

**LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY**

***REPORT ON GINNINDERRA DRIVE/MOUAT STREET, LYNEHAM***

*(being the first outcome of the inquiry*

*by the Standing Committee on Planning and Environment*

*into*

*proposals for the John Dedman Parkway*

*and Ginninderra Drive/Mouat Street, Lyneham)*

**REPORT NO.33**

**OF THE**

**STANDING COMMITTEE ON PLANNING AND ENVIRONMENT**

**SEPTEMBER 1997**



## STANDING COMMITTEE ON PLANNING AND ENVIRONMENT

### **Resolution of appointment of the Standing Committee on Planning and Environment:**

[that] a Standing Committee on Planning and Environment [be established] to examine matters related to planning, land management, transport, commercial development, industrial and residential development, infrastructure and capital works, science and technology, the environment, conservation, heritage, energy and resources...

[And that the committee] inquire into and report on matters referred to [it] by the Assembly or matters that are considered by the committee to be of concern to the community.

[Further, that] if the Assembly is not sitting when the Standing Committee on Planning and Environment has completed consideration of a report on draft Plan variations referred pursuant to Section 25 of the *Land (Planning and Environment) Act 1991* or draft Plans of Management referred pursuant to Section 203 of the *Land (Planning and Environment) Act 1991*, the Committee may send its report to the Speaker or, in the absence of the Speaker, to the Deputy Speaker, who is authorised to give directions for its printing and circulation.

*Minutes of Proceedings* (Third Assembly) No.1, 9 March 1995,  
amended 22 June 1995

### ***Committee Membership***

Mr Michael Moore MLA (Chair)  
Ms Roberta McRae, OAM MLA (Deputy Chair)  
Ms Lucy Horodny MLA  
Mrs Louise Littlewood MLA

Secretary: Mr Rod Power



***Terms of reference for the inquiry:***

*That the committee inquire into and report on proposals for the John Dedman Parkway and Ginninderra Drive/Mouat Street, Lyneham, taking account of:*

- *the Maunsell Study and the Government's response;*
- *other transport inquiries and studies held in the A.C.T. and the Government's response;*
- *the impact of the proposals on arterial roads;*
- *the desirability of improving the use of public transport and other non-car modes of transport;*
- *the desirability of reducing the number of vehicles needing to travel between Gungahlin and southern destinations;*
- *the desirability of siting an eastern ring road from Gungahlin and the Barton Highway to other parts of Canberra via an upgraded Majura Road;*
- *existing and future traffic levels on Ginninderra Drive and Mouat Street, Lyneham - and the Government's proposals for traffic lights and other roadworks in the Mouat/Brigalow Streets area;*
- *existing and future traffic levels on roads in North Canberra and the impact of the proposals on the residential amenity; and*
- *any other related matter.*

*Further, that the committee report to the Assembly by 25 September 1997 (the last sitting day in September).*



## **TABLE OF CONTENTS**

<b>1. BACKGROUND</b>	<b>1</b>
Terms of reference	1
Submissions	1
Public hearings	3
Appreciation	4
The focus of this report	4
<b>2. SHOULD GINNINDERRA DRIVE BE EXTENDED ACROSS SOUTHWELL PARK TO INTERSECT NORTHBOURNE AVENUE IN THE VICINITY OF SWINDEN STREET, DOWNER?</b>	<b>5</b>
Views put to the committee	5
Past studies	6
The committee's view	7
Conclusion	9
<b>3. SHOULD THE GOVERNMENT'S PROPOSED ROAD WORKS GO AHEAD ON MOUAT STREET?</b>	<b>11</b>
The Government's proposed roadworks	11
Views put to the committee	11
Past studies	12
The committee's view	14
<b>4. CONCLUSION</b>	<b>17</b>
Recommendations	17
<b>APPENDIX A: RESOLUTIONS OF THE LEGISLATIVE ASSEMBLY BEARING ON THE COMMITTEE'S TERMS OF REFERENCE</b>	<b>18</b>



## **1. BACKGROUND**

### ***Terms of reference***

1.1. On 20 February 1997 the Standing Committee on Planning and Environment was asked by the Legislative Assembly to formulate formal terms of reference for an inquiry into John Dedman Parkway. Further, the Assembly asked the committee to announce these terms of reference, and the committee's reporting date, to the Assembly during the May sittings.

1.2. In finalising the terms of reference at a meeting on 6 May 1997, the committee took account of two key factors. The first was the content of three Assembly resolutions on this matter, namely, the resolutions of 19 February, 20 February and 10 April 1997. The last of these resolutions directed the Government *not* to proceed with the installation of traffic lights at the corner of Mouat and Brigalow Streets or other associated roadworks on Mouat Street until this committee has reported - and the Government's response has been debated in the Assembly. The three resolutions are reproduced at Appendix A.

