a major metropolitan centre generates… Residents of Gungahlin, of the other hand, get little or none of these benefits… I consider that transport volumes are already stretching current rate access to the limit. As Gungahlin's population grows the situation will only worsen. The only viable response is for the construction of improved links to begin as soon as possible.[372]

I live in O'Connor… [and] I say yes to the Gungahlin Drive extension… If Canberra is going to develop centres like Tuggeranong and Gungahlin—kilometres apart—efficient road systems are a necessity… I think the development is essential and will benefit a large portion of Canberra residents who are also motorists.[373]

I believe that the JDP [eastern route] is a sensible and logical road… The Gungahlin residents… and some Belconnen folk have much to gain from such a proposal. It's a sensible proposal following a route that already has a powerline (ie. large towers) and some road for part of the route, as well as existing disturbances from things such as water storage on O'Connor/Bruce ridge.

The roadway appears… to be a sensible and logical extension of the north-south road system that exists from Tuggeranong to Belconnen, and now Belconnen to Gungahlin. The obvious link missing is between Caswell Drive and the Barton Highway. It passes through mostly open ground, with some scrubland crossed near Bruce ridge. This area is by no means pristine and I can see little environmental significance in this area…

I can see no alternative to this route. The proposed route around Majura would be much too far to Civic and areas further south, and cost more in wasted petrol.[374]

It seems a bit much to go to Civic [from Gungahlin] via Bruce [using the intersection of the JDP and Caswell Drive], depending of course on one's starting point... [If traffic] is routed too far west before proceeding south, it may be an expensive white elephant as far as Gungahlin residents' usage or non-usage goes, despite the freeway standard road connecting town centres is fundamental to Canberra's Y-plan.[384]

[It] has major potential for improved access to AIS, Bruce Stadium, Bruce campus of CIT, the Bruce precinct in general and, significantly, the emergency facilities at Calvary Hospital, as well as potential to facilitate speedy and efficient departures from the AIS/Bruce Stadium.[385]

The arrangements for the park and ride for the recent Olympic Soccer matches show that we can now have our "cake" and eat it! The "cake" is, of course, the beautiful bush on O'Connor Ridge, and by relocating the proposed road over some of the Bruce Stadium carparks and continuing to use park and ride for matches, we can continue to enjoy this lovely piece of bush all year around. We want the road to Gungahlin to be built. We also want to keep this lovely piece of parkland.[386]

The residents of Canberra's new northern suburbs have a right to fluid access to the city's freeway system. If right is granted via the government's favoured option, O'Connor, Turner and Lyneham residents will be disadvantaged. The western route could please both suburban communities – inner and outer north – rather than pit them against each other.[387]

Why go through a consultative process and then ignore the community option… [which] would be a win/win situation for all interested parties.[388]

I believe that the "parkway" should have only one exit, ie to Belconnen Way at Caswell Drive. The proposed arm heading to Civic should be eliminated on two grounds: to reduce traffic chaos and to preserve the open area intact. I cannot understand why people persist with an option that causes so much community angst and appears to be wrong-headed on practical grounds.[389]

We consider that the [Gungahlin Drive] extension is necessary, and that the route chosen should be one that would cause the least dislocation to the bushland environment currently existing, and also should not inconvenience access to the Motor Village and Youth Hostel [by the link to Barry Drive]. For these reasons, we favour the 'Community Option'.[390]

Please use the Community Option route for the GDE. It will achieve a sensible traffic solution without extensive damage to the bush and north Canberra residents.[391]

The current quality and size of the remnant woodland patch on O'Connor Ridge is representative of the type and size of vegetation patch that is considered high priority for preservation in the ACT/NSW region… [The] eastern alignment of GDE, with its bifurcating roads to the east and south of the AIS, would not

O'Connor Ridge conservationists' best intentions, as no-one will use it if it is too indirect a route to intended destinations. That would not please the wider group of taxpayers either.[375]

As a long-time resident of north Belconnen… I strongly support the Preferred Option as being the best way of allowing access to Gungahlin from the Glenloch Interchange-Civic axis and vice versa…

The residents of Belconnen are as sick of having Gungahlin commuters cluttering up the access roads of Belconnen as the Gungahlin commuters are at having to use them. The same goes for the bulk of the residents of north Canberra. The roads in Belconnen were planned, competently, to gradually disperse/collect traffic. They were not intended to serve as freeways to handle large volumes of traffic from external dormitory valleys to the north of Belconnen.

An active, organised group of elitists should not be allowed to cause harm to the (largely uncomplaining) unsuspecting residents of Belconnen by having all the Gungahlin traffic dumped in east Belconnen (the so-called "Community Option")…

I believe that the building of GDE through the Bruce precinct would produce more problems than it solves. The Bruce sporting precinct would be seriously affected, not the mention the athletes at the AIS or the people in the IT area.
I genuinely believe that the GDE would help relieve the problems of exiting the back carpark at the Bruce Stadium, something that I consider affects the use of this area by families in their vehicles... We need the proposed GDE built immediately along the original route allowing us [in Ngunnawal] access to a direct route to the City along Barry Drive as well as access to the south part of Canberra via a link such as a widened Caswell Drive through Glenloch Interchange.[376]

The action group from O'Connor and Turner are a bunch of selfish people, they are blessed with so many parks and ovals and they still want more.
I believe that the parkway should go through O'Connor ridge away from the AIS which is frequented by thousands of children and the community, also there is the Fern Hill Park offices and homes built around Bruce. There is also Calvary Hospital [to consider]…
Ginninderra Drive and Belconnen Way are already too congested with traffic especially in peak hour… Why bring more traffic to Belconnen when the best option is O'Connor ridge or the eastern route. There are times when the government has to bite the bullet instead of caving into bullies.[377]

The elitists' option will drastically impact upon only destroy the intrinsic structural complexity of this remnant woodland bust but it will also significantly reduce the size of the resulting woodland patches.[392]

The ridges provide a wildlife corridor and habitat, which would be ruined by the proposed road.[393]

The Bruce/O'Connor Ridge environment currently supports… a wide range of particular species that will not necessarily survive further habitat destruction. These include various orchids, speckled warblers, button quails, tawny frogmouths, legless lizards and echidnas on the grasslands, and frogs in the gully, to take just a few examples. For some animal species, especially birds and insects, the ridge still forms at present an effective wildlife corridor with the Black Mountain bushland and the Botanic Gardens. But a new highway will not only destroy a significant fraction of this area but also fragment what habitat remains, leading to 'edge effects' to which some species are vulnerable, and reduction of the size and biodiversity of remaining environment patches, which is likely to reduce animal populations below sustainability in many cases.[394]

The [proposed] extension would adversely affect the bird life of O'Connor Ridge by bifurcating habitat… O'Connor ridge is listed in McComas Taylor and Canberra Ornithological Group's *Birds of the ACT* (… 1992) as one of the significant locations that "stand out on account of their rich bird life, the presence of rare or declining species or the restricted nature of the habitats they support". Taylor and COG describe Black Mountain-O'Connor Ridge as "the best example of low-altitude dry forest within the current reserve system".[395]

O'Connor Ridge is a breeding habitat for many native species, including the Speckled Warbler which has suffered steady decline throughout the ACT, frequently as a result of fragmented habitat… It is on the basis of a threat of major fragmentation of a largely unspoiled habitat, and the importance of such areas of this and other declining woodland species, that Canberra Ornithologists Group expresses its opposition to the type and extent of land use alteration envisaged for the O'Connor Ridge area.[396]

[The eastern route] would change the face of the city permanently, and equally permanently impoverish the natural heritage of our "bush capital"… [involving] the loss of the irreplaceable amenity that Canberrans and visitors, the destruction and fragmentation of already threatened natural environments and habitats, and implications in Aboriginal cultural heritage terms...

the AIS and the residential area being developed nearby. Such selfishness and lack of vision is surprising. The impact that this would have in Bruce is infinitely greater than the effect of the Preferred Option upon the O'Connor area.[378]

The western alignment would have a significant adverse impact on the viability of the Bruce Precinct as one of Canberra's most important sporting entertainment business, education and tourist centres, and will reduce the capacity of this Precinct to contribute to the ACT economy.

The western route will carve a large swath through existing and future carparking areas that are vital for the viable operation of the venues and activities at Bruce. It will also mean a substantial increase in walking distance for much of the crowds using the area.

Replacement of parking lost to the western route [and associated pedestrian overpasses of the route] will increase the cost of the western option by at least $4.5m… [and possibly as high as] $26.5m [depending on whether multi-level parking structures close to the existing venues are built to replace the carparking lost to the JDP].[379]

As a private investor undertaking initiatives to increase the vitality of the Bruce Precinct, we [Fern Hill Park Joint Venture] believe that retaining the option of developing the GDE on the western side of the Institute of Sport will have serious negative impacts on further development within the precinct. It will limit the capacity of the various institutions and the Fern Hill Park Joint Venture in planning for its future development over the next five to seven years…

To put into effect a strategic plan and expedite completion of the precinct… a high level of certainty about major road options is required. In particular, their potential impact on intersections and the accessibility to facilities within the precinct has to be defined…

The proposed western option of the JDP would bisect the rapidly developing diverse community facilities within the Bruce Precinct. The current ease and safety of access—as well as cross-links for cars, bikes and pedestrians between campuses—would be degraded… In the eastern option the residences of O'Connor are largely shielded by existing vegetation and the topography with space for more physical buffers if required. On the contrary, the residences of Bruce would have no spatial separation, resulting in reduction of land values and lifestyle and amenity

[Though the MS was] a thorough and balanced review of the route alignment options… it did not consider in detail the impact of a major arterial road on the operation of the Bruce Precinct or its

Canberra as a whole benefits from the presence of its bushy hilltops. They are what give Canberra its special character. O'Connor and Bruce Ridges give character to the back of the Institute of Sport in a way that no four-lane road can do.

I can't really see people choosing to visit Canberra in the future saying 'Oh, there is such a wonderful roadway through the top of these ridges!' But I can and do hear people praising the beauty that is there at the moment. Be wise and leave it alone.[397]

The integrity of O'Connor and Bruce Ridges represents a priceless amenity not only to residents of the local area but to all of Canberra and its many visitors.

Why repeat mistakes perpetrated in many other cities?

Why destroy a priceless amenity that can never be recreated once it is gone?

Why ruin one of the areas that makes Canberra the unique and fantastic place it is?[398]

The tracts of bushland in the heart of Canberra are one of the few things that distinguish this town, and it is just bowing to an obsolete idea of "inevitable" development to consider cutting through O'Connor Ridge in this way.[399]

O'Connor ridge is much used by residents of O'Connor, Turner, Bruce, Kaleen, the AIS, the Youth Hostel and the Motor Village Inn, primarily because of its easy access. Although far better woodland exists in the Black Mountain Reserve on the other side of Barry Drive, the lack of pedestrian access across Barry Drive means that many users (especially those with young children or pets) are deterred. If the road is built, many of these users would be forced to cross Barry Drive for their bush walk and unless a pedestrian overpass is built there would almost certainly be pedestrian fatalities…

The (relatively) undisturbed tract of bush represents soul–space.

Knowing that undisturbed bushland is there, that there is sacrosanct space rather than unmitigated "opportunities for development", meets a deeper and long–term human need.[400]

Canberra is a unique city. Nowhere else could I have the opportunity to commute by bicycle from [Lyneham] through kilometres of native bush, with its wonderful smells and birdsong, to an IT position in Fern Hill Park. It is this high -tech and low-impact lifestyle that other cities are vigorously pursuing. Canberra is the one city that has already achieved it through intelligent, environmentally aware planning. A decision to despoil the O'Connor Ridge would be an

road on the operation of the Bruce Precinct or its individual landuse components in detail… [380]

The western alignment for the proposed GDE will destroy much of the appeal of the AIS site. It will introduce significant levels of noise and air pollution at our 'front door', within 120 metres of the athletes' residences and our visitor centre, introduce new traffic problems in Battye Street, significantly reduce event parking, and prevent the AIS from achieving its site master planning objectives. Severing the AIS and Bruce Stadium from the Bruce precinct is also short-sighted, as it will disrupt the natural synergies within the precinct, preventing Bruce from realising its potential as a world class multi-function precinct…

Noise attenuation of the AIS residences, particularly if airconditioning of the residences is needed as part of the solution, may add over $1m to the western option cost…

The Australian Sports Commission contributes about $40m to the ACT economy, mainly through the operation of the AIS at Bruce. Removing the western alignment from the Territory Plan restores certainty to the future planning of the AIS campus at Bruce, by allowing the future development of a formal entry on Braybrooke Street, and the subsequent reduction of vehicle traffic on Leverrier to improve the safety of AIS visitors and stadia patrons…

Adoption of the western alignment will introduce new traffic problems, particularly in Battye Street during events. Access to the western carparks will be more difficult. Carparking will be reduced by about 1700 spaces…

While costs are difficult to estimate… the removal of the road link to [Barry Drive] should reduce the eastern route cost estimate to around $20m. The western route will cost around $22.5m. Replacing the lost carparks for the AIS and Bruce Stadium will cost about $4m. If air-conditioning of the AIS residences is needed, than another $1m will be required. The western route is therefore likely to cost about $7m more than the eastern alignment.[381]

irreversible and shortsighted step in the wrong direction.[401]

While I live in Gungahlin and am very aware of the road bottlenecks which occur every weekday in peak hour, I do not support the building of a road which will destroy a Ridge [that] I utilise often for recreational purposes.[402]

As a resident of Gungahlin... I do not support an extension through O'Connor Ridge but would support an extension through the AIS carpark... in about 2-3 years...[403]

