

LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY

*DRAFT VARIATION TO THE TERRITORY PLAN FOR WATSON
SECTIONS 61-64, 72, 74, 76, 79, 80 AND 83 (NORTH WATSON)*

**REPORT NO.20 OF THE STANDING COMMITTEE ON PLANNING,
DEVELOPMENT AND INFRASTRUCTURE**

FEBRUARY 1994

***STANDING COMMITTEE ON PLANNING, DEVELOPMENT AND
INFRASTRUCTURE***

On 27 March 1992 (at the commencement of the Second Assembly) the Legislative Assembly established a Standing Committee on Planning, Development and Infrastructure:

to 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... relating to planning, land management, transport, economic development, commercial development, industrial and residential development, infrastructure and capital works, science and technology.

The Assembly also authorised the Committee to 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, if the Assembly is not sitting when the Committee completes 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 204 of the *Land (Planning and Environment) Act 1991*.

Committee Membership

Mr David Lamont (Chairman)

Mr Trevor Kaine (Deputy Chairman)

Mr Tony De Domenico

Ms Annette Ellis

Ms Helen Szuty

Secretary: Mr Rod Power

Preface

This report of the Standing Committee on Planning, Development and Infrastructure is into the draft Variation to the Territory Plan for Watson Sections 61-64, 72, 74, 76, 79, 80 and 83 (North Watson).

The report reflects the detailed consideration by the Committee of the draft Variation over the past six months.

The report is organised into twelve chapters. Unlike the Committee's usual reports on draft Variations, the Committee's findings and recommendations are contained in the body of the text. They are shown in bold italic print and are gathered together in the final Chapter of the report.

I want to thank my colleagues on the Committee for their careful consideration of the issues, and - on behalf of all Members of the Committee - thank those members of the public and government officials who appeared before the Committee and who submitted papers to the inquiry.

As this is the last report by the Committee with which Mr Trevor Kaine MLA (Deputy Chairman) is associated, I take the opportunity to thank him for his valued contribution to the work of the Committee over the past two years.

David Lamont MLA
Chairman

18 February 1994

TABLE OF CONTENTS

	Page
<i>Preface</i>	
CHAPTER 1: DESCRIPTION OF THE DRAFT VARIATION	1
CHAPTER 2: ACTIVITY BY THE COMMITTEE	6
CHAPTER 3: SUBMISSIONS	8
CHAPTER 4: KEY ISSUES	13
CHAPTER 5: THE DRAFT VARIATION PROCESS	14
CHAPTER 6: THE CONSULTATION PROCESS AND ITS RESULTS	17
CHAPTER 7: THE POLICY OF URBAN INFILL	25
CHAPTER 8: THE NORTH CANBERRA AREA STRATEGY	28
CHAPTER 9: FINANCIAL VIABILITY OF THE DRAFT VARIATION	32
CHAPTER 10: THE USE OF DEFINED LAND PROVISIONS	41
CHAPTER 11: THE IMPACT OF THE PROPOSAL ON THE ACT'S TOURIST POTENTIAL	42
CHAPTER 12: RECOMMENDATION	46
<u>Appendix A: Witness List</u>	48
<u>Appendix B: List of Submissions</u>	50

CHAPTER 1: DESCRIPTION OF THE DRAFT VARIATION

1.1 This is a report to the Legislative Assembly by the Standing Committee on Planning, Development and Infrastructure in accordance with the procedures set out in the *Land (Planning and Environment) Act 1991*. These procedures are outlined in some detail in the body of this report.

1.2 The subject of this report is the draft Variation to the Territory Plan for Watson Sections 61-64, 72, 74, 76, 79, 80 and 83 (North Watson).

1.3 The full documentation associated with the draft Variation consists of the following papers:

- the Minister's referral of the papers to the Committee (dated 19 August 1993);
- submission by the Chief Planner to the Executive (dated 19 August 1993);
- draft Variation to the Territory Plan for Watson Sections 61-64, 72, 74, 76, 79, 80 and 83 recommended for approval (Annexe A);
- draft Variation to the Plan as notified under Section 19 of the *Land (Planning and Environment) Act 1991* (Annexe B);
- Preliminary Assessment prepared under Part IV of the Land Act (Annexe C);
- report on the issues raised in written comments concerning the draft Variation received from the public consultation process, as required by Section 24(1)(b) of the Land Act (Annexe D);
- report on consultation between the ACT Planning Authority and the National Capital Planning Authority in accordance with Section 24(1)(c) of the Land Act (Annexe E);
- report on consultation between the Planning Authority and the Heritage Council (Annexe F);
- summary of the Planning Authority's compliance with the requirements of the *Land (Planning and Environment) Act 1991* (Annexe G).

1.4 The land affected by the draft Variation is bounded by the Federal Highway, Antill Street and the Stirling Avenue road reservation. It totals approximately 123 hectares.

1.5 The existing land use for the entire area is 'entertainment, accommodation and leisure'. This land use permits a range of commercial tourist activities including motels, caravan parks, camping grounds, cafes, service stations and indoor/outdoor recreation facilities.

1.6 Figure 1 shows the existing activities in the area affected by the draft Variation. These activities include motels, caravan park, Crafts Council centre, the Youth With a Mission educational facility, ACT City Parks turf nursery, organic growers centre, television studios, polo-cross centre, horse stables and residence. There are also areas of land used occasionally for grazing.

1.7 Figure 2 shows the land uses outlined in the draft Variation. Essentially, the draft Variation proposes to add the following land uses to those presently permitted: 'residential', 'community facility', and expand the 'urban open space' area.

1.8 Residential development would be permitted on Sections 62, 79, 80, 72 and 64 (part). The existing Crafts Council facility on Watson Section 62 Block 3 would be designated as a 'community facility' if the draft Variation goes ahead, and Stirling Avenue between Aspinall Street and Antill Street would be de-gazetted to become 'urban open space'. At present, the whole length of Stirling Avenue is a road reservation.

1.9 The draft Variation would retain the existing land uses along the Federal Highway on Sections 61 (part), 76, 63 and 74, as well as on Antill Street [Section 64 (part)]. However, the draft Variation would permit residential development also on these Blocks.

1.10 The draft Variation would see the present Aspinall Street extended to Antill Street, and it would permit the existing television stations to expand, subject to Territory approval.

1.11 Defined land provisions would apply to some of the area affected by the draft Variation, as shown in Figure 2. The areas affected by the defined land provisions are vacant government sites, and sites the leases of which are about to expire. The defined land provision does not apply to land currently leased with medium to longer term leases.

1.12 The effect of the defined land provisions is that future subdivision of this land must conform to principles and policies set out in the draft Variation. These principles and policies encompass the following:

- a maximum of 1,300 permanent dwellings;
- building height to be two storeys;
- the interface between new and existing development to be designed to maintain the existing urban amenity;
- development along the Federal Highway to conform to plans approved by the National Capital Planning Authority;
- landscaping to be in accord with a master plan designed to maximise the retention of significant trees; and

- stormwater to be handled in accordance with a management plan.

1.13 The draft Variation documentation justifies these principles and policies in the following ways:

- the maximum of 1,300 dwellings which may be constructed on sites including those identified for 'entertainment, accommodation and leisure and residential';
- the maximum two storey height limit for development throughout the North Watson area is consistent with the maximum height limit in the established areas of Watson, and also complies with the request of the National Capital Planning Authority in respect of buildings adjacent to the Federal Highway;
- the requirement to minimise the adverse impacts of existing and new developments is particularly intended to facilitate residential amenity. The interface between the established areas of Watson and North Watson would become the (de-gazetted) Stirling Avenue road reservation, which would be developed as urban open space (public parkland). The interface between the new residential and commercial/accommodation areas in North Watson would be Aspinall Street and the future Negus Crescent. The draft Variation proposes to retain a significant number of trees in and adjacent to the road reservations, and establish new buffer planting;
- the requirement for development along Northbourne Avenue to conform to plans approved by the National Capital Planning Authority (NCPA) recognises the NCPA's statutory role in oversighting the 'approach route' to the national capital. The NCPA's intention is that the area be developed principally as a tourist-related node providing a range of accommodation, including short-term accommodation (motels) and medium to long term accommodation (such as serviced apartments);
- the requirement that landscaping accord with a master plan designed to maximise the retention of significant trees will indicate how the trees to be retained will be integrated within areas of urban open space, pathways, verges or in groups with medium density developments;
- the requirement that stormwater be handled in accordance with a management plan is derived from the need to ensure that adequate provision is made for the existing stormwater flows for the overall north Watson catchment and the likely impact of the short and longer term stormwater flows generated by the North Watson proposal.