1.3. The second key factor is the fact that these Assembly resolutions required the committee to take into account Government decisions which have not yet been made *and which might not be made for some time* - including the Maunsell study, a strategy to reduce vehicle movement between Gungahlin and Civic or other southern destinations, and a decision about the merit or otherwise of an eastern ring road from Gungahlin to central Canberra via an upgraded Majura Road.

1.4. Given its time frame - and in view of widespread community interest in this inquiry - the committee has asked the Government to hasten the completion of these studies and to advise the committee on where each is up to. Further, the committee has asked the Minister for Urban Services to address a number of broad-ranging questions in relation to the inquiry.

### ***Submissions***

1.5. In May 1997 the committee placed advertisements in the local press inviting public comment on the terms of reference. The advertisements also referred to the fact *that the committee intended to focus, in the first instance, on issues surrounding the Ginninderra Drive/Mouat Street area.*

1.6. To date, the committee has received 39 submissions from the following persons and organisations [numbered in order of receipt]:

1. Mrs C Kavanagh
2. O'Connor Ridge Parkcare Group
3. Professor J W Wilson
4. Mr H Hird MLA
5. Downer Community Association Inc

6. Dr C Phillips and Dr M Patel
7. Ms R Harris
8. Mr J Tait
9. G Kaminskas
10. Dr B Williams
11. Ms C James
12. Bruce Precinct Association
13. D Durnan
14. Youth Hostels Association NSW Inc
15. Mr S P K Brown
16. Ms J Sanders
17. Australian Sports Commission
18. Mr D Prestipino
19. Cook-Aranda Community Group Committee
20. Lyneham and O'Connor Residents' Association
21. Management Committee of the Body Corporate of Wybalena Grove, Cook
22. Ms M Baumgarten
23. Mr D Lambert
24. E Wallensky and J Croke
25. Lyneham/Bruce Sport and Leisure Precinct Association
26. Professor F Bygrave
27. Mr A R Leask
28. Mr M Talberg AM
29. Aranda Residents' Group
30. Mr K Connor
31. J and A Moten
32. Mr G Quayle
33. Mr T E Taylder
34. Conservation Council of the South-East Region & Canberra (Inc.)
35. Dr J L Hardcastle
36. Brindabella Christian College
37. The Hockey Centre Inc

38. Tennis A.C.T.

39. The Limestone/Fairbairn Avenue Citizens' Group (LFACG)

1.7. The Standing Committee on Planning and Environment is keenly aware that members of the public will want to submit further material, and to appear before the committee, in relation to terms of reference not dealt with in this report. *In this regard, the committee continues to accept submissions on any of the terms of reference.*

### **Public hearings**

1.8. In early August 1997 the committee placed further advertisements to advise the public that the committee intended to hold two public hearings during August.

1.9. The first public hearing took place on 8 August 1997 and involved the appearance of Government officials. These officials outlined the nature of the Government's proposals for the Ginninderra Drive/Mouat Street area. The second public hearing occurred on 15 August when members of the public presented their views on the same matter. A list of witnesses is shown in the attached box.

1.10. The committee was pleased to welcome Mr Corbell MLA and Ms Reilly MLA to its public hearings. Further, the committee understands that, in welcoming Mr Hird MLA as a witness on 15 August 1997, a precedent may have been established - in that this appears to be the first time a member of the Assembly has addressed a committee as a witness.

1.11. The committee reiterates its intention to hold further public hearings at a later time on the terms of reference not dealt with in this report. *Persons or organisations wishing to appear before the committee at that time are encouraged to contact the committee.*

### **LIST OF WITNESSES AT PUBLIC HEARINGS**

#### **8 August 1997**

**Department of Urban Services:** Mr Allison (Manager, Urban Structure Planning Unit, PALM) and Mr Gill (Supervising Engineer, City Services)

#### **15 August 1997**

**Lyneham/O'Connor Residents Association:** Ms Messer and Mr Coldrey

**Mr Hird MLA**

**O'Connor Ridge Park Care Group:** Ms Rowland and Mr Wasteney

**Lyneham/Bruce Sport and Recreation Precinct Association:** Mr Barker (Chair)

**Tennis A.C.T.:** Mr Barker (President)

**Hockey Centre Inc.:** Mr Kjar (Board member)

**Mr Clark** (local resident)

**Downer Community Association:** Mr Geddes and Mr Christenson

**Conservation Council of the South East Region & Canberra (Inc.):** Dr Mees

**Kaleen Residents Group and Better Public Transport Improvement Group:** Mr Connor

***Appreciation***

1.12. The committee expresses its appreciation to those people and organisations who submitted written material and who appeared before it at the public hearings.

***The focus of this report***

1.13. In light of the above, the focus of this report is upon that term of reference dealing with Ginninderra Drive and Mouat Street and, in particular, upon the two key questions of:

- should Ginninderra Drive be extended across Southwell Park to intersect Northbourne Avenue in the vicinity of Swinden Street, Downer; and
- should the Government's proposed road works go ahead on Mouat Street.