The construction of a six-lane parkway along the western slopes of the O'Connor Ridge and across the bush in the saddle between O'Connor and Bruce Ridges would be a wanton and unnecessary destruction of large areas of natural bushland… [It] will result in a profligate waste of a valuable natural resource and a great loss of amenity for the many northside residents who now have ready access to the O'Connor and Bruce Ridges.[404]

The Bruce/O'Connor Ridge, together with Aranda Bushland and Black Mountain, comprises a direct link to areas that were used as camping and subsistence gathering areas as evidence by the scarred tree that has been identified on O'Connor Ridge and some isolated artefact scatters.[405]

[The eastern route] represents the worst possible solution to the perceived transport issues relating to increased settlement of the Gungahlin area.[406]

[It is] a quick-fix scheme [which would] destroy the spirit of our city.[407]

The eastern route is more expensive, more environmentally damaging and politically unpopular. Go west![408]

Why is it that the transport needs of one group of Canberra residents are considered a priority over the quality of life needs of another?[409]

All of the proposals for the John Dedman corridor will deprive existing and future residents of the tranquil recreational experience of walking the tracks…. Why should the few in O'Connor pay for the poor planning which encouraged the transport demand in Gungahlin? If the time savings are going to accrue to Gungahlin residents and the wider community, then the whole community should be taxed to pay ie. adopt a higher construction cost proposal if that be necessary rather pay concentrate loss of amenity on O'Connor.[410]

Many of [the] residents… of Turner, O'Connor, Lyneham, Kaleen, Bruce and Aranda have chosen to pay a considerable premium in rates in order to live close to Civic and close to bushland. I see no reason why this amenity should be destroyed without compensation, to deliver a Freeway to

| | |
|---|---|
| | people in Gungahlin who should have bought in Turner if they wanted to be close to Civic![411]<br><br>The residents of Dryandra Street are adamantly opposed to this eastern road proposal. Whilst we understand that the ACT government might need to make plans for potential new roads, this must not be to the detriment of existing residential areas or inner suburbs.[412] |

13.27. The committee makes the following observations about the material in Table 5.

13.28. First, the committee appreciates the considerable input by Gungahlin residents, which was simply unavailable (because Gungahlin was not yet developed) at the time most of the transport studies summarised in chapter 6 were prepared.

13.29. Second, the committee notes the general paucity of references in the submissions to the actual dollar costs of the eastern or western alignments.

13.30. Third, the committee notes that submitters placing a premium upon environmental issues generally assumed that, because the environment is in effect priceless, an actual dollar comparison of the two alignments is irrelevant. It is enough—on this view—to say that, since the eastern route detrimentally affects *more* fauna and flora than the western route, it must necessarily be a worse option. For many submitters, the protection of the natural environment meant that the JDP should be opposed outright (i.e., any and all alignments of a JDP were unacceptable) eg:

> The proposed roadway will carve a swathe through the present corridor (even with the 'Community Option'), severely disturbing the already fragmented areas of remnant bushland. The corridor running from Black Mountain to the Gungahlin Grasslands provides the opportunity for many species to move between these areas, enabling greater species diversity to occur…[413]

> Cars are not as important as the bush. Not everyone can afford to run a car, so please think of others and not just car users.[414]

> We have so few areas in Canberra that are actually bush (rather than grassy hillocks), it is a crime against our city to ruin [O'Connor Ridge and the Aranda bushland].[415]

13.31. Fourth, the committee notes the relevance of the *GETS* finding that a decision on the JDP 'represents a classic case study of value conflicts' as to whether:

> to place the highest priority on either protecting the natural environment or protecting the built environment. Much less concern has been expressed [by *GETS* participants] about dollar cost than about environmental protection [chapter 6].

---

[413] Nicholas Bauer, submission No.135 dated 14/7/99.
[414] Ms J.A.Gardiner, submission No.225 dated 27/8/99.
[415] Paula Henriksen, submission No.54 dated 28/6/99.

13.32. The reference to the natural environment (above) is obvious; that to the 'built environment' is perhaps less so. In the *GETS* Study, it referred to the protection of the residential amenity of residents in north Canberra, especially those in O'Connor, Lyneham and Turner. This was of particular concern to those taking part in the *GETS* Study, all of whom were from north Canberra. They would thus all be affected by the *GETS* finding that traffic intrusion in north Canberra would 'more than double' once Gungahlin was underway [chapter 6].

13.33. A further aspect of the 'built environment'—in the context of the current inquiry— is protection of the amenity of the Bruce precinct, and also protection of the amenity of Belconnen suburbs which would be affected by JDP route Option 4.

13.34. The stark nature of the 'value conflicts' (referred to in the *GETS* Study) is apparent from some of the material in Table 5, particularly that highlighting the 'pitting' of one residential area 'against' another.

**The committee's view**

13.35. The committee accepts that the cost of the western alignment should incorporate an estimate to replace existing carparking between Braybrooke and Leverrier Streets. This area would be affected by a western alignment, which needs to be 'ramped' above Battye Street [chapter 3].

13.36. The committee also accepts that it would be imperative to ensure that pedestrian access to the AIS and other facilities such as Bruce Stadium was not impeded by a western alignment. In particular, the safety of pedestrians would have to be guaranteed by measures that are likely to add to the overall cost of the western route. The cost would have to take account of the need to install temporary vehicle and pedestrian access while the JDP was built. Construction activity would itself severely disrupt pedestrian access to events at the AIS and Bruce Stadium.

13.37. Further, the committee notes the government's advice [see earlier in this chapter] that the cost of a grade-separated intersection of the JDP and Ginninderra Drive is $1m-$2m greater if the JDP is located to the west of the AIS, than it is if the JDP is routed to the east of the AIS. This reflects 'terrain differences and potential realignment of drainage channels' along Ginninderra Drive. As set out in chapter 9, this committee considers that there *should* be a grade-separated interchange at JDP/Ginninderra Drive.

13.38. Taken together, these factors suggest that an estimate of approximately $25m-$28m is not unreasonable for the western alignment.

13.39. The committee's attention has not been drawn to any factor which would increase the cost of the eastern alignment above the $21m-$22m outlined at the start of this chapter.

13.40. *On this basis, the committee concludes that the evidence presented in the course of the inquiry indicates that the eastern alignment is cheaper than the western alignment.*

13.41. However, the 'benefit' side of a cost benefit analysis may be different. As noted in the preceding section of this chapter, for those submitters (and transport studies) which value the natural environment above *all* other considerations, then the western alignment (even if it costs more) would be preferred. While respecting this viewpoint, the committee does not share it.

13.42. The committee is impressed by both the local *and national* significance of the sporting facilities at Bruce. The facilities are internationally known; they are valued by people from all over Australia; they are visited by thousands of people each year; and, each year, they accommodate many of the ACT's major sporting events. There needs to be serious consideration of any move that would make access to the facilities difficult or dangerous. While measures could be put in place to facilitate access if a western route was chosen, these measure add to the cost *and are unnecessary if the eastern alignment is chosen.*

13.43. Further, a western alignment cuts off the Bruce sporting facilities from the rest of the Bruce precinct. The committee considers that the ACT will gain from the long-term integration of these sporting facilities into commercial, academic and residential development in Bruce. This is easier to achieve if the JDP is located to the east of the AIS.

13.44. In relation to the effect of the JDP upon residents, the committee considers that the deletion of the Barry Drive link from the eastern alignment means that the residential amenity of O'Connor residents will be unaffected by the eastern route. This is not the case for residents of the AIS if the western route was built. The committee considers that, in this event, it would be reasonable to add the cost of sound-proofing the AIS residences to the overall cost of the western route.

13.45. Further on this point, the committee notes that the eastern alignment has been moved closer to the AIS than indicated in the MS. This follows more detailed assessment of the likely routes. The eastern route would cross some of the existing carparks of Bruce Stadium. The modified alignment moves the JDP further away from residents of Dryandra Street (and also the Youth Hostel and Motor Village).

13.46. *Overall, the committee concludes that the net benefit favours the eastern alignment rather than the western alignment. When combined with a lower cost for the eastern alignment, the committee concludes that an assessment of costs and benefits of the two options favours the eastern alignment.*

13.47. The committee recommends:

- **That the Gungahlin Drive extension be located on the *eastern* side of the AIS.**

13.48. The committee is impressed by the arguments advanced by some submitters that, whether the JDP alignment is on the eastern or western side of the AIS, there should be access to the Bruce facilities from the JDP and especially to Calvary Hospital. The committee is aware that the emergency facilities at this hospital have recently been upgraded and, of course, it is the closest major hospital to Gungahlin families. If at all possible, the JDP should incorporate access—at the least, for emergency vehicles—to the hospital.

13.49. The committee recommends:

- **that the Gungahlin Drive extension provide for access to the Bruce precinct and especially to Calvary Hospital for, at the minimum, emergency vehicles.**

## 14. ANY OTHER RELATED MATTER

14.1. The committee draws attention to two further matters arising out of the inquiry.

### A western ring road around Canberra

14.2. A few submitters drew attention to the desirability of planning for a western ring road around Canberra eg:

> In the context of a possible future extension of Canberra north-westwards into NSW, provision should be made for a western bypass for Belconnen, possibly connecting into William Hovell Drive.[416]

14.3. Another submitter called for the upgrading of Kuringa Drive, Belconnen, to a two-lane road (in each direction) from the Barton Highway to the top end of Kinsgsford Smith Drive, thereby 'providing Gungahlin residents with another option of travelling to the Belconnen area via William Hovell Drive to Tuggeranong and Weston Creek'.[417]

14.4. The committee is sympathetic to the desirability of planning key main roads at *an early stage of an area's development*. The current problems of Gungahlin demonstrate the problems that can arise if arterial roads are provided at a late stage. The committee considers the government should keep this matter under review.

### Role of the Commonwealth Government

14.5. One submitter drew attention to the continuing need to ensure the active involvement of the Commonwealth government in maintaining the national capital's transport infrastructure:

> Walter Burley Griffin and his wife laid the foundations for our beautiful city back in the early part of the century, and a good job they made of it too. Later NCDC took over and with the benefit of federal funding continued with the planning and expansion as the population increased, developing the "Y" Plan. This brought with it long trunk lengths of non-productive and costly infrastructure, which Canberra's very low population density simply cannot support on a per-capita basis. We now have a cash-strapped ACT government struggling to fund this infrastructure. Equity demands that the federal government pay its fair share of what it off-loaded to us. This should be pursued relentlessly by whatever ACT government is in power.[418]

14.6. Several recommendations of this report seek to involve the Commonwealth government in funding important transport infrastructure. The committee agrees that

---

[416] Dudley Horscroft [PACTT=Planning the ACT Together], submission No.82(a) dated 2/5/00.
[417] Glenn Jolly, submission No.820 dated 24/4/00.
[418] Tony Taylder, submission No.92 dated 15/7/99 (attachment).

every opportunity should be taken to remind the Commonwealth government of its on-going responsibility for maintaining a high standard of facilities in Canberra.

## 15. CONCLUSION

15.1. The committee appreciates the need to make a decision about the JDP in the near future. There has been a plethora of transport inquiries over many years and, during this time, the population of Gungahlin has grown to over 20,000. This committee's predecessor (the Standing Committee on Planning and Environment) commenced an examination of proposals for the Gungahlin Drive extension in 1997; the current inquiry is an extension of that one. Three years is long enough for parliamentary investigation. There should be no further inquiries into whether to provide a JDP, nor into a JDP route alignment. *It is time to get on with the job of building essential transport infrastructure to benefit the families of Gungahlin.* On this basis, the committee considers that it is imperative the *current* Legislative Assembly make a decision on the Gungahlin drive extension.

15.2. However, the committee recognises that, even with the best effort by this committee and by the Assembly, there will not be unanimity about decisions on the JDP. When dealing with so controversial a matter as the Gungahlin Drive extension, any process used to make a decision—whether it be weighed toward technical matters as was the Maunsell Report, or more 'parliamentary' as is the current inquiry by the Standing Committee on Planning and Urban Services—will be criticised by some in our community; and that is their right.

15.3. But the current inquiry has provided the opportunity to review a great amount of material bearing on a decision about the JDP. It has also provided the chance to hear the views of over 900 Canberra citizens. In particular, it has provided the opportunity for the residents of Gungahlin to be heard by their elected representatives in the Territory's parliament. The committee is unanimous in the view that Gungahlin families deserve better transport facilities than they possess at the moment, and that the JDP is an essential component of these improved facilities.

15.4. The committee extends its appreciation to all those who lodged written submissions and those who addressed the committee at the six public hearings. The committee also thanks the Minister for Urban Services (Mr Brendan Smyth MLA) and government officials for their co-operation throughout the inquiry.

Harold Hird MLA
Chair

28 February 2001

# APPENDIX—SUBMISSIONS TO THE INQUIRY

## APPENDIX—SUBMISSIONS TO THE INQUIRY

Submissions to the inquiry are listed by the name of their author (in alphabetical order), along with:

- the number of the submission (each submission was given a number when it was received in the Committee Office of the Legislative Assembly)
- the suburb in which the author lives
- whether the submitter expressed support for the Gungahlin Drive extension
- if so, did the submitter express a preference for the eastern or western alignment
- whether the submitter expressed support or otherwise for the proposed link to Barry Drive
- whether the submitter called for further, or other, options to be considered.

A blank space in the list indicates 'no comment' by the submitter. A question mark indicates that the viewpoint of the submitter on the specific matter was not clear to the committee.