VARIATION TO THE TERRITORY PLAN

WATSON - Sections 61, 62, 63, 64, 72, 74, 76, 79, 80, and 83

Figure 2

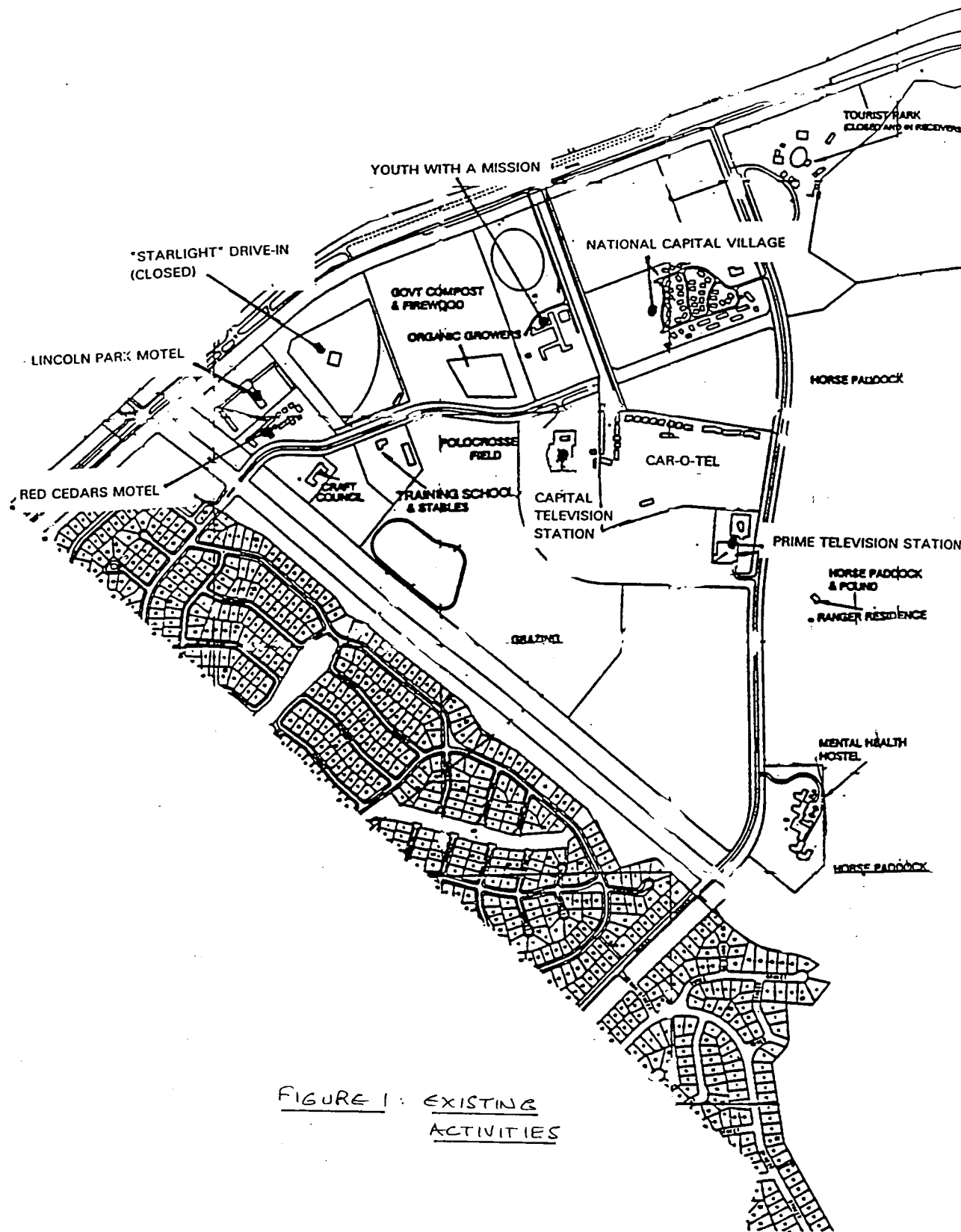
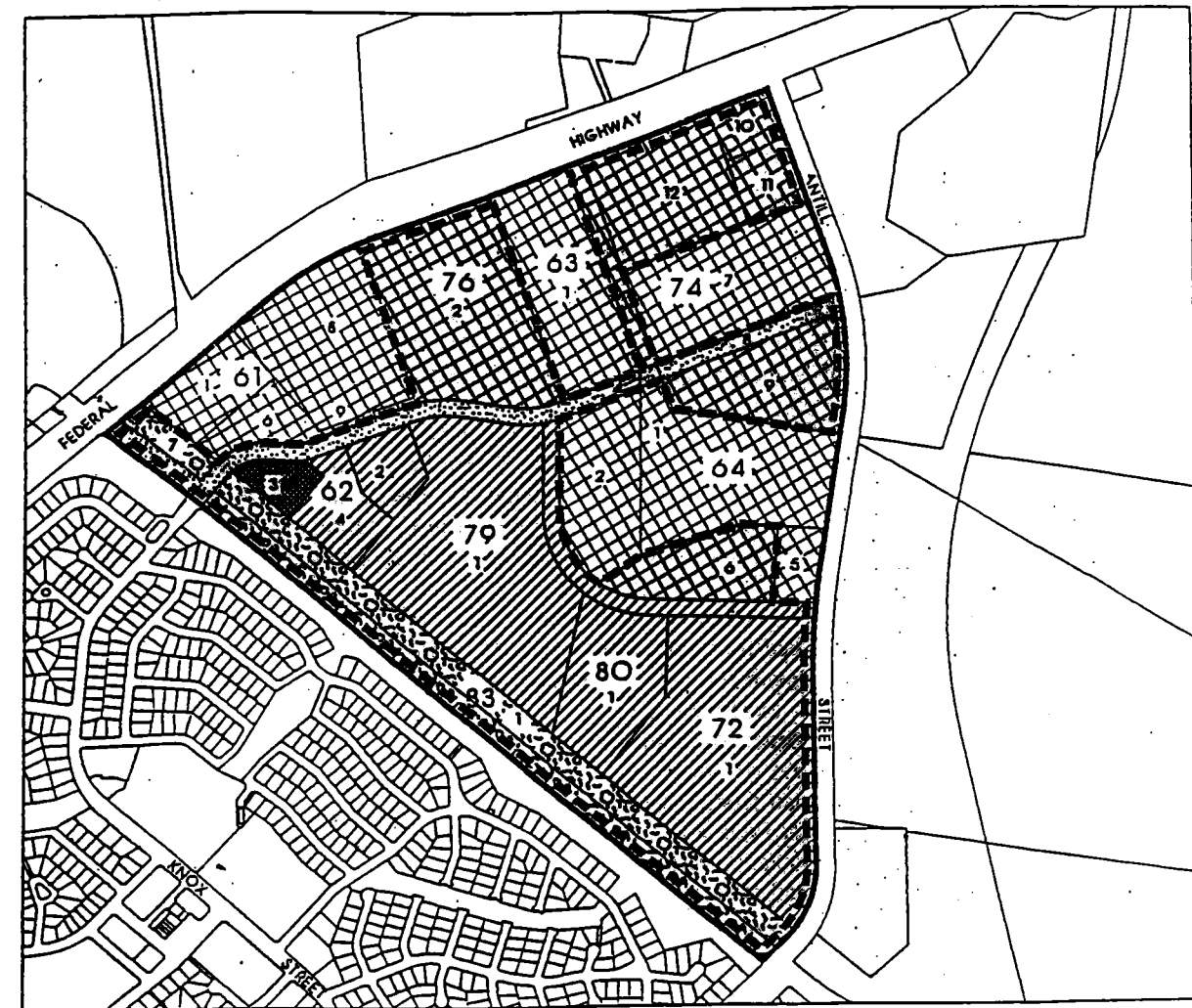


FIGURE 1: EXISTING ACTIVITIES



- AREA TO WHICH VARIATION APPLIES
- ENTERTAINMENT, ACCOMMODATION AND LEISURE AND RESIDENTIAL
- COMMUNITY FACILITY
- RESIDENTIAL
- MAJOR ROAD
- URBAN OPEN SPACE
- DEFINED LAND

0 100 200m



CHAPTER 2: ACTIVITY BY THE COMMITTEE

2.1 The Minister for the Environment, Land and Planning formally referred the draft Variation to the Standing Committee on Planning, Development and Infrastructure on 19 August 1993. The Committee met on 20 August 1993 and decided to call for public comment by the placement of advertisements in the local press. The advertisements appeared in the *Canberra Times* on Saturday 28 August, the *Chronicle* on Tuesday 31 August and the *Valley View* on Wednesday 1 September 1993. The Committee also resolved to hold public hearings on the draft Variation.

2.2 On Friday 27 August 1993 the Committee inspected the North Watson site and was briefed by the ACT Chief Planner and officers of the Department of the Environment, Land and Planning (DELP). A further inspection was carried out on 24 September 1993, this time of Majura Primary School. The Committee is grateful to the staff of Majura Primary School for facilitating this inspection at short notice.

2.3 At a meeting on 24 September 1993 the Committee resolved to seek public briefings on the North Canberra Area Strategy by officials of DELP, the ACT Housing Trust and ACT Electricity and Water. The Committee expresses its appreciation to the relevant Ministers for facilitating the appearance of these officials.

2.4 The Committee held four public hearings - on Friday 15 October, Friday 22 October, Friday 12 November and Wednesday 1 December 1993. At its first hearing the Committee examined the North Canberra Area Strategy and commenced hearing evidence from the Watson Community Association. The second hearing continued to take evidence from the Watson Community Association and heard also from a member of the public and the Conservation Council of the South-East Region & Canberra. At the third public hearing, the Watson Community Association responded to questions from the Committee and the ACT Chief Planner and officials of DELP responded to matters raised during the public hearings. At the fourth public hearing, the planners responded to questions from Members.

2.5 The Committee wishes to thank all those who appeared before it. A list of witnesses is at Appendix A.

2.6 The Committee received 110 submissions in response to its call for public comment. One of the submissions was in the form of a petition in support of the proposed development and was signed by 254 persons. 70 of the submissions comprised a standard form of words objecting to the proposal - these are identified by the notation FLO in the list of submissions at Appendix B [standing for 'form letter of objection']. Though the Watson Community Association formally made just one submission, the Committee accepted three letters from the Association as documents relevant to the inquiry and hence listed them as submissions.

2.7 In considering the draft Variation, the Committee reviewed the 27 submissions made to the Planning Authority in response to its call for public comment on the initial draft Variation released on 17 April 1993.

2.8 The Committee also considered a great amount of supplementary material gathered during the course of the inquiry. All of this material has been placed on the public record. The Committee expresses its appreciation to all the persons and organisations who responded to the Committee's request for supplementary information.

2.9 The Committee met in private session on numerous occasions following the final public hearings to consider the nature and content of this report.

CHAPTER 3: SUBMISSIONS

3.1 This Chapter summarises the main points in the submissions as the Committee understands them. The Chapter thus provides an overview of opinion on the draft Variation. The Committee wishes to stress that the summaries are indicative only and are not meant to be exhaustive. The Committee also points out that Members considered a wide range of material in addition to the submissions.

3.2 Individuals and organisations are not generally identified in this Chapter unless they appeared before the Committee as witnesses.

3.3 Submissions 1-3 are from the Watson Community Association and call for the Committee to hold public hearings on the North Canberra Area Strategy before it considers the draft Variation, in order to 'develop a set of guidelines for the consideration of large scale urban infill proposals'.

3.4 Submission 4, along with 69 other submissions (comprising form letters of objection) opposed the draft Variation because the housing component is 'too large and out of character with the rest of Watson' and will harm the environment. These form letters of objection comprise the gaps in the numbering of submissions used in this chapter.

3.5 Submission 8 supports the draft Variation.

3.6 Submission 9 opposes the draft Variation on the basis it is not required, as 'young people with families are moving into the area all the time as the older community ... are either moving out or are dying out'.

3.7 Submission 10 opposes the draft Variation because it is 'too large, takes up too much green space' and will compound problems at Majura Primary School.

3.8 Submission 58 supports the draft Variation.

3.9 Submission 66 opposes the draft Variation because 'the wide buffer strip separating the two areas is so situated as to prevent even the possibility of integration of what will eventually be two disparate communities, the smaller becoming ghetto-like and dependant on motorised transport for its neighbourhood supplies'.

3.10 Submission 67 opposes the draft Variation because it takes over land 'that has been set aside for other purposes and which provides a useful buffer zone between housing and bush'.