1.14. *This report deals only with these issues. The committee expects to report at a later time on the wider issues surrounding the proposals for John Dedman Parkway.*

## **2. SHOULD GINNINDERRA DRIVE BE EXTENDED ACROSS SOUTHWELL PARK TO INTERSECT NORTHBOURNE AVENUE IN THE VICINITY OF SWINDEN STREET, DOWNER?**

2.1. The list of submissions to the committee, along with the list of those who directly addressed the committee at the public hearings, indicates the widespread interest in this inquiry. In organising its public hearings, the committee sought to hear from those persons and organisations expressing particular interest in issues surrounding the possible extension of Ginninderra Drive.

### *Views put to the committee*

2.2. A key organisation in this regard is the Lyneham and O'Connor Residents' Association [LORA], which represents local residents affected by the present problems of Mouat Street and surrounding areas. The committee acknowledges the fact that these residents have suffered from the impact of increasing levels of traffic on Mouat Street over a number of years. This reflects the fact that Mouat Street is now very much part of Canberra's arterial road system. The committee was keenly interested in LORA's views.

2.3. LORA told the committee that the extension of Ginninderra Drive is one option that should be considered, though 'it is not necessarily the right solution'.<sup>1</sup> LORA stressed the importance of taking measures that are 'strategically planned', especially in terms of taking 'some of the traffic out of the area'.<sup>2</sup>

2.4. The Lyneham/Bruce Sport and Recreation Precinct Association opposed the extension because it would detrimentally affect their plans for expanded use of the Southwell Park area.<sup>3</sup> The Association stated that 'all of the sports and recreation members... have plans to expand their facilities and/or to achieve significant increases in participation in the immediate future'.<sup>4</sup>

2.5. Further, the Association stated that all of these bodies had based their plans on the premise that no extension of Ginninderra Drive was planned.<sup>5</sup> A representative of the Hockey Centre stated that 'everything we had been led to believe did not include extension of Ginninderra Drive... [which] virtually cuts across all our objectives for the area'.<sup>6</sup>

---

<sup>1</sup> Unedited Transcript 15/8/97 p6 (Ms Messer)

<sup>2</sup> *ibid* p2 (Ms Messer)

<sup>3</sup> The Precinct Association represents eleven organisations that use the area including the ACT Racing Club, Exhibit Park, Yowani Country Club, ACT Netball, ACT Squash, Hockey Centre, ACT Archery Club, ACT Bureau of Sport, Recreation and Racing, Australian Institute of Sport, National Sports Club, Tennis ACT and Bruce Stadium.

<sup>4</sup> Unedited Transcript 15/8/97 p25 (Mr Barker)

<sup>5</sup> *ibid*

<sup>6</sup> *ibid* pp31-33 (Mr Kjar)

2.6. The committee was told that Tennis ACT is seeking planning and development approval for a \$40m redevelopment of its facility.<sup>7</sup> It hopes to obtain development approval by the end of 1997 so that construction can commence in 1998 to permit the new facility to be used by March 1999.<sup>8</sup> The Hockey Centre hopes to utilise the car parking facilities associated with the tennis development.<sup>9</sup>

2.7. Downer Community Association opposes the extension of Ginninderra Drive, arguing that it 'gives a low return and fails to address the forces generating traffic demand in the larger north'.<sup>10</sup> A representative of the Association described the extension as being 'maximum cost for almost no gain. It basically just shoves the problem across to us'.<sup>11</sup>

2.8. The Conservation Council considers that the extension should not go ahead at least until the various transport studies now underway are completed. The Council drew attention to the need for a sustainable transport policy involving a focus not just on building roads for private cars.<sup>12</sup>

2.9. Two individuals who appeared before the committee were Mr Clark (a resident of Archibald Street) and Mr Connor. Mr Clark stated that the Ginninderra Drive extension 'would take nearly all the pressure off Mouat Street'.<sup>13</sup> In contrast, Mr Connor said that the Ginninderra Drive extension 'would cause a lot of problems if it was reinstated' on the Map.<sup>14</sup>

### ***Past studies***

2.10. The committee understands that the decision to end Ginninderra Drive at Mouat Street was made in 1976 by the National Capital Development Commission. At that time, Mouat Street was the original Barton Highway. The carriageway that is now the Barton Highway was not developed until 1978.

2.11. The committee is aware that the extension of Ginninderra Drive beyond Mouat Street was exhaustively investigated by the Commonwealth Parliament's Joint Standing Committee on the ACT, which reported in May 1991 upon its assessment of the recommendations of the Gungahlin External Travel Study [GETS]. The GETS study was completed in 1990.

2.12. Although one of the recommendations of GETS was that Ginninderra Drive be extended, the Joint Standing Committee concluded otherwise. It favoured the widening of Mouat Street and installation of traffic management and calming techniques as soon as possible.