Where a submitter indicated support for the 'Community Option', this is taken to mean support for Gungahlin Drive extension on the western alignment and without the link to Barry Drive [Option 1A].

The following abbreviations are used:

- 'GDE' stands for Gungahlin Drive extension;
- 'GCC' refers to Gungahlin Community Council, which supports the eastern alignment but without the link to Barry Drive [Option 3A];
- 'Majura' refers to the Majura Valley option [see chapter 2 for an outline of the options]
- 'PT' refers to public transport.

The committee adds two further points. First, the information in the Appendix is accurate to the best of the committee's ability. Second, the names of several submitters appear twice (ie, they are allocated two separate submission numbers). This was a mistake by the Committee Office, reflecting the difficulty of keeping track of a great number of submissions. The committee apologises for such errors.

Third, all submissions were authorised for publication by the committee. They are available from the Committee Office of the Legislative Assembly.

Table I: Submissions on Gungahlin Drive extension

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Abeyasinghe, K | 736 | Ngunnawal | Yes | East | No [GCC] | |
| Abraham, N | 509 | Ngunnawal | Yes | | | Reduce bus fares |
| Abraham, B | 449 | O'Connor | No | | | |
| ACT Academy of Sport [Norris, K-manager] | 147 | Bruce | | Not west | | |
| ACT Government – Minister for Urban Services | 185 | City | Yes | East | Yes [to Nov'00]<br>No [from Nov '00] | |
| ACT Rugby Union Ltd [Sinderberry, M - general manager] | 146 | Bruce | | Not west | | |
| Adamson, P | 465 | O'Connor | Yes | West | No | |
| Addison, D | 55 | Lyneham | No | | | PT, car pool, cycling |
| Aguilera, J C | 681 | Ngunnawal | Yes | East | No [GCC] | |
| Albrecht, J & V | 725 | Amaroo | Yes | East | No [GCC] | |
| Alexander, L | 212 | O'Connor | ? | Not east | No | PT, buses, tunnel |
| Alexander, T | 272 | O'Connor | No | | | |
| Allan, P | 862 | Amaroo | Yes | East | No [GCC] | |
| Almond, M | 858 | Ngunnawal | Yes | East | Yes | |
| Anderson, B | 439 | Lyneham | Yes | West | No | |
| Andrea K | 288,a | O'Connor | Yes | West | No | |
| Appleby, L | 96 | O'Connor | Yes | West | No | |
| Aranda Residents' Group [Kovacic, J – chair] | 114 | Aranda | Not till more info re effect on Aranda | | | Ring roads, PT |
| Ardlie, N | 86 | O'Connor | No | | | |
| Atkins, L | 409 | Ainslie | No | | | |
| Attenborough, M | 105 | O'Connor | No | | | Majura, PT |
| Attenborough, R | 106 | O'Connor | No | | | Light rail, Majura |
| Ault, J | 727 | Ngunnawal | Yes | East | No [GCC] | |
| Australian Conservation Foundation, Canberra Branch [Richards, J – convenor] | 161 | City | No | | | PT |
| Australian Institute of Sport & Australian Sports Commission [Ferguson, J - exec director] | 112 | Bruce | | Not west | | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| ANU Environment Collective | 196 | ANU | No | | | |
| Badhni, S | 872 | Palmerston | Yes | East | Yes | |
| Badri, M | 574 | Ngunnawal | Yes | East | No [GCC] | |
| Bagnall, D | 322, 818 | O'Connor | ? | Not east | No | |
| Baker, C & V | 657 | Nicholls | Yes | East | No [GCC] | |
| Baker, G | 782 | Ngunnawal | Yes | East | No [GCC] | |
| Baker, R | 108 | O'Connor | No | | | Light rail, PT, O-Bahn |
| Balazs, S | 720 | Nicholls | Yes | East | No [GCC] | |
| Ballat, T | 676 | Ngunnawal | Yes | East | No [GCC] | |
| Barlow, M & B | 625 | Nicholls | Yes | | | |
| Barnes, J & S | 593 | Palmerston | Yes | East | No [GCC] | |
| Barney, A R | 226,a | O'Connor | ? | West | No | |
| Barnwell, T | 683 | Nicholls | Yes | East | No [GCC] | |
| Barry, J | 655 | Palmerston | Yes | East | No [GCC] | |
| Barzi, F and Kershaw, I | 227 | Ainslie | No | | | PT |
| Batcheldor, S | 687 | Ngunnawal | Yes | East | No [GCC] | |
| Bauer, N | 135,a | O'Connor | No | | | |
| Baverstock, G | 569 | Ngunnawal | Yes | East | No [GCC] | |
| Baxter, B | 464 | Lyneham | Yes | West | No | |
| Baxter, M | 836 | Ngunnawal | Yes | East | No [GCC] | |
| Bayles, J | 450 | O'Connor | Yes | West | No | |
| Beauchamp, W | 834 | Ngunnawal | Yes | East | No [GCC] | |
| Belconnen Community Council [Evans, G – president] | 699,a | Belconnen | Yes | West | No | |
| Belconnen Cultural Planning Group | 160 | Belconnen | ? | | | |
| Bell, A | 816 | Ngunnawal | Yes | East | No [GCC] | |
| Bell, P | 554,a,b | Cook | No | | | Light rail, PT |
| Bell, R | 844 | Amaroo | Yes | East | Yes | |
| Bell, W - Ngunawal ACT & Districts Aboriginal Council of Elders | 869 | ? | No | | | Light rail |
| Bellett , A J D | 217,a | O'Connor | ? | West | No | |
| Benger, S | 178 | O'Connor | No | | | |
| Bennett, D | 129 | Conder | No | | | |
| Bennett, R | 521,a | Palmerston | Yes | East | Yes | |
| Berghout, M | 312 | O'Connor | No | | | |
| Bett, D | 884 | O'Connor | Yes | West | No | |
| Bettanin, A & A | 708 | Ngunnawal | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Beutel, P | 651 | Amaroo | Yes | East | No [GCC] | |
| Bevacqua, A & P | 534 | Nicholls | Yes | East | No [GCC] | |
| Bewick, L & R | 795 | Ngunnawal | Yes | East | No [GCC] | |
| Blemings, H & L | 297 | Lyneham | ? | Not east | No | |
| Bleyerveen, R | 562,a | Nicholls | Yes | East | Yes | |
| Bluhm, J | 265 | ? | No | | | |
| Blyton, M | 874 | Nicholls | Yes | | | |
| Boland, M | 218 | Lyneham | No | | | |
| Bolitho, C | 716 | Ngunnawal | Yes | East | No [GCC] | |
| Bonner, J & S | 593 | Palmerston | Yes | East | No [GCC] | |
| Booth, K & J | 695 | Ngunnawal | Yes | East | No [GCC] | |
| Boyer, H | 326 | O'Connor | Yes | West | No | |
| Bradley, N | 236 | McKellar | ? | Not east | No | |
| Brankin, C | 60 | Aranda | No | | | Light rail, Option4 |
| Briggs, P | 99 | Belconnen | No | | | Option4 |
| Brindabella Christian College [Ford, M–principal] | 293 | Lyneham | ? | Not east | No | |
| Britten, H | 649 | Ngunnawal | Yes | East | No [GCC] | |
| Brodrick, P L | 771 | Nicholls | Yes | East | No [GCC] | |
| Bromberg, A | 747 | Ngunnawal | Yes | East | No [GCC] | |
| Broome, L | 271 | O'Connor | ? | Not east | No | |
| Brown, A | 454 | O'Connor | ? | Not east | No | |
| Brown, F | 855 | Ngunnawal | Yes | East | No [GCC] | |
| Bruce, G | 620 | Amaroo | Yes | East | No [GCC] | |
| Brown, M | 888 | ? | Yes | West | No | |
| Bruce Operations P/L [Lilley, M – director] | 182 | Bruce | ? | East | Yes | |
| Bruce Precinct Association [Purdon Associates P/L - Purdon, Rob] | 141 | Bruce | | Not west | | |
| Bryant, J | 14 | ? | No | | | Option4 |
| Buchanan, L | 866 | Ngunnawal | Yes | East | No [GCC] | |
| Buchler, B | 389 | ? | No | | | PT, cycling |
| Bullala, K | 717 | Ngunnawal | Yes | East | No [GCC] | |
| Bullock, M | 62 | O'Connor | No | | | |
| Burns, A | 443 | Curtin | Yes | West | No | |
| Burroughs, Mr & Mrs | 611 | Ngunnawal | Yes | East | No [GCC] | |
| Burton, M | 295 | O'Connor | No | | | |
| Burton, T | 791 | Nicholls | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Bus and Coach Association [Cooper, I – secretary] | 28 | Mitchell | ? | | | Bus and taxi priority measures, PT |
| Bush, L & M | 641 | Ngunnawal | Yes | East | No [GCC] | |
| Bushby, J | 544 | Palmerston | Yes | East | No [GCC] | |
| Butler, R & K | 553 | Ngunnawal | Yes | East | No [GCC] | Widen roads |
| Butt, G | 197 | Oxley | No | | | |
| Butterfield, M | 394 | Bruce | No | | | Majura |
| Byrne, G | 66 | O'Connor | ? | Not east | No | |
| Byrne, J | 34 | O'Connor | Yes | West | No | |
| Callahan, P & D | 640 | Palmerston | Yes | East | No [GCC] | |
| Calurt, G | 578 | Ngunnawal | Yes | East | No [GCC] | |
| Cameron, M | 131 | O'Connor | No | | | |
| Cameron, T | 302 | O'Connor | No | | | |
| Campana, G | 541 | Palmerston | Yes | East | No [GCC] | |
| Canberra Motor Village [Beck, D - general manager] | 481 | O'Connor | ? | Not east | No | |
| Canberra Ornithologists Group Inc[Laing,D] | 205 | City | ? | Not east | No | |
| Canberra Raiders [Neil, K - chief executive officer] | 156 | Braddon | | Not west | | |
| Cansbrook, B | 264 | O'Connor | ? | Not east | No | Upgrade roads |
| Carberry, F & Smythe, S | 381 | ? | ? | Not east | No | |
| Carey, S | 309 | Lyneham | No | | | |
| Carroll, C | 157 | Spence | No | | | |
| Carson, L | 393 | O'Connor | ? | Not east | No | |
| Carter S | 607 | Ngunnawal | Yes | East | No [GCC] | |
| Cassar, T | 653 | Amaroo | Yes | East | No [GCC] | |
| Catchlove, J | 729 | Amaroo | Yes | East | No [GCC] | |
| Caton, C | 118 | O'Connor | ? | Not east | No | PT |
| Caton, S | 85 | O'Connor | No | | | |
| Chalklen, A | 162 | Turner | No | | | PT |
| Chamberlain, P | 543 | Palmerston | Yes | East | No [GCC] | |
| Chapman, J | 709 | Palmerston | Yes | East | No [GCC] | |
| Chappell, I E | 375 | ? | ? | Not east | No | |
| Chen, Y | 531 | Palmerston | Yes | East | No [GCC] | |
| Chevalier, B | 282,a | O'Connor | ? | Not east | No | |
| Chevalier, C & family; and Kenyon, M | 242, 468 | O'Connor | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Chin, M | 483,a 504 | Palmerston | Yes | East | Yes | |
| Chinn, J | 535 | Ngunnawal | Yes | East | No [GCC] | |
| Christine D | 604 | Ngunnawal | Yes | East | No [GCC] | |
| Chung, P M | 852 | Nicholls | Yes | East | No [GCC] | |
| Claringbold, S | 152 | Red Hill | No | | | Light rail |
| Clarke, A | 319 | O'Connor | Yes | West | No | |
| Closthwaite, M | 317 | O'Connor | ? | Not east | No | |
| Cloughley, G | 233 | Griffith | ? | Not east | No | |
| Clutterbuck, J & Baxter, B | 463,a | Lyneham | ? | Not east | No | PT, cycling |
| Cockburn, M J | 765 | Ngunnawal | Yes | East | Yes | Extend Flemington Rd to Gungahlin town centre, traffic lights Gundaroo/Gungahlin Rd |
| Cocks, D | 418 | ? | ? | Not east | No | |
| Codling, J | 403 | Lyneham | ? | Not east | No | |
| Coghlan, R | 183 | Hawker | Yes | West | No | |
| Cole, B & D | 549 | Palmerston | Yes | East | No [GCC] | |
| Collins, S | 445 | O'Connor | ? | Not east | No | |
| Collins, T & C | 547 | Palmerston | Yes | East | No [GCC] | |
| Colwell, J & M | 177 | O'Connor | Yes | East | No | |
| Conan-Davies, U | 435,a ,b | Aranda | No | | | Improve rds, ring |
| Connolly, J & K | 766 | Amaroo | Yes | East | No [GCC] | |
| Connor, K - Better Public Transport Group | 47 | Kaleen | No | | | Light rail, Majura Rd |
| Conservation Council of the South-East Region and Canberra (Inc) [Davies, N – director] | 154 | City | No | | | PT, Majura Rd, cycling, bus priority, reduce car parking |
| Constance, C | 627 | Nicholls | Yes | East | No [GCC] | |
| Cook, A & B | 125,a ,b | O'Connor | Yes | West | No | |
| Cooper, N | 73, 268 | Lyneham | No | | | Majura Rd, PT |
| Copland, J | 370 | ? | ? | Not east | No | |
| Corey, A | 343 | O'Connor | ? | Not east | No | |
| Cormick, P | 158 | Turner | ? | West | No | |
| Corrigan, D | 255 | ? | No | | | |
| Corver, A | 29 | O'Connor | ? | Not east | No | |
| Corver, R | 72 | O'Connor | Yes | West | No | |
| Cossins, K & N | 592 | Nicholls | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Cottee, J | 8 | O'Connor | No | | | |
| Cotter, P | 347 | ? | Yes | West | No | |
| Cottier, P | 9 | Lyneham | No | | | |
| Coulthard, V | 230 | O'Connor | No | | | |
| Court, B & L | 563 | Palmerston | Yes | East | No [GCC] | Reduce bus fares |
| Cox, T & R | 623 | Nicholls | Yes | East | No [GCC] | |
| Cox, W, M, A & D | 232 | Turner | ? | Not east | No | |
| Coyles, B | 503 | Palmerston | Yes | | | |
| Crabb, I | 127 | Weetangerra | ? | | | |
| Craig, D & V | 234,a | O'Connor | No | | | |
| Crake, A | 850 | Ngunnawal | Yes | East | No [GCC] | |
| Craven, L | 263 | Melba | Yes | East | Yes | |
| Cregan, D | 292 | Cook | No | | | |
| Criddle, L | 561 | Palmerston | Yes | East | No [GCC] | |
| Crisp, P | 362 | ? | ? | Not east | No | |
| Crockford, H | 46,a, b,c | O'Connor | No | | | PT |
| Crosthwaite, M | 317 | O'Connor | ? | Not east | No | |
| Crowley, P | 606 | Ngunnawal | Yes | East | No [GCC] | Monash Dr |
| Cuthbertson, B | 101 | Bruce | No | | | PT, cycling |
| Daly, F | 415 | O'Connor | ? | Not east | No | PT |
| Davey, N S | 35 | O'Connor | No | | | Majura |
| David, A & Truffet, A | 796 | Nicholls | Yes | East | No [GCC] | |
| David, B | 352 | ? | ? | Not east | No | |
| Davidson, R | 165, 474 | Lyneham | No | | | PT, car share, upgrade rds |
| Davidson, S & J | 523 | Melba | Yes | West | No | |
| Davie, S | 581 | Nicholls | Yes | East | No [GCC] | |
| Davies, J | 482 | Ngunnawal | ? | | | |
| Davies, V & R D | 837 | Ngunnawal | Yes | East | No [GCC] | |
| Davis, C | 612 | Ngunnawal | Yes | East | No [GCC] | |
| Davis, P | 164 | Macgregor | No | | | |
| Davy, R | 95 | Cook | No | | | PT, cycling |
| Dawson, C | 591 | Palmerston | Yes | East | No [GCC] | |
| Debenham, P | 188, 355 | O'Connor | ? | Not east | No | |
| Dempsey, L | 677 | Ngunnawal | Yes | East | No [GCC] | |
| Dennis, L | 815 | Ngunnawal | Yes | East | No [GCC] | |
| deRiva O'Phelan, J | 215 | Dickson | ? | Not east | No | |
| Derrick, J | 199 | Downer | No | | | Light rail, Majura |
| Dew, B | 422,a | Kaleen | No | | | |
| Dick, J | 81 | O'Connor | Yes | West | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Dickenson, B & M | 702 | Ngunnawal | Yes | West | No | |
| Dillon, C | 604 | Ngunnawal | Yes | East | No [GCC] | |
| Djurdjev, J | 647 | Nicholls | Yes | East | No [GCC] | |
| Dodd, M | 467 | O'Connor | ? | Not east | No | |
| Donovan, K | 717 | Ngunnawal | Yes | East | No [GCC] | |