3.11 Submission 68 opposes the draft Variation because it will have two, three and four storey apartment blocks.

3.12 Submission 69 opposes the draft Variation.

3.13 Submission 70 opposes the draft Variation because the residential component 'is too large and sets an unsatisfactory precedent for a mixture of housing and commercial land use. It will reduce the quality of the existing suburb of Watson and cause overcrowding at the primary school'.

3.14 Submission 71 opposes the draft Variation because (in part) the signatory enjoys using the land 'as it is.'

3.15 Submission 72 opposes the draft Variation because (in part) 'there has never been any proper consultation over this issue, instead the authorities have ignored the wishes of the residents of the area'.

3.16 Submission 73 supports the proposed residential development if: '(1) at least 60 per cent of residences in the new estate [are] free standing houses on standard residential blocks; (2) no more than five per cent of the residences in the new estate [are] devoted to public housing; and (3) an additional primary school is opened in the North Canberra area'.

3.17 Submission 74 opposes the draft Variation as it is imperative that the areas 'be seen as Canberra's Tourist Gateway'.

3.18 Submission 75 is from the Minders of Tuggeranong Homestead and calls upon the Committee to hold public hearings on the North Canberra Area Strategy before considering the draft Variation.

3.19 Submission 76 supports the draft Variation and is signed by 254 persons with most giving their address in the North Canberra area.

3.20 Submission 77 is from the Downer Community Association and supports the draft Variation.

3.21 Submission 78 is from Mrs Evans and opposes the draft Variation because it threatens 'the mature eucalypt plantings that fringe old Watson' and has not followed a genuine process of consultation. the submission opposes the use of defined land provisions in the draft Variation.

3.22 Submission 79 is from Ms Nash and opposes the draft Variation because of the absence of genuine consultation, reduction in amenity for existing Watson residents, loss of potentially valuable tourist/commercial land use, existing full utilisation of current infrastructure, no savings in travel times compared to greenfields development in Gungahlin, and loss of bird life in the area.

3.23 Submission 87 opposes the draft Variation because (in part) the consultation process was a 'sham' as the Federal and ACT Governments had all along agreed to place 1,000 houses in North Watson.

3.24 Submission 88 is from the ACT Equestrian Association and supports aspects of the draft Variation including integration of Stirling Avenue into 'the overall open space system' and continuation of some existing equestrian interests. However, the Association calls for funding to be provided to enable relocation of the exercise area for users of Hackett agistment paddocks to the east of Antill Street, and for 'adequate compensation' to the Canberra Royals Polocrosse Club for its relocation (along with 'the offer of a lease of grounds on a new site').

3.25 Submission 89 is from Ms Smith and opposes the draft Variation because it will 'impose significant costs on existing residents' while providing 'no clear benefits to the ACT community'. The draft Variation also is opposed because it will result in loss of potentially valuable land (able to be used for purposes other than just residential) and the ACT Government will forego revenue of \$8m 'by the concessional betterment treatment of redevelopment at North Watson'. The defined land provisions are a further reason for opposing the draft Variation, as is the considerable costs of 'augmenting infrastructure and refurbishing facilities'.

3.26 Submission 90 is from Mr Evans and opposes the draft Variation because it has 'no strategic framework', has not considered alternative land uses, has not involved genuine consultative processes, is costly to the ACT ratepayer, is environmentally damaging, has significant traffic problems, utilises incorrect demographic data and ignores social issues. The submission calls 'the agreement between Governments to provide Federal funding for sewage and stormwater works' a 'subterfuge' in order to obtain funding for 1,000 houses. Also the submission describes the consultation process as 'characterised by dishonesty; conflict; selectivity; playing fast and loose with the rules; lack of response (to the community); and changing ground rules'. The submission states that tourist development of the ACT will be detrimentally affected by the use of land currently approved for tourist land uses as residential; and that this will mean that potential employment in North Canberra is reduced. The submission states that 'housing choice will be reduced by the draft Variation'.

3.27 Submission 91 supports the draft Variation because it 'will be a very pleasant place to live'.

3.28 Submission 99 is from Mr Dunstone and opposes the draft Variation because it 'overturns the choice made by existing residents to live in the area' in that the population mix will be altered, traffic congestion will increase, schools will be overcrowded, 'access to facilities will be worse than at Gungahlin', air and water quality will be reduced, and 'there is substantial risk for cost overruns'.

3.29 Submission 100 opposes the draft Variation because it will lead to 'open stormwater drains, the erection of more power lines' and reduction of the amenity of Stirling Avenue reserve.

3.30 Submission 101 is from the ACT Heritage Council which 'does not object to the draft variation'.

3.31 Submission 102 is from the Watson Community Association and opposes the draft Variation because it does not have the broad community support that the Chief Minister said was a prerequisite for the project going ahead, has not involved genuine consultative processes, ignores alternative land uses linked to NATEX and the Canberra Race Club, has no strategic planning context, removes predictability in relation to land planning in the ACT, utilises inappropriate defined land provisions, is inconsistent with Canberra's Y-Plan, will disadvantage the new residents, and 'will result in a substantial extra loss to the taxpayer and the ACT'.

3.32 The submission states that the reason for this financial result is that 'augmentation and interest costs exceed any interest savings from deferring Gungahlin'; as well, stormwater and sewage costs are likely to blow out. In addition, the interest cost of bringing forward sewage augmentation from when it would be required for Gungahlin are 'an extra \$2m' and 'the Department has inflated the required infrastructure costs of Gungahlin development some 65 per cent compared to previous estimates so North Watson is made to appear cheaper'. Further, the submission states that the 'off-site costs' of developing North Watson are significantly underestimated (such as costs to ACTEW, Education Department, Department of Urban Services for road works, etc) and are about the same as for a comparable suburb in Gungahlin. The submission also states that the ACT Government will forego future revenue by developing North Watson as compared to a green fields site in Gungahlin. The submission states that housing enjoys 'a concessional betterment regime' denied to commercial land developers.

3.33 The submission states that Majura Primary School will be disadvantaged by the draft Variation in that traffic congestion will increase, behavioural problems will worsen and student alienation will increase. Also, the submission states that the draft Variation will 'force the poor out, or prevent them from entering the housing market'. The submission considers the Canberra Nature Park at Mount Majura will be adversely affected by 'increased residential use', and Stirling Avenue reserve will be degraded.

3.34 Submission 103 opposes the draft Variation at least until a local area traffic management study has been done.

3.35 Submission 104 seems to support the draft Variation while urging more open space in the medium density area of the proposed development.

3.36 Submissions 105 and 106 support the draft Variation.

3.37 Submission 107 opposes the draft Variation because it is 'clearly out of character with the adjacent suburbs of Watson, Hackett and Downer'. The submission considers the land is 'most valuable' for tourist and leisure activities rather than residential land uses.

3.38 Submission 108 is from the North Duffy/Holder Residents' Action Group and seems to oppose the draft Variation on the basis of a general objection to the 50/50 urban renewal program.

3.39 Submission 109 opposes the draft Variation.

3.40 Submission 110 supports the draft Variation because it might 'liven up' Watson. It also states that the area proposed for development 'has always been a site awaiting appropriate development' (such as of mobile home parks).

CHAPTER 4: KEY ISSUES

4.1 The Committee has sifted through the great amount of oral and written evidence, both made available to it in an effort to identify the key issues arising out of the draft Variation for North Watson. These issues are listed below, along with a brief explanation of why the Committee considers them to be important.

4.2 *The draft Variation process* is a key issue, in that some submissions and public comment indicate that the procedure for handling draft Variations is not well understood - and this may have led to some needless confusion.

4.3 *The consultation process and its results* is a key issue because of widely differing claims about the integrity and findings of the consultative process.

4.4 *The policy of urban infill* is a key issue because North Watson is seen as one part of a general policy of urban infill in the ACT, which itself is justified as leading to significant savings for Government over similar development in a greenfields location such as Gungahlin.

4.5 *The North Canberra Area Strategy* is seen by some submitters as a key issue because the North Watson draft Variation is one important strand of that Strategy. It has to be said, however, that the proposals contained in the draft Variation for North Watson are not themselves dependent on implementing the North Canberra Area Strategy. That is to say, the proposals contained in the draft Variation could be implemented even if the North Canberra Area Strategy did not exist.

4.6 *The financial viability of the draft Variation* is a key issue because of the widely differing claims made by DELP and the Watson Community Association about the viability of the proposed development and its effect upon government finances.

4.7 *The use of defined land provisions* is a key issue because it means that the public has no opportunity to formally comment on the detailed implementation of the draft Variation or any changes that take place after the completion of the subdivision. Therefore, it becomes all the more important to get the draft Variation 'right' especially in determining the policies and procedures governing subdivision of the land if the proposal goes ahead.

4.8 *The impact of the proposal on the ACT's tourist potential* is a key issue because of the fact that the draft Variation would add other land uses to those presently permitted in the area. Hence, it is argued by some submitters that the ACT would lose in the long run if the proposal goes ahead because these additional land uses would constrain the tourist potential presently existing in the area.

4.9 Each of the above issues is examined in succeeding chapters of the report. The final chapter gives the Committee's recommendations.

CHAPTER 5: THE DRAFT VARIATION PROCESS

5.1 The draft Variation process is a statutory process set out in the *Land (Planning and Environment) Act 1991*. The process is very specific. It governs the way that DELP, the Minister for Planning, and the Standing Committee on Planning, Development and Infrastructure handle any proposal to alter the Territory Plan.

5.2 The Committee would have been greatly concerned if the process had not been followed in the North Watson draft Variation. Therefore, the Committee has compared the relevant provisions of the *Land (Planning and Environment) Act 1991* with the process followed in the North Watson draft Variation - see below.