---

<sup>7</sup> *ibid* p27 (Mr Barker)

<sup>8</sup> *ibid* p28

<sup>9</sup> *ibid* p31 (Mr Kjar)

<sup>10</sup> *ibid* p38 (Mr Geddes)

<sup>11</sup> *ibid* p40 (Mr Christensen)

<sup>12</sup> *ibid* pp46-47 (Dr Mees)

<sup>13</sup> *ibid* p34 (Mr Clark)

<sup>14</sup> *ibid* p50

2.13. These recommendations were accepted by both the Commonwealth and ACT Governments. The latter took action to delete the proposed road from the Territory Plan. The Commonwealth stated that it intended to do so, but has not done so yet. The committee understands that the National Capital Authority is awaiting a convenient time to include the deletion of the road in a Variation dealing with other matters as well.<sup>15</sup>

2.14. On the Territory Plan, the present Land Use policy of the area is 'Restricted access - recreation' over much of the site (especially on the western side) and 'Urban open space' on the east and south of the site.

2.15. As part of its response to the recommendations of the Joint Parliamentary Committee, the ACT Government instituted an extensive consultation process in relation to Mouat Street. Also, the ACT Department of Urban Services commissioned a detailed local traffic study in 1995 which examined seven options for the area, including extending Ginninderra Drive. (An outline of each option is given in the following chapter.)

2.16. The subsequent report was entitled *Mouat/Ginninderra Drive Review: Final Report*.<sup>16</sup> The *Review* estimated that it would cost \$9.65m to construct the Ginninderra Drive extension and concluded that the project had a **negative** benefit/cost ratio and a **negative** net present value.<sup>17</sup> The *Review* concluded that, in relation to traffic volumes and traffic times:

[the] extension of Ginninderra Drive (with constraints on turns to/from Mouat St) will reduce traffic in Lyneham/O'Connor and on Mouat St and decrease total travel time in the study area, but will increase traffic in Watson/Downer.<sup>18</sup>

2.17. The recommendations of the *Review* went to Government in November 1996 and were accepted with one modification, namely, that widening Mouat street was not supported. This issue is considered further in the following chapter.

### ***The committee's view***

2.18. The committee observes that the bulk of evidence put before it the public hearings was to the effect that extending Ginninderra Drive to Northbourne Avenue had dubious merit. The committee takes careful note of LORA's caution about whether such an extension would do much to solve the traffic problems of north Canberra. Further, the committee appreciates LORA's desire, and that of all who appeared before the committee, to resolve the north's traffic problems in a way that does not exacerbate traffic flows through the area.

---

<sup>15</sup> Unedited Transcript 8/8/97 p3 Mr Gill (DUS)

<sup>16</sup> The Report was prepared by R J Nairn and Partners Pty Ltd, in conjunction with W P Brown and Partners Pty Ltd and Purdon Associates Pty Ltd (July 1996).

<sup>17</sup> *Review* Executive Summary ppxii-xiii. For costings, see the *Review* p75

<sup>18</sup> *Review* Executive Summary px

2.19. Also, the committee takes seriously the comments about the effect of extending Ginninderra Drive on local sporting fields and on ACTEW's grey water sewage plant near Northbourne Avenue.<sup>19</sup>

2.20. However, in the committee's view, these are not insurmountable problems. For example, a very large area of sporting fields would still exist if the extension was built. Also, the committee considers it likely that a road carriageway could be sited to avoid the sewage plant.

2.21. The committee is sympathetic to the request by the Lyneham/Bruce Sport and Recreation Precinct Association for a quick decision on whether Ginninderra Drive should go ahead in order to facilitate plans for additional sporting facilities in the area (including on the alignment of the proposed road). Also, the committee is sympathetic to the argument that the extension would alienate a significant strip of land across Southwell Park, restrict the integration of sporting facilities in the area and constrain the further development of the Southwell Park complex, which is 'part of the north's major economic strengths'.<sup>20</sup> The committee is sympathetic to the need to promote business and tourism opportunities in all parts of Canberra.

2.22. The committee considers that one immediate consequence of extending Ginninderra Drive would be to overburden Northbourne Avenue by creating three major intersections within a very short distance of one another (the Barton Highway/Northbourne Avenue intersection, the new Ginninderra Drive/Northbourne Avenue/Swinden Street intersection, and the Mouat/Northbourne/Antill intersection).

2.23. The committee was told this would exacerbate traffic problems on Northbourne Avenue as well as encourage 'rat-running' through Phillip Avenue and Antill Street, Watson, and the other suburbs of north Canberra. In the view of a Government official:

[While] traffic coming down Ginninderra Drive straight into [the] Swinden Street [intersection]... could be managed, it is the traffic... coming south on Northbourne Avenue that would be difficult to control and limit infiltration into Phillip Avenue, especially... [as] we are already looking at Watson and Downer in the context of [a] local traffic study and trying to reduce that [through traffic]. So from the Department's point of view, the introduction of a major intersection on Northbourne Avenue had some net disbenefits in traffic terms.<sup>21</sup>

2.24. The likelihood that through traffic in the suburbs of Watson, Downer and Dickson would increase significantly if Northbourne Avenue traffic is slowed in any way appears to bear out the concern expressed by the Downer Community Association.<sup>22</sup> That is, it is possible - indeed, likely - that extending Ginninderra

---

<sup>19</sup> The Downer Community Association expressed concern about the sewage facility, which it noted was a 'Better Cities ACT Water Demonstration project' [Unedited Transcript 15/8/97 p38, Mr Geddes].