| Donovan, J | 689 | Ngunnawal | Yes | East | No [GCC] | |
| Douglas, G | 587 | Ngunnawal | Yes | East | No [GCC] | |
| Downs, G | 532 | Palmerston | Yes | East | No [GCC] | |
| Downs, P | 596 | Palmerston | Yes | East | No [GCC] | |
| Dowrick, I & B | 669 | Nicholls | Yes | East | No [GCC] | |
| Doyle, S | 289 | O'Connor | No | | | |
| Driver, M | 332 | Lyneham | Yes | West | No | |
| Drummond, M | 857 | Ngunnawal | Yes | East | No [GCC] | |
| Drury, M | 193 | Lyneham | ? | Not east | No | |
| Duckworth, P | 891 | O'Connor | ? | Not east | No | |
| Dunbar, D | 498 | Cook | Yes | East | Yes | |
| Duncan, B | 908 | O'Connor | Yes | West | No | |
| Dunn, R | 76,a | O'Connor | ? | Not east | No | Any option but 1 or 3, PT, Majura Rd |
| Dupe, T | 311 | Lyneham | ? | Not east | No | |
| Duus, S | 24 | O'Connor | No | | | PT |
| Dyer, B | 843 | O'Connor | No | | | PT, cycling, transit lanes |
| Dyson, A & Clarke, M | 120,a | O'Connor | Yes | West | No | |
| Easterby, A | 826 | Ngunnawal | Yes | East | No [GCC] | |
| Eddleston, M | 662 | Ngunnawal | Yes | East | Yes | |
| Edwards, K | 107 | O'Connor | ? | Not east | No | |
| Edwards, M | 74 | ? | ? | Not east | No | |
| Egan, A | 460 | Turner | ? | Not east | No | |
| Egle, E | 201 | O'Connor | ? | Not east | No | |
| Ellem, M | 192 | O'Connor | Yes | West | No | |
| Elliott, D | 273 | O'Connor | ? | Not east | No | |
| Elliott, S | 798 | Ngunnawal | Yes | East | No [GCC] | |
| Elliston, B | 894 | ? | ? | Not east | No | |
| Elword, P | 811 | Ngunnawal | Yes | East | No [GCC] | |
| Evans, J | 21 | O'Connor | ? | Not east | No | |
| Evans, W | 560 | Ngunnawal | Yes | East | No [GCC] | |
| Falko, A | 206 | O'Connor | No | | | |
| Falko, W | 417 | O'Connor | No | | | |
| Fang, Y | 794 | Ngunnawal | Yes | East | No [GCC] | |
| Farnbeck, S | 340 | O'Connor | ? | Not east | No | |
| Fearns, D | 518 | Nicholls | Yes | | | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Fecete, J | 847 | Nicholls | Yes | East | No [GCC] | |
| Felhe, M | 334 | O'Connor | ? | Not east | No | |
| Fellows, M | 283 | Lyneham | ? | Not east | No | |
| Ferguson, S | 285 | O'Connor | ? | Not east | No | Light rail |
| Fern Hill Park Joint Venture | 140 | Bruce | | East | | |
| Field-Leal, S | 391 | ? | ? | Not east | No | |
| Fietz, G | 499 | O'Connor | No | | | |
| Fittler, B | 792 | Ngunnawal | Yes | East | No [GCC] | Widen existing arterials |
| Fitzpatrick, M | 287 | O'Connor | No | | | |
| Floyd, R | 688 | Palmerston | Yes | East | No | |
| Fopp, D | 209 | O'Connor | No | | | Majura |
| Forster, C J | 879 | Amaroo | Yes | East | No [GCC] | Horse Park/Majura link |
| Fortey, G & T | 253, a,b,c | Lyneham | Yes | West | No | |
| Forth, C & J | 258 | Lyneham | ? | Not east | No | |
| Fortune, N | 202, 385 | O'Connor | No | | | PT, higher density living in inner suburbs |
| Foskey, D | 58 | Yarralumla | No | | | PT |
| Foster, M | 259 | O'Connor | ? | Not east | No | |
| Fowler, L | 462 | O'Connor | Yes | West | No | |
| Fox, P | 3 | O'Connor | No | | | |
| Fraser, C | 36 | O'Connor | ? | Not east | No | |
| Frawley, J & P | 22 | O'Connor | ? | ? | No | |
| Freeman, G | 892 | Kaleen | Yes | East | Yes | |
| French, D | 819 | Nicholls | Yes | East | No [GCC] | |
| Friends of the Aranda Bushland Inc [Geue, J – convenor] | 139 | Aranda | No | | | Light rail, PT |
| Fullerton–Gibbs, D | 656 | Nicholls | Yes | East | No [GCC] | |
| Fyfe, C | 286,a | O'Connor | ? | Not east | No [GCC] | |
| Gapella, J | 875 | Kaleen | No | | | Tunnel (all the way) |
| Gardiner , J A | 225,a | O'Connor | No | | | |
| Gardiner, E | 444 | ? | ? | Not east | No | |
| Garratt, K & family | 27,a | Lyneham | No | | | |
| Gaskett, C | 437 | ? | Yes | West | No | |
| Gazzard, M | 618 | Amaroo | Yes | East | No [GCC] | |
| Geiselhart, K | 425 | ? | ? | Not east | No | Light rail |
| Gellie, N | 134 | Ainslie | No | | | Light rail, PT |
| Genders, J | 664 | Amaroo | Yes | East | No [GCC] | |
| George, J | 813 | Palmerston | Yes | | | |
| George, S | 350 | ? | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| George, T | 495 | Palmerston | ? | | | |
| Georges, S | 94 | O'Connor | ? | Not east | No | Majura |
| Giampietro, M | 615 | Amaroo | Yes | East | No [GCC] | |
| Gibbs, P | 661 | Nicholls | Yes | East | No [GCC] | |
| Gifford, J | 441 | O'Connor | Yes | West | No | |
| Gifford, T | 397 | Ainslie | ? | Not east | No | |
| Gillard, M | 172 | Lyneham | No | | | |
| Gillespie, A | 38 | Hackett | No | | | |
| Gillies, C | 171 | Lyneham | ? | Not east | No | |
| Gillies, J | 169 | Lyneham | Yes | West | No | |
| Gillies, M | 168 | Lyneham | Yes | West | No | |
| Gillies, S | 170 | Lyneham | ? | Not east | No | |
| Ginn, L | 330 | O'Connor | ? | Not east | No | |
| Glenn, B | 103 | ? | No | | | |
| Goddard, K | 889 | ? | ? | Not east | No | |
| Goddard, P | 723 | Weetangerra | ? | Not east | No | |
| Goff, A | 757 | Amaroo | Yes | East | No [GCC] | |
| Goff, G & J | 759 | Palmerston | Yes | East | No [GCC] | |
| Golm, G | 342 | O'Connor | ? | Not east | No | |
| Golson, T | 64 | O'Connor | ? | Not east | No | Duplicate Caswell Dr |
| Gordon, E | 470 | Lyneham | ? | Not east | No | |
| Gordon, P | 204,a | O'Connor | ? | Not east | No | |
| Gould, A | 12 | O'Connor | No | | | |
| Gowland, K | 231 | O'Connor | ? | Not east | No | |
| Grant, G E | 369 | O'Connor | ? | Not east | No | |
| Gray, S | 568 | Ngunnawal | Yes | East | Yes | |
| Gray, J | 783 | Ngunnawal | Yes | East | No [GCC] | |
| Grayson, M | 408 | Ainslie | No | | | |
| Green, V | 380 | ? | Yes | West | No | |
| Griffiths, K | 406 | O'Connor | ? | Not east | No | |
| Griffiths, T | 116 | O'Connor | No | | | |
| Grigg, N | 100 | Bruce | No | | | |
| Groves, C & Dance, P | 4 | O'Connor | No | | | Light rail down Northbourne Av |
| Groves, C, McGrath, A & other signatories | 41 | ? | ? | Not east | No | |
| Grundy, L | 37, 358 | O'Connor | Yes | West | No | |
| Gubbins, J & P | 571 | Ngunnawal | Yes | East | No [GCC] | |
| Guernsey, B | 240 | O'Connor | ? | Not east | No | |
| Guinness, P | 48 | Aranda | No | | | |
| Gullan, P | 52 | O'Connor | No | | | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Gungahlin Community Council [Gower, David – president] | 871 | Gungahlin | Yes | East | No [GCC] | |
| Gunn, Anne | 511 | O'Connor | No | | | PT |
| Gunn, A & Van Ness, P | 167 | O'Connor | ? | Not east | No | |
| Gunn, C | 402 | O'Connor | ? | Not east | No | |
| Guy, G | 88 | O'Connor | No | Not east | No | |
| Guy, S | 361 | O'Connor | ? | Not east | No | |
| Hackett, L | 731 | Nicholls | Yes | East | No [GCC] | |
| Hackett, T | 838 | Nicholls | Yes | East | No [GCC] | |
| Halfnights, E | 338 | O'Connor | No | | | PT, walk&ride, widen rds |
| Hall, D | 646 | Ngunnawal | Yes | East | No [GCC] | |
| Hall, G J | 49 | O'Connor | No | | | |
| Hall, K & M | 718,a | Ngunnawal | Yes | East | No [GCC] | |
| Hall, P & J | 221 | O'Connor | ? | Not east | No | PT |
| Hallas, D | 703 | Palmerston | Yes | East | No [GCC] | |
| Hambly, P | 635 | Nicholls | Yes | East | Yes | |
| Hamilton, D | 248 | O'Connor | ? | Not east | No | Widen rds, lessen lane widths, car pooling |
| Hamilton, K | 557 | Amaroo | Yes | East | No [GCC] | |
| Hampson, D | 859 | Amaroo | Yes | East | No [GCC] | |
| Han, L | 793 | Ngunnawal | Yes | East | No [GCC] | |
| Hanley, P | 16 | ? | No | | | PT, cycling |
| Hannah, D A | 761 | Nicholls | Yes | East | No [GCC] | |
| Harber, D | 588 | Nicholls | Yes | East | No [GCC] | |
| Harmay, R | 861 | Ngunnawal | Yes | East | No [GCC] | |
| Harrigan, S | 902 | Giralang | ? | Not east | No | Horse Park Dr; Majura Rd |
| Harris, A & Jack K | 760 | Ngunnawal | Yes | East | No [GCC] | |
| Harris, B | 841 | ? | ? | | | Horse Park Dr, Majura Rd, Option4 |
| Harris, Jr | 496,a | Ngunnawal | Yes | East | Yes | Improve PT |
| Harris, R | 529 | Palmerston | Yes | East | No [GCC] | |
| Harris, W & J | 663 | Amaroo | Yes | East | No [GCC] | |
| Hart, A & H | 825 | Ngunnawal | Yes | East | No [GCC] | |
| Harvey, A | 67 | O'Connor | ? | | | |
| Harvey, A | 67a | Ngunnawal | Yes | East | No [GCC] | |
| Hatch, H | 246 | Farrer | ? | Not east | No | |
| Hatch, S | 261 | O'Connor | ? | Not east | No | |
| Haugh, M | 617 | Ngunnawal | Yes | East | No [GCC] | |
| Hawksbury, N | 78,a, 337 | O'Connor | ? | Not east | No | Option 4, Majura Rd |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Haynes, J | 109 | O'Connor | ? | Not east | No | |
| Hearder, E | 133 | Kaleen | ? | Not east | No | |
| Heath, M | 540 | Ngunnawal | Yes | East | No [GCC] | |
| Heffernan family | 497 | Nicholls | Yes | East | Yes | |
| Hemley, R | 853 | Palmerston | Yes | East | No [GCC] | |
| Henderson, K &M | 737 | Palmerston | Yes | East | No [GCC] | |
| Henriksen, P | 54 | Aranda | No | | | |
| Hess, D & G | 433 | Hamburg,NY | No | | | |
| Hess, M & Hughes, J | 434 | O'Connor | Yes | West | No | |
| Hetherington, F | 726 | Ngunnawal | Yes | East | No [GCC] | |
| Hettinger, M | 77 | O'Connor | No | | | Option 4, Majura, PT |
| Hewitt, T | 447 | Lyneham | No | | | |
| Higgisson, C & P | 773 | Palmerston | Yes | East | No [GCC] | |
| Highfield, A | 707 | Ngunnawal | Yes | East | No [GCC] | |
| Hilton, L | 903 | Kaleen | ? | Not east | No | |
| Hinton, J | 580 | Ngunnawal | Yes | East | No [GCC] | |
| Hodges, K | 548 | Palmerston | Yes | East | No [GCC] | |
| Hodgkin, S | 315 | Lyneham | ? | Not east | No | PT, cycling |
| Hogan, C | 584 | Palmerston | Yes | | | |
| Hogarth, C | 732 | Ngunnawal | Yes | East | No [GCC] | |
| Holgate, K&J | 779 | Ngunnawal | Yes | East | No [GCC] | |
| Holm, H | 237,a | O'Connor | No | | | Majura |
| Holzknecht, H | 290, 291, 323, 324, 881 | O'Connor | ? | Not east | No | |
| Honen, K | 379 | ? | ? | Not east | No | |
| Hook, D | 400 | O'Connor | ? | Not east | No | |
| Horn, G | 294,a | O'Connor | Yes | West | No | |
| Horrigan, S | 902 | Giralang | No | | | |
| Horscroft, D | 890 | Aranda | Yes | West | No | |
| Hosking, Pastor R | 500 | Palmerston | Yes | East | Yes | |
| Houston, K | 413 | Lyneham | No | | | |
| Howard, J | 13 | O'Connor | Yes | West | No | |
| Howes, P | 842 | Bruce | Yes | East | Yes | |
| Howitt, W & S | 110 | Hughes | ? | Not east | No | PT, Majura |
| Huggins, A | 530 | Ngunnawal | Yes | East | No [GCC] | |
| Hughes Residents Association [Naumann, P – president] | 256 | Hughes | No | | | |
| Hughes, P & Sullivan, M | 91,a | O'Connor | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Hunt, D | 457 | Mawson | ? | Not east | No | |
| Hunt, J | 785 | Ngunnawal | Yes | East | No [GCC] | |
| Hunt, J | 905 | Palmerston | Yes | East | No [GCC] | |
| Hunt, P A | 787 | Palmerston | Yes | East | No [GCC] | |
| Hunter, T | 280 | O'Connor | Yes | West | No | |
| Hutchinson, M | 115, 353 | O'Connor | ? | Not east | No | PT, Majura Rd |
| Hutchison, G | 89 | Florey | Yes | East | Yes | |
| Hutchison, M | 353 | ? | ? | Not east | No | |
| Hutton, Cathy | 357 | ? | ? | Not east | No | |
| Imber, M & T | 801 | Palmerston | Yes | East | No [GCC] | |
| Inglis, A | 398 | O'Connor | No | | | Light rail Northbourne AV |
| Ironfield, P & D | 556 | Palmerston | Yes | East | Yes | Horse Park Dr |
| Ives, Y & J | 678 | Ngunnawal | Yes | East | No [GCC] | |
| Iwanski, T & Moore, R | 159 | O'Connor | No | | | |
| Jabland, L | 366 | O'Connor | Yes | West | No | |
| Jackson, I | 901 | ? | ? | Not east | No | |
| Jackson, M | 685 | Ngunnawal | Yes | | | |
| James, A | 488 | Ngunnawal | No | Not east | No | Link Wells Station Rd to Federal Hghy |
| James, C | 453 | O'Connor | No | | | PT |
| James, K (& others) | 149 | Kaleen | No | | | |
| James-Hearne, L | 789 | Ngunnawal | Yes | East | No [GCC] | |
| Jamieson, E | 207 | O'Connor | Yes | West | No | |
| Jeffery, K | 907 | O'Connor | ? | Not east | No | PT |
| Jeffery, N | 602 | Palmerston | Yes | East | No [GCC] | |
| Jellie, C | 494 | O'Connor | ? | Not east | No | |
| Jessup, J A | 767 | Nicholls | Yes | East | No [GCC] | |
| Job, P | 863 | Palmerston | Yes | East | No [GCC] | |
| John, L | 124,a | O'Connor | ? | Not east | No | |
| Johnson, D & Smith, S | 97 | ? | No | | | |
| Johnson, D | 200 | O'Connor | ? | Not east | No | |
| Johnston, A & J | 864 | Ngunnawal | Yes | East | No [GCC] | |
| Johnston, B | 536 | Ngunnawal | Yes | East | No [GCC] | |
| Johnston, C | 395 | Ainslie | No | | | PT |
| Johnston, J | 537 | Ngunnawal | Yes | East | No [GCC] | |
| Johnston, P | 517 | Nicholls | Yes | East | Yes | |
| Johnstone, H | 667 | Ngunnawal | Yes | East | No [GCC] | |
| Jolly, G | 820 | Mitchell | Yes | | | Ring road, Option 4 |
| Jolly, T A | 696 | Mitchell | Yes | East | No [GCC] | |
| Jones, C W | 313 | Turner | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Jory, C | 792a, 887 | Gungahlin | Yes | East | No [GCC] | |
| Kaida, L | 575 | Nicholls | Yes | East | No [GCC] | |
| Kain , T & C | 20,a, b. | O'Connor | Yes | West | No | |
| Kalarik, M | 609 | Ngunnawal | Yes | East | No [GCC] | |
| Kalish V | 911 | Fraser | ? | Not east | No | |
| Kamppi, H | 690 | Ngunnawal | Yes | East | No [GCC] | |
| Karlsson, B | 586 | Nicholls | Yes | East | No [GCC] | |
| Kauffman, P | 229 | Watson | ? | Not east | No | Majura Rd, PT |
| Kavanagh, C | 5 | Aranda | No | | | Ring road |
| Keech, R & Marx, T | 469 | Turner | ? | Not east | No | |
| Keedle, A & Godley, J | 374 | ? | ? | Not east | No | |
| Keen , J & H | 39,a, b,c | O'Connor | No | | | |
| Keith, J | 257 | Palmerston | Yes | West | No | |