PROVISIONS OF THE LAND (PLANNING AND ENVIRONMENT) ACT 1991	THE PROVISIONS AS THEY APPLY TO THE DRAFT VARIATION FOR NORTH WATSON
For proposals having significant environment impact, the relevant Minister can direct that a Preliminary Assessment [PA] be undertaken before the draft Variation [dv] is prepared	ACTPA prepared a PA at the direction of the Minister. This was released for public comment in November 1992 and concluded 'there are no major constraints to the development of North Watson for residential purposes as proposed, providing that appropriate planning and development principles are adopted, and that adequate control is maintained over the subdivision and building design' [dv, Annexe C]
ACTPA to prepare the dv having regard to: - the provisions of the <i>Metropolitan Canberra Policy Plan</i> (1984);	The dv notes that the <i>Metropolitan Canberra Policy Plan</i> (1984) identified North Watson as a special tourist/commercial area permitting 'a range of commercial uses including motels, caravan parks, commercial tourist attractions and entertainment facilities' [dv Annexe B]
- comments of the ACT Conservator of Wildlife;	ACT Conservator of Wildlife made no recommendation in relation to the proposal [dv, Annexe B]
- comments of the ACT Heritage Council;	ACT Heritage Council did not oppose the dv though it raised two specific queries concerning the presence on the site of the striped legless lizard and the heritage significance of some trees [dv, Annexe F]
- contents of any relevant environmental report, relevant inquiry or other relevant report	ACTPA prepared the dv taking account of the findings of the PA referred to above

ACTPA to advertise the draft Variation and call for public comment. This is not required for those few draft Variations which have the sole purpose of correcting a formal error in the Plan; or which, if approved, would not affect the rights of any person in a manner prejudicial to that person'.	ACTPA released the dv for public comment on 17 April 1993
ACTPA to consult the National Capital Planning Authority [NCPA]	NCPA raised no objections to the development 'provided the nature and quality of development abutting the Federal Highway conforms to the Development Control Plans of approach routes to the National Capital, and that development fronting an approach route be kept to a maximum of two storeys' [dv, Annexe E]
ACTPA to advertise that written submissions made in response to the invitation to comment are available for public inspection.	ACTPA advertised on 22 May 1993 that the comments received were available for public perusal. ACTPA received 27 written responses to its call for public comment on the dv and prepared a report on the issues raised by the public [dv, Annexe D]
ACTPA to review whether it wishes to proceed with the dv in light of comments from the above bodies; if so, then ACTPA is to submit the dv and associated papers to the Executive (that is, to the Government)	ACTPA reviewed the proposed development in light of the above comments and submitted a revised dv to the Executive on 19 August 1993
ACTPA to advertise that the papers submitted to the ACT Executive are available for public inspection	ACTPA advertised on 21 August 1993 that the documents submitted to the ACT Executive were available for public perusal
Executive to refer the dv to an appropriate committee of the Legislative Assembly within 28 days of receiving the draft Variation. For this purpose, the Standing Committee on Planning, Development and Infrastructure is considered the appropriate Committee	Executive referred the dv to the Standing Committee on Planning, Development and Infrastructure on 19 August 1993 with a covering letter from the Minister addressing some of the issues raised during the draft Variation process
Committee to report to the Legislative Assembly	The present report marks this step in the process

Executive to then make a decision on the dv having regard to the recommendations of the committee (note that the Executive can approve the dv, return the dv to the ACTPA for further work, defer the dv or withdraw the dv)	These steps follow presentation of the Committee's report to the Assembly
if the Executive approves the dv, then it is to arrange for its tabling in the Legislative Assembly within five sitting days of its approval by the Executive	
the Legislative Assembly is to consider any motion to reject the Variation in whole or in part which is moved within five sitting days of tabling;	
if the Variation is not rejected, then the Minister is able to take action to gazette the commencement date of the Variation.	

5.3 The Committee concludes as a result of this assessment that the process outlined in the *Land (Planning and Environment) Act 1991* was followed in handling the draft Variation for North Watson. However, the Committee notes community concern in connection with the process and this is taken up later in this report.

5.4 The Committee's intention is that the above assessment will facilitate public understanding of the process required to be followed under the present legislation when a proposal to alter the Territory Plan is brought forward.

5.5 *Where dissatisfaction remains with the implementation of the process or the process itself, the Committee encourages people to convey that dissatisfaction in the form of a submission to the Committee's current inquiry into ACT planning legislation, the terms of reference being:*

to inquire into and report on possible changes to the planning legislation in the ACT, taking into account the comments contained in the Todd Report and an undertaking by the Legislative Assembly to review the planning legislation once it had been in operation for some time, and noting also that the Committee's report on the Draft Territory Plan made reference to the need for a review of the planning legislation.

5.6 The inquiry into ACT planning legislation commenced in June 1993. Submissions to the inquiry will be received up to the end of February 1994 and the Committee expects to hold public hearings sometime after that date. It is anticipated the Committee will report to the Legislative Assembly by mid-1994.

CHAPTER 6: THE CONSULTATION PROCESS AND ITS RESULTS

6.1 Several submissions severely criticised the consultation process associated with the North Watson draft Variation. The Watson Community Association called the consultation process 'seriously flawed', commenting that:

the department's approach to the consultation process for North Watson can be characterised by lack of complete honesty ...; conflict ...; selectivity ...; playing fast and loose with the rules ...; lack of response to the community ...; changing ground rules ...¹

6.2 Mr Evans of the Community Association stated that the consultation process 'has basically left the community out'.² This degree of criticism is seen by the Committee as a serious issue which needs to be addressed.

6.3 The changes made to the original proposal are shown in the accompanying Figures 3-6. Figure 3 shows the area proposed for development by the Minister for the Environment, Land and Planning when announcing that North Watson had been identified as a site for urban infill (or renewal) in September 1992. Figure 4 shows the revised area proposed for development following detailed investigations by the Planning Authority and meetings of the Authority in October and November 1992 with representatives of local residents, environmental, equestrian, business and industry groups, churches, schools, service clubs and the current lessees and users of the North Watson area.

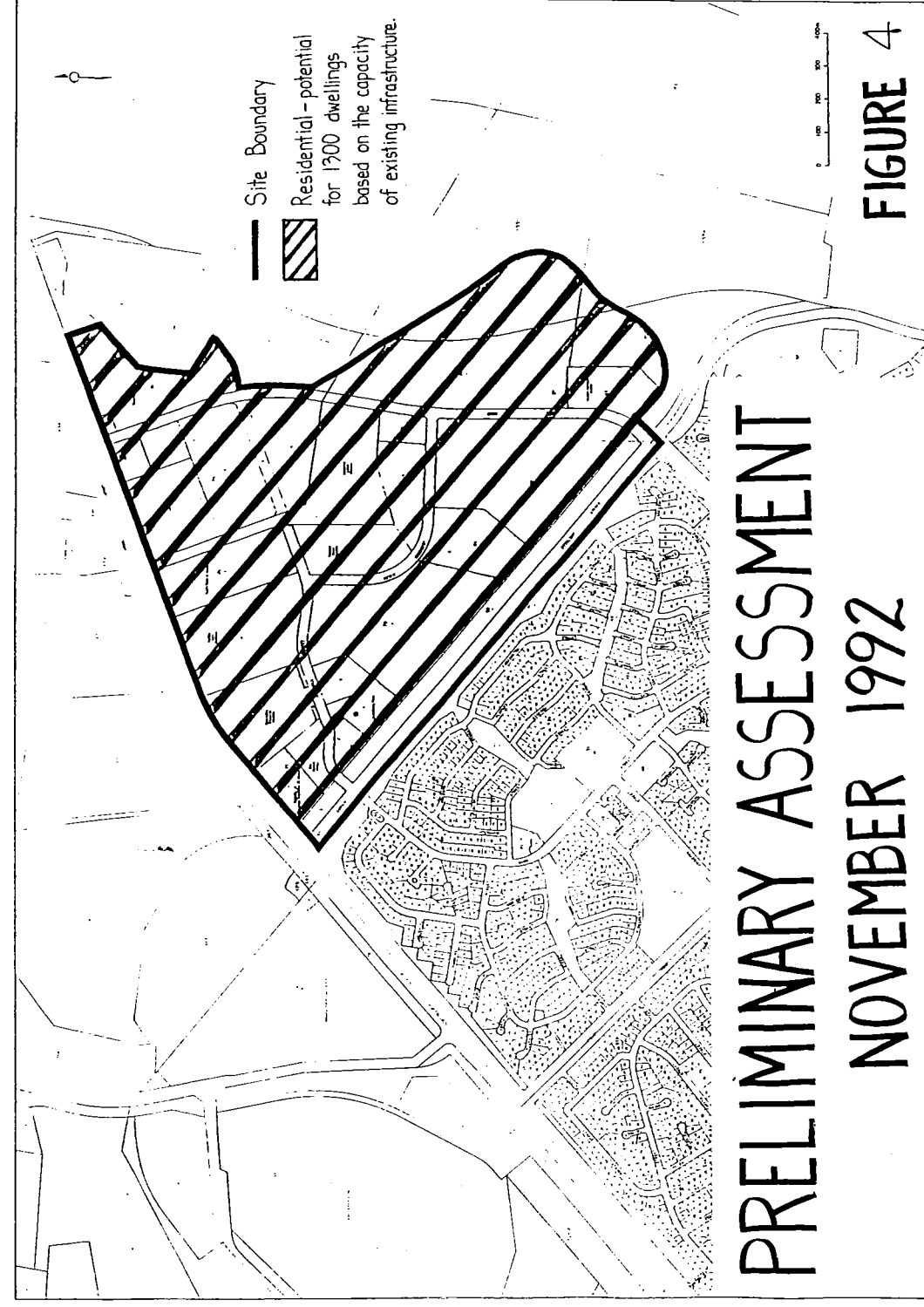
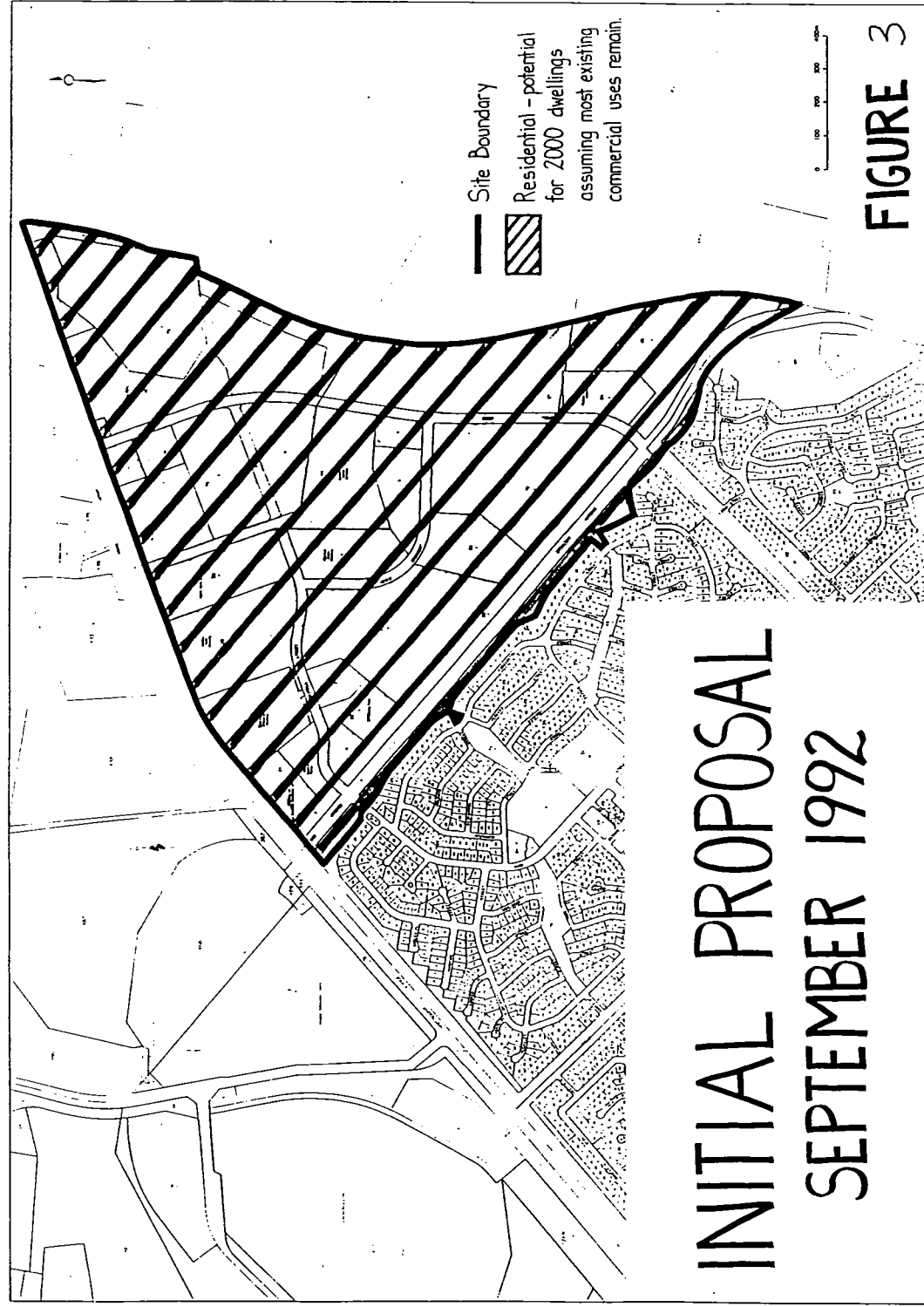
6.4 The boundaries shown in Figure 4 were those appearing in the Preliminary Assessment released for public comment in November 1992. The changes included reducing the maximum number of residential dwellings from 2,000 to 1,300, deleting the area of vacant land south of the Stirling Avenue road reserve as a development site, and adjusting the boundary of the development east of Antill Street.