<sup>20</sup> Unedited Transcript 15/8/97 p38 (Downer Community Association: Mr Geddes)

<sup>21</sup> Unedited Transcript 8/8/97 p7 (Mr Gill)

<sup>22</sup> Unedited Transcript 15/8/97 p38 (Mr Geddes)

Drive may have the effect of favouring one group of north Canberra residents at the expense of another.

2.25. The committee is not in favour of any traffic measure which simply transfers a 'rat-running' problem from one side of Northbourne Avenue (through Lyneham, O'Connor and Turner) to another (Watson, Downer and Dickson).

2.26. An illustration of how a problem might be transferred from one area to another also involves the possible effect of extending Ginninderra Drive on the accommodation industry in north Canberra. It is possible that the motels (and a hotel) along Mouat Street will lose a significant part of their passing trade if the Ginninderra Drive extension went ahead. On the other hand, it is likely that the five bed and breakfast establishments on the service road beside Northbourne Avenue also would be affected by the extension (if it went ahead), due to problems with their traffic access off Swinden Street (and perhaps southwards towards Dickson).

### ***Conclusion***

2.27. The committee notes that, while there is no declared intention by either the A.C.T. or Commonwealth Government to construct the Ginninderra Drive extension, the issue has become topical in recent months. It has been brought into this committee's deliberations because it links to what might happen to Mouat Street and, ultimately, to proposals for the John Dedman Parkway.

2.28. The committee would like it noted that it has no power to resolve the issue - it can only make recommendations to the Assembly and to the Government. Only the Government has the power to initiate a Variation to the Territory Plan to permit any extension of Ginninderra Drive to go ahead. The process of finalising a Plan Variation is complex and would involve many months of public consultation and analyses. To decide to go down this path would be a major reopening of the issue, which could only be justified if very substantial evidence exists to show that Ginninderra Drive should be extended.

2.29. In this regard, the committee acknowledges the work of the Joint Standing Committee on the ACT. Members of the Standing Committee on Planning and Environment would be reluctant to go against the findings of that committee unless compelling evidence was brought forward. Therefore, members of this committee have looked hard for such evidence.

2.30. The committee acknowledges that the expenditure of \$9.65m on the extension could be justified if it solved the problems of the whole area. But, after careful examination of the evidence, the committee concludes that such expenditure *is not warranted*. In fact, it is possible that extending Ginninderra Drive would generate even more problems than it might solve.

2.31. The committee has reached this conclusion for several reasons. *First*, the cost of the extension is not matched by the benefits. *Second*, the extension would cause major problems on Northbourne Avenue. *Third*, it would simply transfer the problem

of 'rat-running' from one side of Northbourne Avenue to the other. *Fourth*, it does not provide a long-term solution to the traffic problems of north Canberra.

2.32. In short, the committee considers there is not sufficient evidence existing to justify the committee recommending to Government that the whole issue of extending Ginninderra Drive be reopened.

### **3. SHOULD THE GOVERNMENT'S PROPOSED ROAD WORKS GO AHEAD ON MOUAT STREET?**

#### *The Government's proposed roadworks*

3.1. The Government's proposed roadworks are, essentially, 'safety improvements at the intersection of Mouat and Brigalow Streets and [at] Mouat and Archibald Streets'. The former involves installing traffic lights; the latter involves providing a separate right turn for traffic turning right into Archibald Street off Mouat Street.<sup>23</sup>

3.2. The cost of installing traffic lights at Mouat and Brigalow Streets is 'in the order of \$700,000 which is not currently identified in any existing Capital Works Program'. The cost of improvements at Archibald and Mouat Streets is \$50,000.<sup>24</sup> This amount is not currently provided in any expenditure program but is listed for funding under the Federal Government's 'Black Spot' Program.<sup>25</sup> A decision on whether the roadworks would be funded under that Program had not been made at the time this report was presented to the Legislative Assembly.