| Kelly, D | 198 | Aranda | No | | | PT |
| Kelson, A | 756 | Amaroo | Yes | East | No [GCC] | |
| Kelson, L | 774 | Amaroo | Yes | East | Yes | |
| Kenan, S | 318 | O'Connor | ? | Not east | No | |
| Kennedy, L | 228,a 410 | Lyneham | ? | Not east | No | |
| Kennedy, T | 87, 365 | Lyneham | ? | Not east | No | Light rail |
| Kerr, J | 407 | Lyneham | Yes | West | No | |
| Kerr, R | 173 | South Bruce | No | | | |
| Kershaw, M | 768 | Ngunnawal | Yes | East | No [GCC] | |
| Ketley, J & D | 429 | Lyneham | Yes | | No | |
| Keys, G & family | 25 | Kaleen | No | | | Option 4 |
| Kilduff, J | 700 | Ngunnawal | Yes | East | No [GCC] | |
| King, I & Y | 613 | Ngunnawal | Yes | East | No [GCC] | |
| Kinross-Smith, M, K, A and E | 307 | O'Connor | No | | | |
| Kirk, V | 489 | O'Connor | Yes | West | No | |
| Kiss, A | 354 | ? | ? | Not east | No | |
| Koch, R | 102 | Bruce | No | | | |
| Kolobaric, M & S | 572 | Palmerston | Yes | East | No [GCC] | |
| Kunca, A | 288,a | O'Connor | ? | Not east | No | |
| Kurrajong, L | 53 | ? | No | | | |
| Kurrajong, M | 53(a) | ? | Yes | West | | |
| Kusmenko, A & Y | 61 | O'Connor | No | | | |
| Lacey, J & G | 733,a | Nicholls | Yes | East | No [GCC] | |
| Laffan, B & N & M | 113 | O'Connor | No | | | Option 4 |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Laity, S & L | 658 | Amaroo | Yes | East | No [GCC] | Monash Dr |
| Lamond, B, C & T | 876,a,b,c | Bruce | ? | Not east | No | |
| Landon, J | 804 | Nicholls | Yes | East | No [GCC] | |
| Lane, N | 189 | O'Connor | Yes | West | No | |
| Lane, R | 69 | O'Connor | ? | Not east | No | |
| LaRance, A | 865 | Palmerston | Yes | East | No [GCC] | |
| Larin, R | 427 | O'Connor | Yes | East | Yes | |
| Larsen, A | 839 | Ngunnawal | Yes | East | No [GCC] | |
| Latham, B & K | 359 | ? | ? | Not east | No | |
| Lawrence, J | 633 | Palmerston | Yes | East | No [GCC] | |
| Layton, C | 303 | O'Connor | No | | | |
| Le, K | 505 | Ngunnawal | Yes | | | |
| Le, M | 244 | Palmerston | Yes | | | Improve PT |
| Le, P | 243 | Nicholls | Yes | East | Yes | |
| Leask, A | 150 | Aranda | ? | | | Align GDE to east of Caswell Drive |
| Legge-Wilkinson, J | 797 | Nicholls | Yes | East | No [GCC] | |
| Leon, R | 895 | O'Connor | ? | West | No | |
| Leslie, C | 712 | Nicholls | Yes | East | No [GCC] | |
| Leslie, D | 636 | Nicholls | Yes | East | No [GCC] | |
| Lesslie, R G | 254 | O'Connor | No | | | |
| Levy, EA and RA | 6,a,b | O'Connor | Yes | Not east | No | PT |
| Levy, E | 368 | O'Connor | No | | | |
| Lewis, S & A | 680 | Ngunnawal | Yes | | | |
| Leyden, A | 431 | O'Connor | Yes | West | No | |
| Lieber, J | 339 | O'Connor | No | | | |
| Liebke, L, P & B | 814 | Nicholls | Yes | East | No [GCC] | |
| Light, J | 18 | Braddon | No | | | |
| Limestone/Fairbairn Avenue Citizen's Group –[Peterson,I-convenor] | 121 | Ainslie | ? | | | Construct appropriate ring roads, Majura Rd, no heavy vehicles on Limestone Av and 50 kph speed limit |
| Lindner, G | 885 | Amaroo | Yes | East | Yes | |
| Lockey, C | 743 | Ngunnawal | Yes | East | No [GCC] | |
| Lole, A | 345 | ? | ? | Not east | No | |
| Lougheed, C | 26 | Latham | Yes | West | No | |
| Lovett, B & K | 652 | Nicholls | Yes | East | No [GCC] | |
| Lowe, J | 877 | Bruce | ? | Not east | No | |
| Lucieer, M | 423 | ? | No | | | |
| Luke, S | 383 | ? | ? | Not east | No | |
| Lumb, J | 224 | Hackett | ? | Not east | No | |
| Lyn, F | 281 | Turner | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Lynch, Justin | 151 | O'Connor | No | | | |
| Lyneham and O'Connor Residents Association (LORA) [Stuart, R – president] | 195,a | O'Connor | Yes | West | No | |
| Lynes, G | 582 | Nicholls | Yes | East | No [GCC] | |
| Lyon, P | 471 | Lyneham | Yes | West | No | |
| Lyons, L | 538 | Nicholls | Yes | East | Yes | |
| MacDonald–Brand, F | 426,a | Lyneham | Yes | West | No | |
| MacDonald, R B | 755 | Palmerston | Yes | East | No [GCC] | |
| Macgregor, H | 179 | O'Connor | No | | | Majura |
| MacKay, A | 405 | O'Connor | ? | Not east | No | |
| Mackay, J | 305 | O'Connor | ? | Not east | No | |
| Mackintosh, T | 222,a | O'Connor | ? | Not east | No | |
| Macnicol, P | 45 | Curtin | No | | | Majura, ring road, upgrade<br>William Slim Dr, PT |
| Macpherson, K | 175 | ? | No | | | |
| MacPherson, R | 799 | Ngunnawal | Yes | East | No [GCC] | |
| Madawala, J & B | 524 | Ngunnawal | Yes | East | No [GCC] | |
| Madden, K | 404 | O'Connor | ? | Not east | No | |
| Maddigan, E | 428 | O'Connor | Yes | West | No | |
| Magarey, P | 416 | Campbell | No | | | PT |
| Mahajan, R | 829 | Nicholls | Yes | East | No [GCC] | |
| Mahon, M | 501 | Palmerston | Yes | East | Yes | |
| Marks, B | 510 | Ngunnawal | Yes | East | Yes | |
| Marshall, A P | 673 | Ngunnawal | Yes | East | No [GCC] | |
| Marshallsea, G | 585 | Ngunnawal | Yes | East | No [GCC] | |
| Martens, L | 486 | Nicholls | Yes | | | |
| Martens, R | 710 | Nicholls | Yes | East | No [GCC] | |
| Martin, C | 645 | Ngunnawal | Yes | East | No [GCC] | |
| Martin, N | 44 | O'Connor | No | | | Light rail, buses, Option4 |
| Martin, S | 90 | O'Connor | ? | Not east | No | |
| Marx, Y | 882 | Kambah | ? | Not east | No | PT |
| Massie, K | 741 | Ngunnawal | Yes | East | No [GCC] | |
| Master Builders Association [Dawes, D-executive director)] | 386 | Lyneham | ? | Not east | | Majura Rd, Horse Park Dr |
| Matthews, K | 522 | Giralang | Yes | | | |
| Matthews, P | 316 | O'Connor | ? | Not east | No | |
| May, M | 808 | Hackett | No | | | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Maybury, P | 513 | Gungahlin | Yes | East | Yes | |
| McInerney, A | 473 | ? | No | | | |
| McCabe, E | 833 | Florey | Yes | East | No [GCC] | |
| McClure, L | 448 | O'Connor | ? | Not east | No | |
| McDonald, J | 493 | Lyneham | No | | | |
| McFarlane, J | 70 | O'Connor | Yes | West | No | |
| McGeechan, S | 533 | Palmerston | Yes | West | No | Horse Park Rd to Majura |
| McGrath, A [for Dryandra St Residents' Action C'ttee] | 119 | O'Connor | ? | Not east | No | PT, Majura |
| McGrath, J | 276 | Braddon | ? | West | No | |
| McGregor, S | 132 | Turner | No | | | |
| McInerney, A | 473 | ? | ? | Not east | No | |
| McKay, A | 405 | O'Connor | No | | | |
| McKenzie, M | 191,a | O'Connor | No | | | Park&ride, PT |
| McKeon, G | 638 | Nicholls | Yes | East | No [GCC] | |
| McKie, P | 742 | Palmerston | Yes | East | No [GCC] | |
| McNamara, K | 440 | Lyneham | ? | Not east | No | |
| McSorley, L | 698 | Palmerston | Yes | | | |
| Mears, I | 823 | Palmerston | Yes | East | No [GCC] | |
| Meggitt, S | 555 | Palmerston | Yes | | | |
| Menzies, G | 412 | Nth Lyneham | ? | Not east | No | |
| Meyer, G | 551 | Palmerston | Yes | East | No [GCC] | Horse Park Dr |
| Miao, Y | 565 | Palmerston | Yes | East | No [GCC] | |
| Mikhailovich, K | 250 | O'Connor | ? | West | No | |
| Miller, B & M | 576 | Nicholls | Yes | East | No [GCC] | |
| Mills, A & K | 579 | Nicholls | Yes | East | No [GCC] | |
| Milosevic, Z | 650 | Nicholls | Yes | East | No [GCC] | |
| Miner, R | 619 | Amaroo | Yes | East | No [GCC] | Traffic lights at Gungahlin/Gundaroo Dr |
| Mitchell, S | 430 | Lyneham | ? | West | No | |
| Moffatt, A | 65 | ? | ? | West | No | |
| Moloney, R | 739 | Palmerston | Yes | East | No [GCC] | |
| Monaghan, Mr & Mrs | 504 | Palmerston | Yes | East | Yes | |
| Montgomery, A | 745 | Nicholls | Yes | East | No [GCC] | Cycling |
| Moore, C | 238 | Gowrie | Yes | West | No | |
| Morey, B & Y | 821 | Amaroo | Yes | East | No [GCC] | |
| Morgan, P | 686 | Ngunnawal | Yes | East | No [GCC] | |
| Morison, I | 831 | Barton | Yes | East | Yes | |
| Morris, B & McMaster, R | 479 | Kaleen | No | | | Majura Rd, PT, light rail, upgrade rds |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Morrow, C | 455 | O'Connor | Yes | West | No | |
| Moten, J a& A | 93 | Aranda | ? | | | Gungahlin Dr on the east of Caswell Dr, Majura Rd, PT |
| Muellner, V & J | 807 | Ngunnawal | Yes | East | No [GCC] | |
| Mundy, B & Z | 624 | Nicholls | Yes | East | No [GCC] | |
| Murphy, D | 63 | Lyneham | No | | | Majura |
| Murphy, J | 50 | O'Connor | No | | | |
| Murphy, P | 632 | Nicholls | Yes | | | |
| Murphy, T | 910 | ? | Yes | West | No | |
| Mutch, A | 512 | Nicholls | Yes | | | Light rail |
| Napier, A | 886 | O'Connor | No | | | PT, transit lanes |
| National Parks Association of the ACT Inc [Hurlstone, C-president] | 143 | Woden | No | | | Majura Rd, PT |
| Neale, A & J | 740 | Ngunnawal | Yes | East | No [GCC] | |
| Nelson, M | 269 | O'Connor | ? | Not east | No | |
| Nelson, M | 341 | O'Connor | ? | Not east | No | Train |
| Nemec, J | 713 | Palmerston | Yes | East | No [GCC] | |
| Nemeth, L | 719 | Nicholls | Yes | East | No [GCC] | |
| Neven , K | 360 | Ainslie | ? | Not east | No | |
| Newton , C & M | 598 | Nicholls | Yes | East | No [GCC] | |
| Newton, J & G | 542 | Palmerston | Yes | East | No [GCC] | |
| Nguyen, C | 637 | Ngunnawal | Yes | East | No [GCC] | |
| Nicholas, M | 594 | Nicholls | Yes | East | No [GCC] | |
| Nicholls, B | 748 | Ngunnawal | Yes | East | No [GCC] | |
| Nicol, A | 252 | ? | ? | Not east | No | |
| Nicol, D | 870 | Amaroo | Yes | East | Yes | PT |
| Nicoletti, M | 59 | O'Connor | No | | | |
| Niemela, P & M | 643 | Ngunnawal | Yes | East | No [GCC] | |
| Nock, H | 487 | Palmerston | Yes | East | Yes | |
| Norris, G & Wells, M | 684 | Ngunnawal | Yes | East | No [GCC] | |
| North Canberra Community Council, Downer Community Association Inc & Watson Community Association Inc [Davey, L-chair] | 83 | Watson | Yes | West | No | |
| Norton, A | 153 | | No | | | |
| O'Conar, K | 446 | O'Connor | Yes | West | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| O'Connor Ridge Parkcare Group [Rowland, P] | 148,a | O'Connor | No | | | PT |
| O'Donnell, J & M | 84 | O'Connor | Yes | West | No | |
| O'Hare, P | 485 | Lyneham | ? | Not east | No | |
| O'Neill, S | 1 | Lyneham | ? | | | Option 2 |
| O'Shaughnessy, M | 190 | Spence | ? | Not east | No | |
| O'Sullivan, R & M | 573 | Ngunnawal | Yes | East | No [GCC] | |
| Oakley, G W | 668 | Nicholls | Yes | East | No [GCC] | |
| Oldham, Mr & Mrs | 880,a | Curtin | Yes | West | No | |
| Ormay, M | 906 | Melba | No | | No | Light rail |
| Otter, B | 777 | Ngunnawal | Yes | East | No [GCC] | |
| Pabian, J | 98 | ? | No | | | PT |
| Pacey, S | 321, 382 | Chapman | ? | Not east | No | PT |
| Page, B | 552 | Palmerston | Yes | East | No [GCC] | |
| Page, L, D, A & J and Wilks, L | 868,a | Bruce | ? | Not east | No | |
| Palamountian, S | 314 | Lyneham | ? | Not east | No | |
| Palethorpe, S | 904 | Campbell | No | | No | |
| Palin, C | 772 | Ngunnawal | Yes | East | No [GCC] | |
| Palmer , J | 328,a | O'Connor | ? | West | No | |
| Palmer, N | 432 | O'Connor | Yes | West | No | |
| Palmer, B | 304 | O'Connor | ? | Not east | No | |
| Pangallo, J | 629 | Ngunnawal | Yes | East | No [GCC] | |
| Papathanasiou, P | 166 | Hackett | ? | Not east | No | |
| Papp, B & G | 750 | Ngunnawal | Yes | East | No [GCC] | |
| Parisi, S | 738 | Nicholls | Yes | East | No [GCC] | |
| Parkes, M | 752 | Palmerston | Yes | East | No [GCC] | |
| Parsons, A R | 203 | Deakin | ? | Not east | No | |
| Parsons, N | 213,a | O'Connor | ? | Not east | No | |
| Parvey, C | 451 | Lyneham | Yes | West | No | |
| Passaris, I | 898 | Palmerston | Yes | East | Yes | |
| Patrick, R & C | 249 | O'Connor | Yes | West | No | |
| Patterson, L & P | 812 | Palmerston | Yes | East | No [GCC] | |
| Payne, B D | 367 | ? | ? | Not east | No | |
| Peachey, R | 399 | O'Connor | No | | | |
| Pearson, M | 104 | Lyneham | No | | | Light rail |
| Peck, W | 735 | Palmerston | Yes | East | No [GCC] | |
| Pedal Power ACT Inc [Reece, N – lobbying convenor)] | 527 | City | No | | | Cycling |
| Perley, N | 219 | Lyons | ? | Not east | No | PT, cycles |
| Persak, E | 828 | Amaroo | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Pesenhofer, H | 817 | Amaroo | Yes | East | No [GCC] | |
| Pettit, P | 671 | Nicholls | Yes | East | No [GCC] | |
| Pezzey, J | 421 | O'Connor | ? | Not east | No | |
| Phasey, S | 851 | Amaroo | Yes | East | No [GCC] | |
| Pilka, A | 15 | O'Connor | No | | | |
| Pittaway, S | 414 | O'Connor | ? | Not east | No | |
| Planning the ACT Together (PACTT)-Davey, L | 82,a | Turner | Yes | West | No | Horse Park Dr, Majura Rd, duplicate William Slim Dr & Gundaroo Dr, PT, light rail |
| Pollard, C | 163 | ? | No | | | PT, light rail, widen roads, cycles |
| Pollard, C | 278, a, 310 | O'Connor | ? | West | No | |
| Pollard, C | 372 | ? | ? | Not east | No | |
| Pope, L | 57 | O'Connor | No | | | |
| Portelli, S | 744 | Nicholls | Yes | East | No [GCC] | |
| Potter, C | 900 | Hackett | Yes | West | No | |
| Preller, J | 854 | Nicholls | Yes | East | No [GCC] | |
| Prendergast, G | 628 | Nicholls | Yes | East | No [GCC] | |
| Price, A | 666 | Ngunnawal | Yes | East | No [GCC] | |
| Pritchard, M | 30 | O'Connor | No | | | |
| Pryce, D & L | 491 | Higgins | Yes | | | |
| Psilopatis, J | 436 | O'Connor | No | | | |
| Puglisi, A | 734 | Palmerston | Yes | East | No [GCC] | |
| Purdam, C | 33 | O'Connor | ? | Not east | No | |
| Purtell, J & K | 642,a | Amaroo | Yes | East | No [GCC] | |
| Puza, B | 401 | Lyneham | ? | Not east | No | |
| Quagliata, M | 75 | O'Connor | ? | Not east | No | |
| Quinlan, H G | 351 | ? | ? | Not east | No | |
| Quinlan, V | 356 | ? | ? | Not east | No | |
| Rabjohns, S | 832 | Ngunnawal | Yes | | | PT |