6.5 Figure 5 shows the development site after the Planning Authority considered the responses to the Preliminary Assessment and following further meetings with the Watson Community Association and current lessees and land users. The changes included deleting housing east of Antill Street, de gazettal of the Stirling Avenue road reservation and marking it as 'urban open space', and retaining the area between Aspinall Street and the Federal Highway as 'entertainment, accommodation and leisure' - though permitting residential uses as well.

6.6 Figure 6 shows the development site after the Planning Authority considered the public responses to the draft Variation released in April 1993. The changes include enlarging the area available for tourist and recreational uses, limiting development adjacent to the Federal Highway to two storeys, confirmation of the Crafts Council site as a 'community facility', and providing the opportunity for the existing television stations to expand.

¹ Watson Community Association submission pp28-30

² Watson Community Association (Mr Evans), Transcript p141



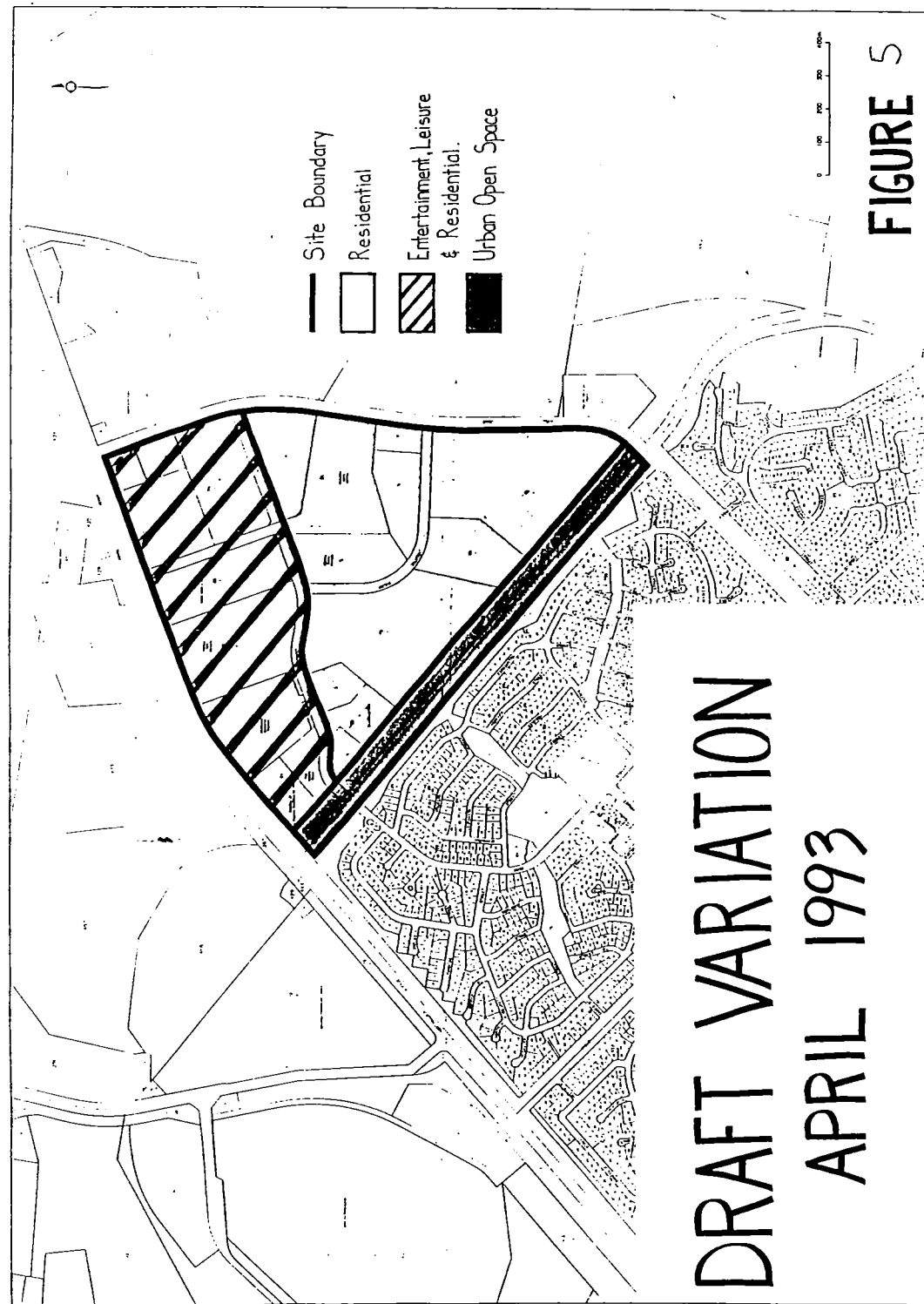


FIGURE 5

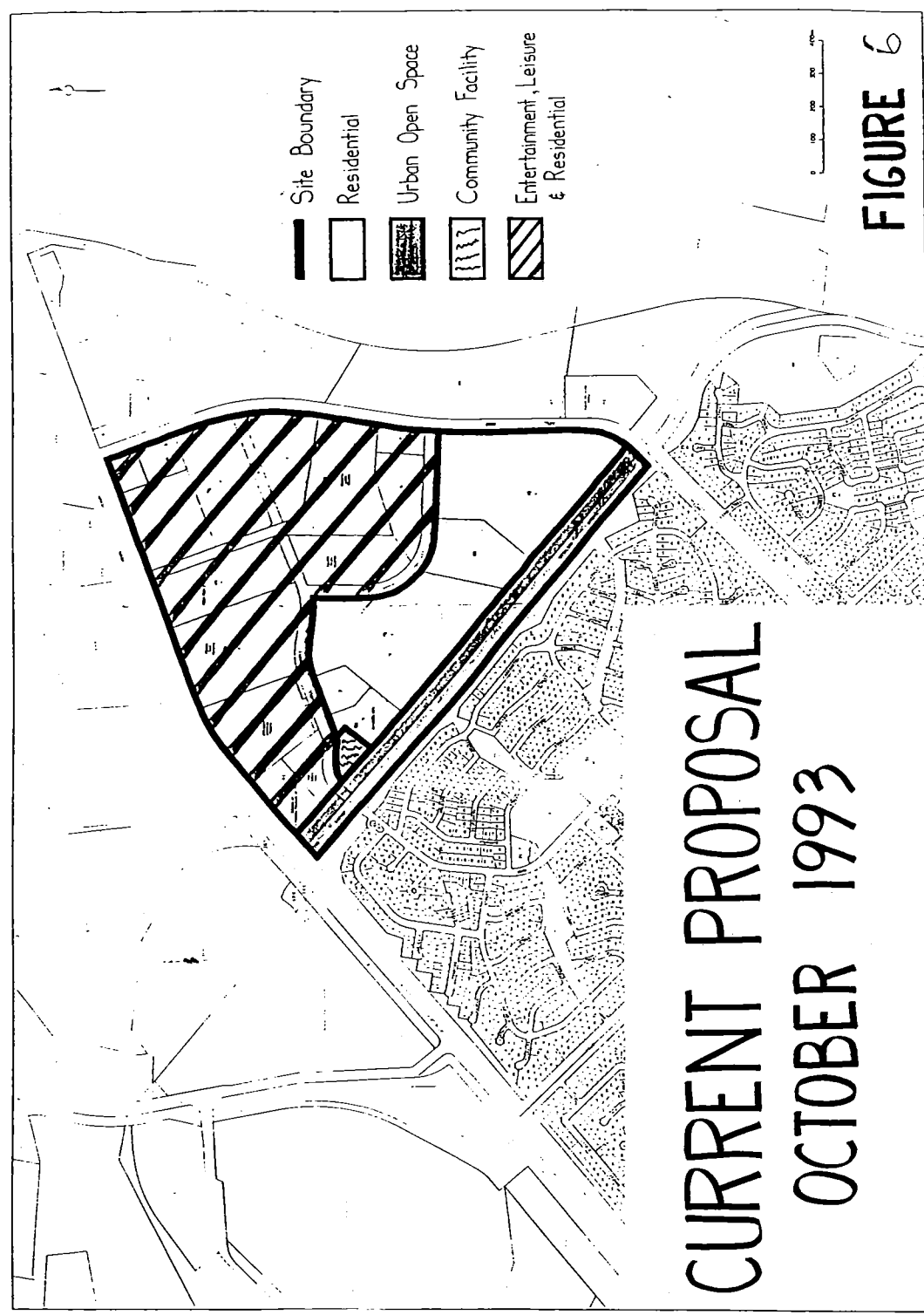


FIGURE 6

6.7 The Committee considers that on any reasonable ground the changes made to the original proposal are significant and it is apparent that these changes were the result of progressive input through the community consultation process.