3.3. The committee understands that designs for the Government's proposed roadworks have been prepared.

#### *Views put to the committee*

3.4. The Lyneham and O'Connor Residents' Association [LORA], while stating that 'something needs to be done in the immediate future'<sup>26</sup> and 'we do not see that residents should have to cope with the problems that are there' for the ten years or more before Dedman or some other route or solution is built<sup>27</sup>, nevertheless considers that 'putting traffic lights on Mouat Street... is a knee jerk reaction and does not solve the problems as a whole'.<sup>28</sup>

3.5. LORA considers that traffic will not be deterred from turning into Brigalow Street by a wait at the traffic lights.<sup>29</sup> Also, the traffic lights might encourage commuters to enter Mouat Street (in a northbound direction) via Archibald Street (having travelled from the city by Miller or other Streets).<sup>30</sup> Further, LORA considers that traffic lights are not the answer for pedestrian crossings, in large part because pedestrians want to cross Mouat Street at points other than the intersection with Brigalow Street - and bus stops are not conveniently placed.<sup>31</sup> In short, LORA's view is that:

---

<sup>23</sup> Unedited Transcript 8/8/97 pp7-8 (Mr Gill)

<sup>24</sup> *ibid* p8 (Mr Gill).

<sup>25</sup> *ibid* p10

<sup>26</sup> Unedited Transcript 15/8/97 p2 (Ms Messer)

<sup>27</sup> *ibid* p8 (Ms Messer)

<sup>28</sup> *ibid* p2 (Ms Messer)

<sup>29</sup> *ibid* p3 (Ms Messer)

<sup>30</sup> *ibid* p4 (Ms Messer)

<sup>31</sup> *ibid* p5 (Ms Messer)

I do not think it takes traffic out the area; I think it frustrates drivers; I do not think it provides an adequate access for pedestrians; it does not reduce infiltration into the suburbs, in fact, [it] increases [this].<sup>32</sup>

3.6. Another witness at the public hearings, Mr Connor, also did not favour traffic lights, stating they 'would only complicate the problems in regard to Mouat Street'.<sup>33</sup>

### *Past studies*

3.7. The committee has already noted that the Joint Standing Committee on the ACT recommended that Mouat Street be widened and that traffic management and calming measures be introduced. The ACT Government subsequently endorsed these recommendations but action has been deferred for various reasons.

3.8. In relation to the nature of possible roadworks along Mouat Street, the *Mouat/Ginninderra Drive Review: Final Report* concluded as follows:

Installation of signals at the Brigalow/Mouat intersection will reduce traffic in the Lyneham/O'Connor sub-area and increase the area's safety and amenity. They will cause a marginal change in travel time for the total study area. They will also significantly reduce the traffic volume on Mouat Street (by about ten per cent), some of which would divert to Archibald Street unless turn restrictions are applied at Archibald/Mouat.

Turn restrictions at Archibald Street will reduce traffic in the adjacent local streets, but will marginally increase travel time in the total study area.

Restriction of movements through Ellenborough Street, to encourage use of the Barton Highway, will reduce traffic in Lyneham/O'Connor but significantly increase travel times in both the Kaleen/Giralang area and the total study area.

Duplication of Mouat Street will increase traffic from the levels which will occur if the Brigalow/Mouat intersection is signalised... However, the net effect of signalising Brigalow/Mouat and duplicating Mouat Street will be to reduce Mouat traffic... by several per cent.

A 'package' involving Mouat Street duplication or realignment, Brigalow/Mouat signals and Archibald restriction (to avoid dispersion) is likely to cause a marginal change in vehicle volumes on Mouat Street.

Realignment of Mouat Street will have comparable impacts to its duplication... but has better physical and social impacts...

It can be concluded that duplication or realignment of Mouat Street, together with the installation of signals at the Brigalow/Mouat intersection, is likely to provide the best traffic conditions for the total study area, particularly as travel demand increases... Turn restrictions at

---

<sup>32</sup> ibid p6 (Ms Messer)

<sup>33</sup> Unedited Transcript 15/8/97 p50

Archibald/Mouat intersection are also desirable, to increase road safety and local residential amenity.<sup>34</sup>

3.9. The *Review* went on to recommend that the Government construct the proposed works in the 1998/1999 financial year, namely, installation of signals at Brigalow/Mouat and turn restrictions at the Archibald/Mouat intersection.<sup>35</sup>

3.10. The *Review* estimated the cost of the various options examined in the study. Each of these options incorporated signalling the intersection of Brigalow/Mouat Streets (which the *Review* estimated would cost \$650,000).<sup>36</sup> The cost of the options (including signals at Brigalow/Mouat) were:

- to restrict access to Archibald Street (placing turn bans to restrict turns into this street) - cost \$700,000;
- to restrict access to Ellenborough Street (by reconstructing and signalling the two intersections to direct traffic towards the Barton Highway) - cost \$2.46m;
- to duplicate Mouat Street - cost \$2.7m;
- to realign Mouat Street by 'shaving off' the corner at Brigalow Street - cost \$4.1m (which includes expenditure of \$900,000 to upgrade the intersection of Northbourne Avenue and Antill );
- extending Ginninderra Drive (\$9.65m - considered in the preceding chapter); and
- construct a new road between the Barton Highway and the proposed Dedman Parkway, involving the closure of Ginninderra Drive and Ellenborough Street to the east of that new road) - cost \$8.78m.<sup>37</sup>