| Radoll, P | 809,a ,b | Palmerston | Yes | East | Yes | Tunnel through ridge |
| Rashbrooke, M | 126 | O'Connor | ? | Not east | No | PT |
| Rauch, K | 442 | O'Connor | ? | Not east | No | |
| Rawlinson, M | 476 | Lyneham | ? | Not east | No | |
| Raymond, B | 724 | Ngunnawal | Yes | East | No [GCC] | |
| Rayner, E | 616 | Ngunnawal | Yes | East | No [GCC] | |
| Rayner, S | 603 | Ngunnawal | Yes | East | No [GCC] | |
| Read , B | 387 | Giralang | Yes | West | No | |
| Reading, N | 621 | Amaroo | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Reece, N | 526 | Ngunnawal | No | | | Cycling. PT, grade-separate Gundaroo Dr/Barton Hgy |
| Rees, G | 251, 373 | Lyneham | ? | Not east | No | |
| Regner, M | 19 | O'Connor | No | | | |
| Reid, E | 897 | ? | ? | Not east | No | Option4 |
| Reid , W H | 32,a | O'Connor | No | | | |
| Ren, A | 346 | ? | ? | Not east | No | |
| Renwick, M | 245,a | Lyneham | ? | Not east | No | |
| Richard, F | 614 | Palmerston | Yes | East | No [GCC] | |
| Richardson, B | 600 | Nicholls | Yes | East | No [GCC] | |
| Richardson, V | 595 | Nicholls | Yes | East | No [GCC] | |
| Riddell, J | 388,a | Nicholls | No | | | Horse Park Dr, Option4 |
| ROASTING Inc [Bell, P – convenor] | 155,a,b,c | Cook | No | | | PT, cycles |
| Robertson, F | 570 | Palmerston | Yes | East | No [GCC] | |
| Robertson, P & C | 867 | Amaroo | Yes | East | No [GCC] | |
| Robin, L | 419 | ? | Yes | West | No | |
| Robinson, A J | 296 | Kaleen | ? | Not east | No | |
| Robinson, J | 208,a | Ngunnawal | ? | Not east | No | Monash Dr, Majura Dr, light rail, grade-separate Caswell/William Hovell Dr |
| Robinson, S | 550 | Ngunnawal | Yes | East | No [GCC] | |
| Rodda, C | 639 | Amaroo | Yes | East | No [GCC] | |
| Rodriguez, E | 634 | Palmerston | Yes | East | No [GCC] | |
| Roeper, P | 475 | O'Connor | Yes | West | No | |
| Rogan, C & R | 181,a | O'Connor | ? | Not east | No | |
| Rogers, S | 730 | Palmerston | Yes | East | No [GCC] | |
| Rolls, C | 239 | Jamison | ? | Not east | No | |
| Rose, F | 68,a,b | O'Connor | Yes | West | No | |
| Ross, F | 567 | Ngunnawal | Yes | East | No [GCC] | |
| Ross, R, W, J & H | 270,a,b,c | O'Connor | ? | Not east | No | |
| Ross, T | 566 | Ngunnawal | Yes | East | No [GCC] | |
| Rowse, T | 306 | O'Connor | Yes | West | No | |
| Ruecroft, I | 514 | Palmerston | Yes | | | PT, bus lanes, Horse Park Dr |
| Ruediger, J | 692 | Amaroo | Yes | East | No [GCC] | |
| Ruediger, W | 693 | Ngunnawal | Yes | East | No [GCC] | |
| Russell, B | 697 | Ngunnawal | Yes | East | No [GCC] | |
| Russell, C | 235 | O'Connor | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Russell, K | 210 | O'Connor | ? | Not east | No | |
| Ryan, R | 336 | O'Connor | ? | Not east | No | |
| Salojarvi, S | 769 | Ngunnawal | Yes | East | No [GCC] | |
| Salter C | 186,a | Lyneham | ? | Not east | No | |
| Samuels, G & L | 778 | Nicholls | Yes | East | No [GCC] | |
| Saraswati, A | 10,a, b | O'Connor | No | | | Option4 |
| Savage, M | 715 | Nicholls | Yes | East | No [GCC] | |
| Save the Ridge [Tanner, Dr G & McGrath, Dr A], and petition | 327,a ,b,c,d | O'Connor | ? | Not east | No | |
| Savill, M | 502 | Amaroo | Yes | | | |
| Sawer, J | 277 | O'Connor | ? | Not east | No | |
| Sawer, M | 275 | O'Connor | ? | Not east | No | |
| Scamp, N | 758 | Ngunnawal | Yes | East | Yes | Coppins Crossing upgrade |
| Scanes, L | 654 | Amaroo | Yes | East | No [GCC] | |
| Scarsi family | 590 | Palmerston | Yes | East | Yes | |
| Schaeffer, M | 909 | Kaleen | Yes | East | Yes | |
| Schmedding, P | 411 | O'Connor | No | | | |
| Schmedding, R | 335 | O'Connor | ? | Not east | No | |
| Schmidt, A | 674 | Ngunnawal | Yes | East | No [GCC] | |
| Schmidt, M | 608 | Ngunnawal | Yes | East | No [GCC] | |
| Scott, C | 525 | Palmerston | Yes | East | Yes | |
| Seddon, N | 17 | ? | No | | | |
| Sedgeman, T | 344 | ? | ? | Not east | No | |
| Sedgmen, H | 180 | O'Connor | ? | Not east | No | |
| Service, D | 788 | Nicholls | Yes | East | No [GCC] | |
| Sexton, M | 136 | O'Connor | No | | | Majura |
| Sharpe, M | 753 | Ngunnawal | Yes | East | No [GCC] | |
| Shaw, T | 754 | Ngunnawal | Yes | East | No [GCC] | |
| Shehenson, H &B | 605 | Ngunnawal | Yes | East | No [GCC] | |
| Sheldrick, G & S | 545 | Palmerston | Yes | East | No [GCC] | |
| Shepherd, N | 274,a | O'Connor | ? | Not east | No | |
| Shepherd, T | 184 | O'Connor | ? | Not east | No | |
| Sherd, N & M | 564 | Palmerston | Yes | East | No [GCC] | |
| Shi, L | 599 | Palmerston | Yes | East | No [GCC] | |
| Shopen, T | 42,a, b,c | O'Connor | ? | Not east | No | |
| Simic, J & Shepherd, S | 631 | Amaroo | Yes | East | No [GCC] | |
| Simmons, F | 644 | Amaroo | Yes | East | No [GCC] | Light rail |
| Simpkin, H | 308 | Lyneham | ? | Not east | No | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Simunec, I | 764 | Ngunnawal | Yes | East | No [GCC] | |
| Sinclair, P | 694 | Palmerston | Yes | East | No [GCC] | |
| Sivyer, F | 194 | Lyneham | ? | Not east | No | |
| Slattery, C | 722 | Amaroo | Yes | East | No [GCC] | |
| Slatyer, B | 214 | O'Connor | ? | Not east | No | |
| Smailes, A | 873 | Lyneham | No | | | PT, traffic calming measures |
| Small, D & A | 706 | Nicholls | Yes | East | No [GCC] | |
| Smith, J | 420 | Watson | No | | | |
| Smith, K | 325 | O'Connor | No | | | |
| Smith, K | 780 | Nicholls | Yes | East | No [GCC] | |
| Smith, M | 626 | Ngunnawal | Yes | East | Yes | |
| Smith, M | 279 | Lyneham | ? | Not east | No | |
| Smith, S | 721 | Amaroo | Yes | East | No [GCC] | |
| Smith, T | 781 | Nicholls | Yes | East | No [GCC] | |
| Smith, W | 893 | O'Connor | ? | Not east | No | |
| Smitz, C | 11 | Holt | Yes | East | Yes | Pialligo interchange, PT, light rail |
| Sollar, A | 830 | Nicholls | Yes | East | No [GCC] | |
| Sollar, P | 846 | Nicholls | Yes | East | No [GCC] | |
| Souter, Mr & Mrs | 856 | Nicholls | Yes | East | No [GCC] | |
| Spencer, D | 40,a | O'Connor | ? | Not east | No | Monash Dr, Horse Park Dr, Wells Station Rd, Mirabell Dr |
| Spier-Ashcroft, F [Friends of Tidbinbilla] | 142 | Gungahlin | Yes | West | No | |
| Staib, M | 589 | Palmerston | Yes | East | No [GCC] | |
| Stanford, E | 770 | Palmerston | Yes | East | No [GCC] | |
| Steadman, L | 490 | Palmerston | Yes | East | Yes | |
| Stenning, C | 138 | O'Connor | No | | | |
| Stenning, M | 123,a | O'Connor | ? | Not east | No | |
| Stephens, S | 43 | O'Connor | No | | | |
| Sterl, J | 329 | Murrumbateman | ? | Not east | No | |
| Stevens, R | 800 | Palmerston | Yes | East | No [GCC] | |
| Stevenson, D | 480 | O'Connor | ? | Not east | No | PT |
| Stevenson, J & J | 459 | O'Connor | ? | Not east | No | |
| Stewart, C | 363 | O'Connor | Yes | West | No | |
| Stewart, L | 477 | Lyneham | Yes | West | No | |
| Stinson, T | 711 | Ngunnawal | Yes | East | No [GCC] | |
| Stokes, J D | 260 | Lyneham | ? | Not east | No | |
| Stokes, M | 31 | O'Connor | ? | Not east | No | Overpasses at Ginninderra Dr & Haydon Dr |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Stokes, R & B | 704 | Amaroo | Yes | East | No [GCC] | |
| Stone, S | 528 | Amaroo | Yes | East | No [GCC] | |
| Storrs, B | 56,a | O'Connor | ? | Not east | No | |
| Strazdins, P | 71 | ? | ? | Not east | No | |
| Streatfield, J | 223 | O'Connor | No | | | |
| Strickland, P | 284,a | O'Connor | ? | Not east | No | |
| Struik, M | 519 | Ngunnawal | Yes | East | No [GCC] | Duplicate William Slim Dr |
| Struzile, T | 376 | ? | No | | | |
| Stuzina, M | 682 | Harcourt Hill | Yes | East | No [GCC] | |
| Sullivans Creek Catchment Group [Gilles, J – coordinator] | 262 | City | No | | | PT, cycling |
| Swan, D | 714 | Ngunnawal | Yes | East | No [GCC] | |
| Tabone, J | 216 | O'Connor | ? | Not east | No | |
| Talberg, M | 211 | Aranda | Yes | East | No | Options 2B or 2C |
| Taliano, L | 790 | Palmerston | Yes | East | No [GCC] | |
| Tan, C | 660 | Palmerston | Yes | East | Yes | |
| Tanner, G & Caton, C | 117 | O'Connor | ? | Not east | No | Light rail, Majura Rd |
| Tarlington, I | 849 | Palmerston | Yes | East | No [GCC] | |
| Taylder, T | 92 | Aranda | ? | | | Majura Rd, concern re Caswell Dr |
| Taylor, J | 749 | Palmerston | Yes | East | No [GCC] | |
| Taylor, Jo | 320 | Lyneham | ? | Not east | No | |
| Taylor, P | 508 | Palmerston | Yes | | | |
| Taylor, S & J | 827 | Palmerston | Yes | East | No [GCC] | |
| Tennant, B | 784 | Ngunnawal | Yes | East | No [GCC] | |
| Tennant, P | 786 | Ngunnawal | Yes | East | No [GCC] | |
| Thomas, P | 128 | ? | No | | | PT, cycles |
| Thomas, R | 300, 384 | O'Connor | ? | Not east | No | |
| Thompson, B | 378 | ? | No | | | |
| Thompson, F S | 883 | Amaroo | Yes | East | No [GCC] | |
| Thompson, J | 810 | Nicholls | Yes | | | |
| Thompson, M | 622 | Amaroo | Yes | East | No [GCC] | |
| Thompson, S & Burton, D | 438 | Curtin | No | | | Light rail, PT |
| Thomson, M & Wilson, C | 176 | Lyneham | ? | Not east | No | |
| Thornton, R & P | 577 | Amaroo | Yes | East | No [GCC] | |
| Thorp, B | 478 | ? | ? | Not east | No | |
| Thorpe, A | 806 | Ngunnawal | Yes | East | No [GCC] | |
| Thorpe, J | 803 | Ngunnawal | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Tilley, L | 241,a | O'Connor | ? | Not east | No | PT, light rail, cycles, car parking charges |
| Tonkinson, R | 23 | Nedlands WA | ? | Not east | No | |
| Townsend, B | 267 | O'Connor | Yes | West | No | |
| Townsend, C | 266 | O'Connor | ? | Not east | No | |
| Tracey, J | 751 | Ngunnawal | Yes | East | No [GCC] | |
| Tran, C V | 835 | Palmerston | Yes | East | No [GCC] | |
| Trinder, C | 187, 349 | O'Connor | Yes | West | No | |
| Truffet, A, D & A | 796 | Nicholls | Yes | East | No [GCC] | |
| Truman, E & Keele, P | 301 | O'Connor | Yes | West | No | |
| Tsao, A | 601 | Palmerston | Yes | East | No [GCC] | |
| Tsongas, D | 466 | Newtown NSW | No | | | PT, light rail |
| Tulau, M & Richardson, C | 80 | Lyneham | No | | | |
| Tun, T & M | 659,a | Palmerston | Yes | East | Yes | |
| Turbayne, D | 377 | ? | ? | Not east | No | |
| Ulrick, N | 630 | Palmerston | Yes | East | No [GCC] | |
| Upton, M | 520, 670 | Nicholls | Yes | West | | Horse Park Dr |
| Van Bree, D | 597 | Ngunnawal | Yes | East | No [GCC] | |
| Van Hest, C W | 675 | Ngunnawal | Yes | East | No [GCC] | |
| Van Ness, P | 167 | O'Connor | ? | Not east | No | |
| Van Oosterhout, M | 130 | O'Connor | Yes | West | | |
| Vanags, E | 515 | Palmerston | Yes | | | |
| Vecchi, V | 559 | Nicholls | Yes | East | No [GCC] | |
| Veitch, J | 298 | Ainslie | No | | | Option 4, PT |
| Vicol, M | 333 | Evatt | ? | Not east | No | |
| Von Anhalt, I | 746 | Ngunnawal | Yes | West | | |
| Waggitt, W | 845 | Ngunnawal | ? | | | Horse Park Dr |
| Wain, B | 507 | Amaroo | Yes | East | Yes | |
| Wain, J | 506 | Amaroo | Yes | | | |
| Walker, G | 776 | Ngunnawal | Yes | East | Yes | Link Clarrie Hermes Dr to Kuringa Dr |
| Walker, L | 775 | Ngunnawal | Yes | East | Yes | |
| Wallace, N | 492 | O'Connor | Yes | West | No | |
| Wallbridge, J | 392 | O'Connor | Yes | West | No | |
| Waller, V | 899 | O'Connor | Yes | West | No | |
| Wallis, J & S | 805 | Palmerston | Yes | East | No [GCC] | |
| Walmsley, C | 484 | Florey | Yes | | | |
| Walsh, J | 665 | Ngunnawal | Yes | East | No [GCC] | PT |
| Walta, M | 331 | Turner | No | | | |
| Ward, D | 860 | Palmerston | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Wardlaw, I & J | 51 | O'Connor | ? | Not east | No | |
| Warn, L | 802 | Ngunnawal | Yes | East | No [GCC] | |
| Warren, Helen | 546 | Palmerston | Yes | East | No [GCC] | No |
| Wasteneys, G | 145 | O'Connor | No | | | PT |
| Watson, J & E | 705 | Amaroo | Yes | East | No [GCC] | |
| Way, G & C | 539 | Ngunnawal | Yes | East | No [GCC] | |
| Way, H | 396 | Lyneham | Yes | West | No | |
| Webb, P & D | 701,a | Ngunnawal | Yes | East | No [GCC] | |
| Webster, B | 390,a | O'Connor | ? | Not east | No | |
| Webster, C | 456 | O'Connor | Yes | West | No | |
| Wensing, E | 516, 840 | Nicholls | Yes | West | No | Option2 |
| Weston, B & J | 558 | Palmerston | Yes | East | No [GCC] | |
| Whiddon, B | 247 | O'Connor | ? | Not east | No | |
| White, S | 461 | O'Connor | ? | Not east | No | |
| Whittaker, T | 220 | O'Connor | Yes | West | No | |
| Wiencke, B | 364 | O'Connor | No | | | |
| Wild, S | 299 | O'Connor | ? | Not east | No | |
| Wilde, G | 824 | Narrabundah | No | | | Light rail |
| Wilkinson, A | 371 | ? | ? | Not east | No | |
| Wilkinson, S | 912 | Lyneham | Yes | West | No | |
| Williams, A | 691 | Charnwood | Yes | East | No [GCC] | |
| Williams, J & S | 648 | Nicholls | Yes | East | No [GCC] | |
| Williams, L | 458 | Hackett | ? | Not east | No | |
| Williams, S | 111 | Dickson | No | | | |
| Willox, L & B | 728 | Palmerston | Yes | East | No [GCC] | |
| Wilson, D | 174 | O'Connor | ? | Not east | No | |
| Wilson, L | 610 | Ngunnawal | Yes | East | No [GCC] | |
| Winnett, R | 2 | Nth Lyneham | Yes | East | Yes | |
| Winnett R, Asquith A, Waight E, McMahon A [for Majura LAPAC] | 122 | Nth Lyneham | ? | | | Ring roads |
| Witheridge, C | 452 | Lyneham | ? | Not east | No | |
| Wolfe, G | 896 | Monash | ? | | | Monash Dr |
| Woolf, N | 424 | Campbell | Yes | West | No | |
| Wombwell, M | 672 | Harcourt Hill | Yes | East | No [GCC] | |
| Wood, M | 79 | O'Connor | No | | | PT, car pooling |
| Woodall, John | 348 | ? | ? | West | No | |
| Woodward, R | 137 | O'Connor | No | | | Option 4 |
| Wyndham, A | 848 | Duffy | ? | Not east | No | |
| Yao, Lily | 822 | Ngunnawal | Yes | East | No [GCC] | |