6.8 In relation to the nature of the public consultation process, the Committee notes some submitters did not share the view of the Watson Community Association. For example, the Downer Community Association and the ACT Equestrian Association Inc. commented in the following terms:

We note that the community at large has been extensively consulted over a considerable length of time, and moreover has been given extensive opportunities for consultation in regard to the draft Variation to the Territory Plan for North Watson. In this regard we consider that the planners have exhibited courtesy and a commitment to the well being of the community at large, in extending these opportunities to the community, as well as the use of some of its resources, which go well beyond their statutory obligations. Moreover, the Association is satisfied that the planning process has taken into consideration the matters of concern which have been raised from the community and as a result has made significant changes to the original proposals which enhance the draft Variation to a significant degree [emphasis in original].³

The ACT Equestrian Association Inc. is particularly concerned by this proposal [the draft Variation] as several uses of an equestrian nature in this area will be affected. It is pleasing to this Association that some of these interests will probably now be permitted to continue as community input has developed amendments to the original proposals for urban infill.⁴

6.9 The Committee also notes that the draft Variation and background papers contain a section of 110 pages (Annexe D) detailing the response of the Planning Authority to issues raised in the public consultation process. The issues are listed as urban renewal and planning; demography and employment; economics and funding; residential amenity and urban design; community facilities and recreation; traffic, transport and roads; environment and landscaping; social and equity issues; leasing and land management issues; the public consultation process; and miscellaneous issues.

6.10 In light of the detail contained in this section of the draft Variation, the Committee was unable to accept that the whole section should be summarily dismissed by the Watson Community Association in the following way:

we see it as selective, that it does not put all the issues or the issues of relevance, as a negative document using loaded

³ Downer Community Association submission

⁴ ACT Equestrian Association Inc. submission

words in both the negative and positive and as a document which really is attempting to draw our Association and arguably the Committee down to the schoolyard level of argument, the 'did, didn't' type stuff.⁵

6.11 It seems to the Committee that it is desirable to treat the information in Annexe D as likely to contain relevant material and that it is in the interest of those objecting to the draft Variation to address the matters raised. It is after all part of the consultation process - it may be inadequately done or its conclusions shown to be in error (although the Committee has not concluded this is the case), but the Committee is not convinced the whole section is irrelevant to considering the draft Variation.

6.12 In making this observation, the Committee in no way wishes to denigrate the contribution by the Watson Community Association to informing the public about the issues raised by the draft Variation. In particular, the Committee has benefited enormously by the detailed work undertaken by the Association. This work has put the Committee in a better position to question the premises on which the draft Variation is formulated. It has encouraged the Committee to be rigorous in demanding that the Planning Authority justify its stance every inch of the way. It has identified issues which Members have followed up and enabled the Committee to sharpen its focus.

6.13 The Committee is conscious of the fact that a body such as the Watson Community Association consists of volunteers devoting their spare time and energy to addressing a community issue. The degree of commitment to their task is evident in the detailed information provided by the Association to the Committee. The Members extend their appreciation to the Association and to the people of Watson who have taken the time and effort to write to the Committee and/or to appear at the public hearings.

6.14 Picking up on comments by the Watson Community Association (and other submitters), the Committee considers that aspects of the consultative process used in handling draft Variations should be improved. The Committee considers the process needs to be better defined in the future so as to rule out any perception that consultation has been inadequate. The Committee feels this is essential for public confidence in the openness of the draft Variation process.

6.15 In particular, the Committee is concerned that at times it appears the response of the Planning Authority to community concerns was not relayed to the community in an appropriate time frame. Should such criticism be proven to be correct in the future as a draft Variation is being considered, the Committee indicates to the Government that it would be loathe to deal with that draft Variation.

⁵ Watson Community Association (Mr Evans), Transcript p75

6.16 *The Committee suggests that the Planning Authority revise its public consultation process to include a round of pre-consultation with interested or affected people before the statutory consultation on the draft Variation is initiated. This should enable the Authority to liaise with proponents of the draft Variation and potential objectors at an early stage, and possibly develop a negotiated position on the draft Variation which better meets the needs of all interested parties. While these actions may lengthen marginally the time required to process the Variation, they should reduce the perception of inadequate consultation and facilitate early identification of key issues.*

6.17 The Committee understands that the Planning Authority is moving in this direction and commends it for so doing.

6.18 The Committee is well aware of its own role in the consultation process and has been determined to set aside the full amount of time needed to clarify issues and ensure community opinion was heard. This extended to scheduling additional hearings when further matters needed to be aired. The Committee's role was commented upon by several witnesses including the Watson Community Association:

this is the first opportunity we have had to talk through the issues in a forum where we certainly get the understanding that the people in the forum are prepared to listen.⁶

6.19 Also, the Conservation Council of the South East Region & Canberra Inc. commented:

there is a very great difference between consultation of the nature that has been provided [by DELP] and constructive involvement in the decision-making process and at this point I would like to congratulate this Committee on the opportunity it has provided for that sort of involvement.⁷

6.20 The Committee reiterates its invitation to people concerned about the nature of the process used to handle draft Variations - and the nature of any planning issue - to write to the Committee about their concerns so that the Committee can examine the matters in the course of its inquiry into ACT planning legislation.

⁶ Watson Community Association (Mr Evans), Transcript p 136

⁷ Conservation Council of the South-East Region & Canberra (Mr Falconer), Transcript p163

CHAPTER 7: THE POLICY OF URBAN INFILL

7.1 The information provided by DELP, along with other material in various planning publications, outlines the following benefits arising from a policy of urban infill.

7.2 Urban infill is said to offer potential benefits by reduced demand for new capital works, the regeneration of existing areas including the provision of increased housing choice, more efficient use of land in or adjacent to existing suburbs, more efficient use of existing infrastructure and services, and environmental benefits in the forms of decreased vehicle emissions associated with shorter trip distances and reduced pressure on fringe development.

7.3 The Committee notes that urban infill projects have been approved and are under way at Bruce and West Belconnen. Other redevelopment projects involving the development of residential housing adjoining established suburbs include North Lyneham, Narrabundah,, Stirling, Isaacs and McKellar.¹

7.4 The issues surrounding urban infill were outlined in the ACT Government's 1992 Budget Strategy document and subsequently in the Environmental Budget Statement document.² The sites nominated by the government for urban infill were made public in September 1992 and were identified in the Land Development Program.

7.5 Some submissions and oral testimony asserted that the proposed North Watson development was not an urban infill type of project but rather, a de facto greenfields type of development. This would reflect the area's present uses, including grazing of cattle and agistment of horses on essentially undeveloped open space.

7.6 However, the North Watson proposal can be said to fall within the category of urban infill in that it utilises vacant urban land and taps into existing community facilities and services. On the other hand, it can be argued that it is not a greenfields type of development because it does not involve the construction of wholly new physical and social infrastructure as is required in greenfields areas.

7.7 In terms of whether the North Watson area is 'urban' or not, the Committee notes the view of the Watson Community Association that 'residential development at North Watson is inconsistent with the Y-Plan, whereas its current use is consistent'.³ As noted in Chapter 1, the current permitted land use is 'entertainment, accommodation and leisure', which would allow the whole area to be developed for activities such as motels, caravan parks, tourist and entertainment centres. These activities are essentially urban in character.

¹ Draft Variation and background papers, Annexe D, p22

² 1992-1993 Supplementary Budget Information Paper No.2

³ Watson Community Council submission p2

7.8 The Planning Authority comments as follows on this matter:

The Y-Plan, which was published by the National Capital Development Commission in 1970 as the metropolitan plan for Canberra in its publication Tomorrow's Canberra, identified North Watson as part of the urban area and essentially confirmed what had been the development intentions for the area since the late 1950's

Under the Y-Plan, North Watson was earmarked for broad-acre institutional type uses and tourist-oriented developments ..., with residential development being noted as an appropriate complementary use.⁴

7.9 The draft Variation adds the land use of 'residential' to those presently permitted but does not remove any of the present land uses that would allow the area to be used for tourist and entertainment activities should the market show the necessary degree of interest. [The Committee comments further on this issue in Chapter 11 of this report.]

7.10 If the full development of the site under the present land uses is not considered to compromise the Y-Plan, then it is difficult to see how the full development of the site under the same land uses with the addition of 'residential' could do so.

7.11 This said, however, the Committee is concerned about one aspect of the residential component of the draft Variation. This relates to the principles and policies affecting the maximum number of residential dwellings on the site.

7.12 The present wording is that 'the maximum number of new dwellings within the total area to which this Variation applies excluding accommodation specifically for tourist uses shall not exceed 1,300 dwellings'.⁵

7.13 The Committee notes the argument that a significant reason for the figure of 1,300 dwellings is that the population housed in this number of dwellings is estimated to provide the number of primary school-age students that Majura Primary School can comfortably handle. But the Committee notes that the 1,300 dwellings could be placed anywhere on the area affected by the draft Variation; and in fact, that it is possible the development of residential units on just a few of the sites could take the number of dwellings to this maximum figure for the whole area of the draft Variation.

7.14 The Committee considers that this eventuality would not make for good planning of the area.

7.15 It seems to the Committee that a more desirable course of action would be for the Planning Authority to specify the maximum number of residential dwellings permitted on each Block.

7.16 Accordingly, the Committee recommends that the government require the ACT Planning Authority to specify the maximum number of residential dwellings to be permitted on each Block affected by the land use category 'entertainment, accommodation and leisure and residential'.

⁴ Draft Variation and background papers, Annexe D, p13

⁵ Draft Variation, submission from the Chief Planner to the ACT Executive (19 August 1993)

CHAPTER 8: THE NORTH CANBERRA AREA STRATEGY

8.1 The North Canberra Area Strategy is the name given to an integrated package of projects submitted by the ACT government to the Commonwealth government for funding under the 'Building Better Cities Program'.