3.11. The *Review* found that:

duplication or realignment of Mouat Street, together with the installation of signals at the Brigalow/Mouat intersection, is likely to provide the best traffic conditions for the total study area, particularly as travel demand increases... Turn restrictions at the Archibald/Mouat intersection are also desirable, to increase road safety and local residential amenity.<sup>38</sup>

3.12. The committee was told that the recommendations of the *Review* were accepted by the Government in November 1996, with one change. The recommendation to consider widening or duplicating Mouat Street was not supported because it was considered 'of marginal benefit' in that, while 'it improved the

---

<sup>34</sup> *Review* Executive summary ppx-xi

<sup>35</sup> *ibid* pxvii

<sup>36</sup> *ibid* pvi

<sup>37</sup> *Review* pp74-75

<sup>38</sup> Executive summary pxi

capacity of Mouat Street to some extent', it essentially just meant that traffic could get to Northbourne Avenue 'slightly quicker'.<sup>39</sup>

*The committee's view*

3.13. The committee considers that the Brigalow/ Mouat intersection will always be awkward for motorists and traffic planners, no matter what changes are made to it. In large part, this reflects the fact that Mouat Street has become a major arterial road over the years, being used by traffic from all over Canberra, and not just by local traffic. As the original alignment of the Barton Highway, the road is not equipped to handle the volume of traffic now using it.

3.14. Also, Lyneham itself has changed over the years. It now has numerous schools along with retirement homes, churches and other community facilities. Further, the area has strong links to Dickson and the area on the eastern side of Northbourne Avenue.

3.15. Further, the committee is aware that a long-term solution to the traffic problems of north Canberra is tied up with consideration of the Dedman Parkway proposal and other measures such as promoting public transport from Gungahlin. These broader issues will be addressed in a further report by this committee on its many terms of reference.

3.16. *Taking into account all the evidence, the committee considers that the installation of traffic lights at the Brigalow/Mouat intersection is justified - though their timing sequence should be adjusted so as to discourage 'rat running' through Brigalow Street, Wattle Street and other streets of Lyneham and O'Connor.*

3.17. Also to discourage 'rat-running', the committee considers that the various traffic calming measures being constructed in north Canberra should be constantly assessed to ensure that they achieve their purpose of deflecting through traffic. In this regard, the committee urges transport officials to maintain close liaison with local residents and resident associations.

3.18. If any evidence arose which cast doubt on the effectiveness of these traffic calming measures, the committee undertakes to institute a speedy review with the aim of pressuring the Government to make appropriate adjustments.

3.19. *The committee supports the proposed roadworks at the Archibald/Mouat intersection.* Again, the committee urges transport officials to constantly review the effect of the roadworks once they are constructed. It is possible that a need may arise to prohibit traffic turning right off Mouat Street at certain peak times - but any such measure has to take account of the needs of coaches turning into the motel at this intersection and of buses turning into Lyneham (the committee understands that it would not be easy to identify alternative bus routes).

---

<sup>39</sup> Unedited Transcript 8/8/97 p6 (Mr Gill)

3.20. The committee makes the observation that, if at some time in the future it is decided to widen Mouat Street, consideration might well be given to extending the present cul-de-sac off Brigalow Street that permits access to some of the homes on Mouat Street to *all* of these houses.

3.21. In relation to noise attenuation measures, the committee heard that the 12 homes along Mouat Street are experiencing noise slightly 'in excess of the existing guidelines'.<sup>40</sup> The committee considers there is a case for the Government offering to fund some noise attenuation measures at these homes, given that the traffic volumes along Mouat Street are not going to decrease. One possible measure is double-glazing their front windows.

3.22. In relation to traffic on Mouat Street that originates on Ellenborough St (such as from Kaleen residents and from motorists turning off Barton Highway onto the Ellenborough access road and then onto Ellenborough itself), the committee notes that such movement is associated with developments affecting the Barton Highway - especially the opening of Gungahlin Drive in October or November this year. This will see more motorists entering the Barton Highway, at least some of whom will seek to turn onto Ellenborough St and hence onto Mouat Street.

3.23. The committee was told that Government officials consider 'there is a need for Ellenborough Street to be realigned [and] connected to the Barton Highway with a new intersection [involving traffic lights] on the Barton Highway' - but that 'this is likely to happen probably four of five year from now in terms of the Federal Government's priority'.<sup>41</sup> (The Barton Highway is a federally-funded road, being part of the National Highway network.<sup>42</sup>) But the Gungahlin Drive traffic would justify the duplication at an earlier stage than 2001.<sup>43</sup>

3.24. The Government officials estimated that widening Barton Highway will cost \$11m, and the roadworks in the vicinity of Ellenborough Street will cost about \$2m.<sup>44</sup>

3.25. The committee considers it is imperative to put pressure on the Federal Government to duplicate the Barton Highway earlier than 2001. The need for such duplication was stated by LORA<sup>45</sup> and the Downer Community Association.<sup>46</sup>