| From | No. | Suburb | For GDE | East or west route | For Barry Drive link | Support other option |
|---|---|---|---|---|---|---|
| Young, E & Young, G | 144 | O'Connor | Yes | West | No | |
| Youth Hostel NSW [Ledger, J - executive officer] | 7 | O'Connor | No | | | |
| Yuelong, M | 565 | Palmerston | Yes | East | No [GCC] | |
| Zhang, X | 583 | Palmerston | Yes | East | No [GCC] | |
| Zhenghua, L | 679 | Palmerston | Yes | East | No [GCC] | |
| Zielonka, A | 472 | ? | No | | | |
| Zolotic, G | 763 | Nicholls | Yes | East | No [GCC] | |
| Zolotic, N | 762 | Nicholls | Yes | East | No [GCC] | |

# 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]
54. DV No. 146 *Callam Street realignment, Woden Town Centre* [31/8/00]
55. DV No.159 *Heritage Places Register – Albert Hall* [31/8/00]
56. *Motor Traffic (Amendment) Bill (No.3) 1998* [7/9/00]
57. *Proposals for the Establishment of Rural Residential Development as a Land Use* [28/11/00]
58. *Monitoring the Implementation of Variation No.64 to the Territory Plan: Latham Shops* [incorporating a dissent] 28/11/00]
59. *Examination of Allegations of Possible Improper Influence of a Witness* [18/10/00]
60. *Tuggeranong Lakeshore Master Plan* [30/11/00]
61. DV No.140 *Existing Produce Market Sites – Greenway Section 2 Block 5 and Belconnen Section 31 Block 5* [incorporating a dissent] [28/11/00]
62. Revised DV No.89 *Murrumbidgee and Lower Molonglo Rivers – River Corridors Land Use Policy: Public Land Categories and other minor changes* [28/11/00]
63. *1999-00 Annual Report of the Department of Urban Services* [13/2/01]
64. DV No.162 *Mini-hydro plants at Cotter and Corin Dams* [released 8/2/01, tabled 13/2/01]
65. DV No.166 *Clearance Zone Policies – Lower Molonglo Water Quality Control Centre* [released 8/2/01, tabled 13/2/01]
66. DV No.118 *Heritage Places Register – Yarralumla Brickworks, Yarralumla, and Federal Capital Commission Type 15 House, Forrest* [released 8/2/01, tabled 13/2/01]