8.2 This Program arose out of the Special Premiers' Conference held in July 1991 and aims to improve urban consolidation and the quality of urban life:

in order to demonstrate at a practical level (a) better urban planning and service delivery; and (b) coordination within and between the various levels of government.⁶

8.3 The Commonwealth agreed to provide to the ACT a total of \$13.72 million over the period to 30 June 1996.

8.4 The ACT Government's integrated package of proposals included implementation of the Territory Plan (in draft form when the Agreement was signed) including planning policies for consolidation together with new design and siting guidelines; urban renewal (North Watson); Housing Trust projects involving joint ventures and local redevelopments; a de-institutionalisation project (relocation of residents from Bruce Hostel); a waste water recycling pilot scheme; and studies of future public transport options in the ACT, urban consolidation, and Northbourne Avenue redevelopment.

8.5 The Committee was provided with details of the above proposals and received a public briefing on the North Canberra Area Strategy at its first public hearing.

8.6 The amount of Commonwealth funding under the 'Building Better Cities Program' going to North Watson is considerable. Table 1 shows the likely breakup of the 'Better Cities' allocation among ACT government instrumentalities (as of February 1993).

TABLE I: INDICATIVE 'BETTER CITIES' EXPENDITURES (\$M)

PROJECT	92/93	93/94	94/95	95/96
<u>North Watson</u>				
<u>Site Servicing</u>				
DUS/DELP	0.17	2.32	2.49	1.61
ACTPA	0.13	0.03	0.03	0.03
ACTEW		1.00		
<u>Waste Water</u>				
<u>Recycling</u>				
ACTEW	0.45	0.36	0.48	
<u>Bruce Hostel</u>				
<u>Resident</u>				
<u>Relocation</u>				
ACT Housing Trust	0.40			
<u>Housing</u>				
<u>Projects</u>				
ACT Housing Trust	1.85	0.29	1.00	1.08
Private enterprise				
-----	-----	-----	-----	-----
Total=\$13.72m	3.00	4.00	4.00	2.72

Source: Information provided by the Planning Authority to the Standing Committee on Planning, Development and Infrastructure on 3 February 1993

8.7 Several submissions implied that the ACT Government was induced to enter into the 'Building Better Cities Program' in order to needlessly hasten development at North Watson. For example, the submission by Mr Evans commented:

the agreement between Governments to provide Federal funding for sewerage and stormwater works for North Watson is clearly a subterfuge. The primary beneficiaries of this funding will be the developers of Eastern Gungahlin. And the fact that the ACT Government's preferred option of a minimum of 1,000 dwellings in North Watson was agreed between Governments last January only serves to highlight the farce that is community consultation [emphasis in original].

8.8 It should be noted that the Commonwealth funding is to be used (in part) to improve the existing physical infrastructure in north Canberra, as stated in the ACT Government's proposal to the Commonwealth:

Sewer augmentation work will alleviate existing constraints in the system. These works will provide an immediate reduction to the potential existing public health risk by reducing the incidence of sewage overflows into Sullivans Creek and Lake

⁶ 'Agreement Between the Commonwealth of Australia and the Australian Capital Territory Concerning the Implementation of the Building Better Cities Program' (dated 22 December 1992)

Burley Griffin, thus giving greater confidence for accelerated development and increased densities in the catchment area...

In general a denser population leads to better utilisation of existing infrastructure, however in the case of the North Canberra sewer catchment, further development would have to be curtailed if serious sewage spills and associated environmental risks are to be avoided with the existing sewer facilities.⁷

8.9 The Chief Engineer of ACTEW confirmed this in his evidence to the Committee:

Our own design standards state that we should not have overflows more than one in ten years. Our estimates at the moment are it is probably down to about one in three [in the north Canberra area].⁸

8.10 The sewage works associated with the North Watson draft Variation therefore aim to improve the amenity of existing residents of north Canberra (and later, new residents in east Gungahlin) as well as provide for the new residents occupying North Watson were the draft Variation to be approved.

8.11 A further point in this regard is that it is likely the full development of North Watson for its present land use permits (that is, 'entertainment, accommodation and leisure') would require such sewer augmentation, since such development could be expected to generate sewage flows comparable to those arising from residential use.⁹

8.12 The stormwater works associated with North Watson were described in the ACT Government's proposal to the 'Better Cities Program' (dated September 1992) in the following way:

The threshold stormwater augmentation works required to permit the North Watson development to proceed include new cut-off drains to intercept overland flows from Mount Majura, the extension of concrete lined channelling, major new culverts under the Federal Highway and a stormwater retention basin to protect downstream areas from increased urban stormwater run-off.¹⁰

8.13 The stormwater works were estimated to cost \$5.45 million though the ACT Government proposal observed 'these figures are preliminary estimates and subject to detailed design'.¹¹ The Committee was subsequently told by DELP that the more detailed estimates of the cost of stormwater works is \$2 million, reflecting several factors.

⁷ ACT Government Proposal to the 'Building Better Cities Program', p21 (28 September 1992)

⁸ Mr Neal, Chief Engineer, ACTEW, Transcript p32

⁹ See discussion of this matter in the Transcript p35

¹⁰ ACT Government proposal to the 'Building Better Cities Program' (September 1992), p21

¹¹ *ibid*

8.14 It is proposed to utilise normally dry attenuation basins in the proposed North Watson development. These basins would help control peak flood flows on the site and obviate the need to undertake major upgrading of pipes or channels lower in the catchment. Some scaling down of the stormwater works has followed from the reduced scope of the development over what was originally suggested in the Minister's announcement that North Watson was being considered for urban infill (September 1992). The reduced scale of the project also lessens the need to expensively rebuild the culverts under the Federal Highway and Aspinall Street.

8.15 The use of innovative technical solutions to the problems of stormwater (such as the attenuation basins) accords with the objectives of the 'Better Cities Program', as does the proposed effluent reuse pilot scheme. This demonstration project will involve the use of reclaimed water for irrigation purposes at EPIC (formerly NATEX) and the Canberra Racetrack complex. The pilot scheme:

is to ascertain the feasibility of extracting flows from existing sewers to irrigate nearby open spaces which would otherwise have been irrigated from the normal town water supply.¹²

8.16 In relation to the other aspects of the North Canberra Area Strategy such as the housing schemes and relocation of residents from Bruce Hostel, the Committee does not see them as being directly relevant to consideration of the North Watson draft Variation and so does not comment further.

¹² Mr Neal, Chief Engineer, ACTEW, Transcript p21

CHAPTER 9: FINANCIAL VIABILITY OF THE DRAFT VARIATION

9.1 Arguments concerning the financial viability of the draft Variation have at least three components. The first concerns the size of the 'savings' to government of developing an urban infill site like North Watson compared to a greenfields development such as that presently underway in Gungahlin. The second component concerns the potential revenue accruing to the ACT Government from implementation of the North Watson proposal. The third component concerns the financial contribution of the Commonwealth Government to aspects of the North Watson development.

9.2 The last matter was discussed in the preceding Chapter. From the viewpoint of the ACT community, any contribution toward the cost of developing North Watson that comes in effect as a 'grant' from the Commonwealth is a bonus. The 'Better Cities' funding can be viewed in this light, that is, as a means to reduce the overall cost of the development borne directly by the ACT Government (and hence by the ACT ratepayer).

9.3 The second component of the financial viability of the proposal involves the revenue that would come to the ACT Government by the sale of land on the site. The size of the revenue would depend on the division of the 1,300 residential dwellings between existing private lessees and development on unleased land. This revenue could be between \$10 million and \$20 million.

9.4 The Watson Community Association submitted that the North Watson area is valuable land under its current allowable use and would bring far more to a future ACT Government by being developed for these uses than it would by being developed for residential purposes. This claim involves giving a greater weight to revenue gained in the future than to revenue gained in the present. The proposition cannot be tested, being dependent on guessing the degree of market interest in the future in investment bearing on the current land use of 'entertainment, accommodation and leisure'.

9.5 The Committee is aware that the North Watson area has not so far been strongly favoured as a centre for tourism, accommodation or entertainment. The Committee further considers this issue in Chapter 11 of the report.

9.6 The above two components of the financial viability of the draft Variation have not received the degree of public interest accorded to the first component, which is the size of the 'savings' to government of developing an urban infill site like North Watson compared to a greenfields development such as that presently underway in Gungahlin. The term 'savings' is shown in inverted commas because the government obviously expends money in both scenarios; the actual issue is whether the total cost of providing 1,300 residential units in North Watson would be less than the total cost of providing 1,300 residential units in a greenfields site.

9.7 Even this form of words is not quite accurate in the case of North Watson, which involves more than just building residential dwellings. As outlined in preceding Chapters, the North Watson proposal includes sewage and stormwater works that will provide benefits not just to the new residents but to north Canberra as a whole; and in particular, the proposed works would facilitate the fuller development of the site for its existing land uses, quite apart from whether these land uses are expanded to include a residential component. This fact complicates a straightforward comparison of the North Watson proposal and a greenfields development, since the latter involves only residential land uses (and not, for example, tourist or commercial-related facilities).

9.8 The Planning Authority advised the Committee that there are three ways to estimate the expected savings in public infrastructure arising from the North Watson proposal. The first is to directly compare government costs for the North Watson and greenfields scenarios for the same number of residential dwellings. The second is to compare not only the costs but the timing of those costs by utilising a net present value analysis. The third way is to estimate the interest saving to the ACT government under both scenarios.¹

9.9 In relation to the first way of estimating the expected savings, DELP estimated the savings from North Watson as \$12.92 million. DELP's figures are reproduced in Table 2, which is taken from the attachment to the letter forwarding the draft Variation to the Committee from the Minister for the Environment, Land and Planning (dated 19 August 1993).