3.26. Finally, the committee voices its support for the roadworks proposed this year at the intersection of Mouat/Antill/Northbourne. These roadworks will provide for an extra lane going north and south on Northbourne Avenue and an extra lane out of Antill Street onto southbound Northbourne Avenue; there are no improvements planned for Mouat St itself).<sup>47</sup> The committee was told that the 'the focus is really

---

<sup>40</sup> *ibid* p15 (Mr Gill)

<sup>41</sup> *ibid* p12 (Mr Gill)

<sup>42</sup> *ibid* p13 (Mr Gill)

<sup>43</sup> *ibid* p12

<sup>44</sup> *ibid* p13

<sup>45</sup> Unedited Transcript 15/8/97 p10 (Ms Messer)

<sup>46</sup> *ibid* p40 (Mr Geddes)

<sup>47</sup> Unedited Transcript 8/8/97 p12 (Mr Gill)

improving access north/south on Northbourne Avenue in response to developments in Gungahlin, recognising that Dickson has grown to some extent [but] with no proposed improvements or capacity enhancements on the Mouat Street side'.<sup>48</sup>

---

<sup>48</sup> *ibid*

#### **4. CONCLUSION**

4.1. The committee appreciates the complexity of issues surrounding the possible extension of Ginninderra Drive and the proposed roadworks on Mouat Street. For reasons set out in this report, the committee considers the time has come to face up to these difficult issues and make some clear decisions.

4.2. The committee considers its report satisfies that part of the resolution of the Legislative Assembly of 10 April 1997 affecting this committee, namely, that the Government *not* proceed with the installation of traffic lights at the corner of Mouat and Brigalow Streets or other associated roadworks on Mouat Street until the committee has reported.

4.3. The committee considers that the obligation is now upon the Government to quickly respond to this report so that the Assembly can debate the matter.

#### ***Recommendations***

4.4. The committee recommends that the ACT Government:

- *request the Federal Government to promptly delete the Ginninderra Drive reservation from the National Capital Plan;*
- *adjust its current Capital Works Program to facilitate an immediate start on the installation of traffic lights at the Mouat/Brigalow intersection and the placement of turn restrictions at Archibald/Mouat Streets (costing approximately \$750,000 in total);*
- *urgently write to the Federal Government to request that it advance its timing for the Barton Highway to be duplicated, particularly in light of increased traffic using that road once Gungahlin Drive is opened in the near future; and*
- *consider funding some noise attenuation measures in homes fronting Mouat Street, given that the traffic volumes along that street are not going to decrease.*

Michael Moore MLA  
Chair  
29 August 1997

**APPENDIX A: RESOLUTIONS OF THE LEGISLATIVE ASSEMBLY  
BEARING ON THE COMMITTEE'S TERMS OF REFERENCE**

**Resolution of 19 February 1997:**

That, in line with the recommendations of the Report on Gungahlin's Transport Links by the Parliamentary Joint Committee on the A.C.T., the Government not make any decision on the route and timing of the proposed John Dedman Parkway until the Government has reported to the Planning and Environment Committee on, and the Committee has responded to the Assembly on, the Government's proposals with respect to the following:

- (1) the completion of the Future Public Transport Options Study initiated in response to the Joint Committee's Report and acted on its recommendations;
- (2) the development and implementation of a detailed strategy of measures to facilitate the use of public transport and other non-car modes of transport by Canberra residents, particularly including Gungahlin residents;
- (3) travelling between Gungahlin and Civic or other southern destinations, such as by encouraging employment opportunities in Gungahlin and restricting employment growth in Civic;
- (4) the development of a plan for a possible eastern ring road from Gungahlin and the Barton Highway to Central Canberra and the Monaro Highway via an upgraded Majura Road, to complement the public transport system.

**Resolution of 20 February 1997:**

That:

- (1) the Standing Committee on Planning and Environment undertake a wide-ranging inquiry into the future route of the John Dedman Parkway;
- (2) this inquiry should take into account the results of the current Maunsell study, the Government's response to it, other transport inquiries held in the A.C.T., the impact of the proposal on other arterial roads and other relevant matters;
- (3) the Committee announce the formal terms of reference of the inquiry and the date of reporting during the May Assembly sittings.

**Resolution of 10 April 1997:**

That:

(1) the inquiry by the Standing Committee on Planning and Environment into the future route of the John Dedman Parkway include an examination of:

- (a) the existing traffic levels on Ginninderra Drive and Mouat Street Lyneham;
  - (b) the impact on the traffic levels on these roads of any transport proposals arising out of the Maunsell Study of the Committee's Inquiry; and
  - (c) the benefits and costs (including the impacts on other North Canberra suburbs) of extending Ginninderra Drive to Northbourne Avenue as a means of alleviating current and predicted future levels on Mouat Street;
- (2) the Government not proceed with the installation of traffic lights at the corner of Mouat and Brigalow Streets or other associated roadworks on Mouat Street until the Standing Committee has reported on its Inquiry and the Government's response has been debated in the Assembly.