## DISSENT BY MR CORBELL MLA

**LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY**

## Dissenting Report of Mr Simon Corbell MLA to Report No.67 of the Standing Committee on Urban Services - Proposals for the Gungahlin Drive Extension (John Dedman Parkway)

### Introduction

The majority report of the Standing Committee on Planning and Urban Services has failed to properly address the range of transport, land–use and planning issues which are central to the debate over the proposal for the Gungahlin drive extension.

Through this inquiry the Committee was presented with a significant opportunity to present a more balanced approach to address the significant disadvantages facing Gungahlin residents in terms of transport equity. Equally the Committee had open to it an opportunity to recommend a route for the Gungahlin Drive Extension which was direct and effective in linking Gungahlin to Canberra's arterial road network, while sustaining the least possible damage to Canberra Nature Park. There were also considerable opportunities for the Committee to recommend proposals for more effective public transport provision and for the better integration of land use and transport planning.

The majority report has failed to grasp the opportunity to effectively address any of these issues.

This dissenting report does not seek to address the complete range of issues raised during the inquiry and in the majority report, instead it seeks to outline the key areas of difference between myself and other members of the committee. The issues outlined in the introduction are addressed in detail in this report and explain why I must dissent from the majority report.

### Issues

*1) A balanced approach to meeting the transport needs of Gungahlin residents*

Gungahlin is the fastest growing urban area in Australia, and is projected to have a total population of 110,000 residents.

The location of Gungahlin, between the already established areas of Belconnen and North Canberra makes transport links between the Gungahlin area and other parts of Canberra more difficult as it will require either crossing through or skirting already established areas.

The development pattern of Canberra is still based upon the so-called "Y –Plan". The metropolitan structure of Canberra calls for a de-centralised city, with 'Town

Centres' acting as regional hubs for employment, retail, community and commercial activity. The philosophy behind this approach remains to 'contain' a percentage of journeys from within any town centre area to that town centre, thus reducing the need for inter-town travel.

This land use approach was supported by policies which located employment generating activity, along with commercial and community facilities within each town centre. Unfortunately this approach has, on the whole, been adopted in relation to the development of Gungahlin.

Gungahlin currently has a population approaching 20,000 residents. Yet its employment base, (that is the number of jobs located within the Gungahlin area), is extremely small. As a result the level of 'containment' of journeys within the Gungahlin area is also very small, resulting in the increasing demands on existing roads such as Northbourne Avenue by vehicles leaving Gungahlin each morning and returning in the evening. Gungahlin has effectively become merely a 'dormitory' area, with a paucity of services and opportunities for local employment, despite a population base which is rapidly approaching that of Weston Creek.

This situation has been allowed to develop through inaction by Government in addressing the need to establish a viable, vibrant Town Centre for Gungahlin.

The Government needs to implement active strategies for encouraging employment location and generation within the Gungahlin area. Use of incentives in taxation and other charges, land prices and numerous other mechanisms should be actively developed to provide an incentive to employers, both in the public and private sectors, to locate their activities in Gungahlin. This would assist in not only starting to contain a percentage of journeys within the Gungahlin area, thereby reducing demands on arterial roads, it would also help the development of the Gungahlin Town Centre itself, creating additional demand for services and facilities.

Taking a proactive approach to addressing the reasons underlying Gungahlin's transport problems is one vital step. Another is to ensure that Gungahlin's arterial road network is at an appropriate level. As recommended in the majority report, there is a compelling need for an additional arterial road connection from Gungahlin. This connection should link Gungahlin to the existing "Parkway' network, facilitating faster, more efficient connections with Tuggeranong, Woden and Weston Creek, as well as Civic and Barton.

But road provision cannot be viewed in isolation to other trans port solutions. The majority report tends to focus almost exclusively on addressing the issues raised by the Gungahlin Drive extension proposal in terms of building further roads. In reality, while the majority report rightly identifies the need for an additional arterial road, along with upgrading of existing roads, it does not adequately address the issues confronting Canberra's public transport system.

Evidence received during the inquiry highlighted the fact that Canberra's public transport system was not a viable alternative to private vehicle use for the majority of the City. The key factors seem to be frequency of service and length of journey. Cost was also highlighted as an issue in areas where more than one zone needed to be traversed (ie Gungahlin, most of Belconnen).

Canberra is a City which takes its environmental responsibilities seriously. Yet the key local generator of CO2 emissions is Canberra's transport sector. Therefore measures to actively reduce emissions arising transport use need to be actively pursued. One key initiative is to start providing a viable alternative to the private motor vehicle.

This requires a re-examination of how public transport is provided in a dispersed city such as a Canberra. The Canberra community values the de-centralised structure of our City, with its open space buffers, in contrast to the radial nature of the traditional Australian City.

There is no doubt that the de-centralised city is not necessarily an obstacle to effective public transport provision. An effective public transport system can be provided by utilising the 'hubs' or town centres and group centres in the City for public transport provision. The Committee's discussions with Professor Peter Newman of Murdoch University, WA and author of *Towards a More Sustainable Canberra*, highlighted this point.

Further the overwhelming opinion of most submitters to the inquiry was that Canberra's bus network did not provide the responsive level of service needed to effectively compete with the car. Evidence by Mr Paul Mees on behalf of the Conservation Council highlighted that improved frequency of services, coupled with easy interchanging could provide a far more effective public transport service than one based on zonal fares and no interchanging, which resulted in more costly, indirect bus services.

These are strategies that the Government should investigate as the balancing element of providing a more sustainable transport system for Gungahlin and Canberra.

*2) Appropriate alignment for the Gungahlin Drive Extension*

A major question presented to the Committee was the question of the appropriate alignment for the Gungahlin Drive Extension (GDE).

The original Government proposal for GDE favoured an eastern alignment with spurs connecting to Barry Drive and Caswell Drive. Subsequently the Government announced the removal of the spur to Barry Drive but retained the remainder of the eastern alignment with a connection to Caswell Drive.

This announcement does not address the significant concerns relating to impact on the O'Connor Ridge Nature Park area, in particular issues relating to the sustainability of the reserve area.

Alignment of the GDE to the East will result in the division of the O'Connor and Bruce Ridge area. The sustainability of the O'Connor/Bruce Ridge Nature Park as a unit for conservation would be seriously compromised by this proposal. Further the Government's decision to delete the spur link to Barry Drive does not address this issue. If the Eastern Alignment proceeds there will be an unnecessary and

destructive impact along a considerable length of the O'Connor and Bruce Ridge and damage to the Nature Park area will not be minimised.

In contrast the western alignment will not have the same level of impact on the nature park areas, as the eastern alignment will. The impact of the road will be restricted to an area of Bruce Ridge only, adjacent to the Bruce CIT and Cavalry Hospital.

While any impact on Canberra Nature Park is of obvious concern, the onus on the Territory must be to minimise this impact to the least possible.

To achieve this the most suitable alignment for the Gungahlin Drive Extension is the western alignment, as it provides an effective and direct connection to Caswell Drive and Belconnen Way, (unlike the Government alignment which travels to the east to connect at its western end).

The western alignment, as advocated by the Joint Standing Committee on the National Capital, would also provide fast and efficient links to Bruce Stadium, Bruce CIT and Cavalry Hospital for Gungahlin Residents.

**Conclusion**

For the above reasons I dissent from the majority report and recommend that:

**Recommendation 1**: That an additional arterial road be built to connect Gungahlin with the Parkway network.

**Recommendation 2**: That strategies be implemented to encourage employment location in the new Town Centre of Gungahlin so as to improve the viability of the Town Centre and reduce intertown journeys.

**Recommendation 3**: That measures be implemented to improve the frequency, and interchanging, of public transport services.

**Recommendation 4**: That the Gungahlin Drive Extension be built along the western alignment to link with the Belconnen Way, Caswell Drive intersection.

SIMON CORBELL MLA
Member for Molonglo