¹ ACT Planning Authority, supplementary information provided to the Committee at its request (1 December 1993)

Table 2 Greenfield vs North Watson

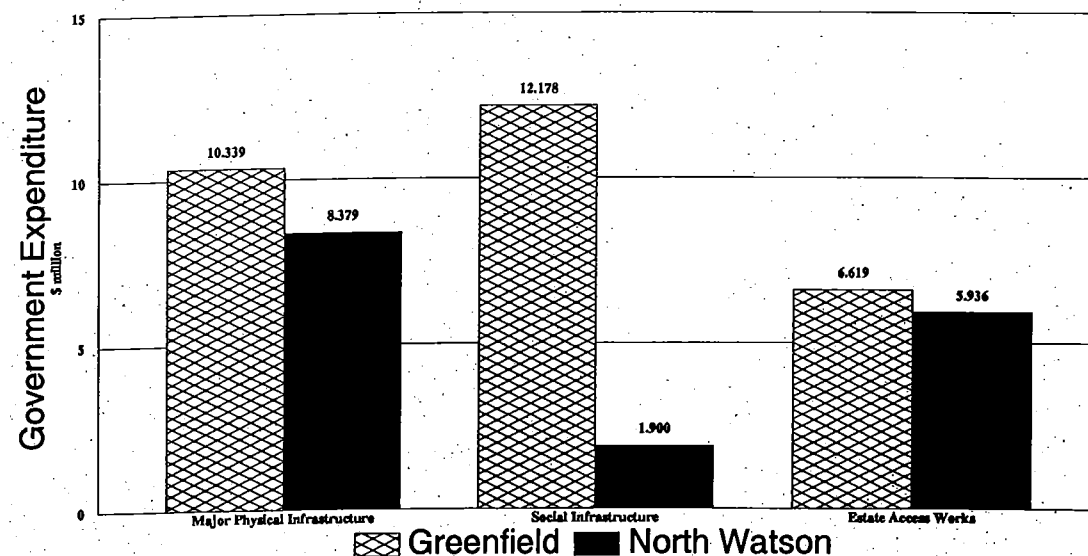
Government Expenditure Comparisons

	Greenfield \$m	North Watson \$m	Saving \$m
Major Physical Infrastructure	10.339	8.379	1.960
Social Infrastructure	12.178	1.900	10.278
Estate Access	6.619	5.936	0.683
	29.136	16.215	12.921

Notes: The above table does not include:-

- Minor relocation costs of some current lessees and licencees
- Interest costs associated with differing timings of expenditure
- Building Better Cities Funding (\$7.81m for major infrastructure)
- Revenue items
- House construction costs (non-government)
- Developer (on-site) land servicing costs (non-government)

The net effect of these variables would be an increase in savings to the Government.



9.10 In the draft Variation papers, DELP compared its estimates of government savings to those of the Watson Community Association. Table 3 shows the results.

TABLE 3: NORTH WATSON COMPARED TO EQUIVALENT GUNGALIN SITE

Social Infrastructure	
Government analysis	savings between \$10.278m and \$12.431m
Watson Community Assoc. analysis	saving of \$1.0m
Physical Infrastructure	
Government analysis	saving of \$1.96m
Watson Community Assoc. analysis	a loss of between \$7.5m and \$13.5m
Government Estate Access Costs	
Government analysis	saving of \$0.683m
Watson Community Assoc. analysis	not included

Source: Draft Variation and background papers, Annexe D, p42

9.11 The estimates of social and physical infrastructure costs vary greatly. One reason for the different estimates of physical infrastructure costs is that the Watson Community Association used the initial (and preliminary) estimates of stormwater/drainage costs provided by DELP in its submission to the Commonwealth Government for 'Better Cities' funding. The preceding Chapter noted that DELP significantly reduced its costing based on more detailed design work.

9.12 In addition, DELP apportions the sewer costs across north Canberra and southern Gungahlin rather than apportioning them all to North Watson.² The Watson Community Association includes the 'holding cost' (or interest incurred) in bringing forward the sewer augmentation from when it would have been required to cater for development in eastern Gungahlin.³ The Association notes that this is 'an extra \$2m'.⁴

9.13 In relation to the costs of social infrastructure, DELP calculated that the cost of community facilities for the 30,000 dwellings in Gungahlin is approximately \$300 million and then determined the pro rata cost for 1,255 dwellings (as proposed in the Preliminary Assessment for North Watson). DELP commented:

The estimated cost of community facilities for North Watson using the same level of standard as for Gungahlin and taking into account the space capacity available in existing social infrastructure is \$1.9 million. This includes allowance for new

² Draft Variation and background papers, Annexe D, p41

³ Watson Community Association submission p11

⁴ ibid

facilities both in North Watson and in other parts of North Canberra which may need to be provided, upgraded or refurbished as a direct result of the new population in North Watson. This means that in terms of social infrastructure the North Watson development could produce savings of between \$10.278 million and \$12.431 million.⁵

9.14 The Committee was provided with the following account of the range of community facilities underlying the above estimate of social infrastructure costs. Social infrastructure costs related to the provision of:

district health centres, community nursing centres, community halls, child care centres, community houses, residential care houses, senior citizen centres ..., ambulance station, fire station, police station, bus depot ..., schools, pre-schools, primary schools, high schools, secondary colleges, school annexe, libraries, neighbourhood parks, district playing fields, tennis courts, BMX tracks, skateboard arena and indoor recreation centre.⁶

9.15 The Watson Community Association considers the cost of augmenting existing community services in North Watson is far greater than estimated by DELP. The Association considers that DELP ignored 'many costs and subsidies associated with the North Watson development' such as:

betterment subsidy; loss of rental income from [Majura Public] school (financial and economic); roads and parking; increased capital for ACTION buses; cost of higher accident rates associated with increased traffic and children around the school; increased travel times and expenses; higher land costs on and off site; increased environmental costs.⁷

9.16 The Association provided a summary of some of these 'other costs' as follows:

- Increased cost of accidents and injury...\$490,000 based on NCDC data.
- Increased costs for ACTION (one extra bus on Watson route)...\$80,000 pa (\$40,000 capital cost plus \$40,000 operating cost).
- Loss of rental income (economic)... net present value \$500,000 or \$60,000 pa.
- Travel costs... net present value \$25 million.
- Land costs of \$8 million (\$7 million for North Watson and \$1 million for the stormwater).⁸

⁵ Draft Variation and background papers, Annexe D, p40

⁶ DELP (Dr Adrian), Transcript p64

⁷ Watson Community Association, supplementary material presented to the Committee on 15 October 1993, p3

⁸ *ibid*, p4

9.17 Expanding on some of these and related themes, the Association claimed that the increased traffic flows in conjunction with the traffic calming devices needed to handle them, will lead to increased fuel use and greenhouse gas emission in North Watson.⁹ Also, the Association claims that expanding the population of north Canberra will require the government to spend more on erosion control measures on walking trails about Majura Ridge.¹⁰

9.18 Further, the Association - while conceding that North Watson produces some savings on school costs compared to a greenfields development ('probably less than \$0.5 million'¹¹) - asserts that increased numbers of children at Majura Public School will lead to a greater measure of school violence and to anti-social behaviour which presumably has a social cost.¹²

9.19 The Association also claims that while 'there are some savings in travel time for the residents of North Watson [compared to those at Gungahlin]... we would assert that those savings are insignificant or very small'.¹³

9.20 Many of the social costs listed by the Watson Community Association are private costs, that is, costs borne by individuals. Hence, they are not generally listed as 'costs to government' in a conventional economic assessment focusing on government expenditures and government costs.

9.21 Of course, the costs are very real to the individuals affected. It is possible to do a cost benefit analysis of a development project such as North Watson or a greenfields development which seeks to incorporate such costs. To the Committee's knowledge, such a cost benefit analysis has not been done either for North Watson or for a greenfields development.

9.22 Turning to the second method of estimating savings in public infrastructure spending on North Watson compared to a greenfields site (comparison of not only the costs but the timing of those costs), it is customary to utilise a net present value analysis. This discounts expenditure in future years. DELP advised the Committee that 'this method is preferred by both the Watson Community association and DELP in order to account fully for both cost and timing differences between scenarios'.¹⁴

9.23 The net present value analysis undertaken by the Watson Community Association shows that development of North Watson is more expensive than development of a greenfields site. The results of the analysis are shown in Table 4.

⁹ *ibid* p112

¹⁰ *ibid* p122

¹¹ Watson Community Association, submission to the Standing Committee on Planning, Development and Infrastructure, inquiry into the Government's Draft New Capital Works Program (1993), pA3

¹² Watson Community Association (Mr Dunstone), Transcript p146

¹³ *ibid* (Mr Dunstone), p111

¹⁴ ACT Planning Authority, supplementary information provided to the Committee at its request (1 December 1993)

TABLE 4: NET PRESENT VALUE ANALYSIS BY THE WATSON COMMUNITY ASSOCIATION OF INFRASTRUCTURE CAPITAL SPENDING AT GUNGALIN AND NORTH WATSON

Year	Gungahlin without North Watson (\$m)	Gungahlin with deferral caused by North Watson (\$m)	North Watson alone (\$m)	North Watson with Gungahlin (\$m)
1992/93	44.5	44.5	15.36	59.86
1993/94	44.5	39.41	4.0	43.41
1994/95	44.5	39.41	4.0	39.41
1995/96	44.5	39.41		44.5
1996/97	44.5	44.5		43.44
1997/98	44.5	37.14	6.3	44.5
1998/99	44.5	44.5		44.5
1999/2000	44.5	44.5		44.5
2000.01	44.5	44.5		44.5
		15.3		15.3
NET PRESENT VALUE	344			360

9.24 The Watson Community Association commented as follows on the above analysis:

But the North Watson scenario houses more people. Correcting for this, the increased cost of doing North Watson is \$200,000.

Adjustments can also be made for the type of stormwater system used. The above calculation was for the 'cheap' alternative that has to be replaced. [That is,] the \$6.3 million for stormwater reflected the Preliminary Assessment comment that this would still be spent for Gungahlin and would make the \$2 million facility at North Watson redundant. We do not know whether the timing of this expenditure is affected by North Watson, or whether the amount is included in the 'Building Better Cities' cost streams for both North Watson and Gungahlin. We would be happy to remove the \$6.3 million if we were assured on these points. The net present value for North Watson then becomes minus \$350,000, that is, a loss of \$50,000...¹⁵

9.25 DELP considers 'there are three significant areas where the DELP and Watson Community Association analyses differ - stormwater costs, adjustment for the additional 1,255 blocks in North Watson and deferral of works'.¹⁶ The first matter has been noted earlier in this report. The second area of difference involves adjusting the

¹⁵ Watson Community Association, supplementary information provided to the Committee (15 October 1993), p4 and further information provided to the Committee (December 1993)

¹⁶ ACT Planning Authority, supplementary information provided to the Committee at its request (1 December 1993)

cash flow models to take account of the fact that North Watson would have 3,000 people (or 1,255 blocks) more than the greenfields scenario. DELP comments:

What would actually happen is that the next greenfield district, say Jerrabomberra, would make up the shortfall of 1,255 blocks (for an estimated \$29.1 million) in the greenfield scenario.¹⁷

9.26 The third area of difference between the two analyses is stated by DELP to be:

Watson Community Association has assumed that only about \$15 million of Gungahlin works can be deferred by the North Watson project. This represents only just over 50% of Government infrastructure costs (\$29.1 million) for the 1,255 blocks. DELP estimates that over 90% of related infrastructure works can be deferred if a development proposal is deferred in Gungahlin.¹⁸

9.27 Taking these matters into account, DELP concludes that 'the reduction in expenditure in the North Watson scenario would have a net present value of \$10 million using a 4% discount rate, or \$9 million using a 5% rate'.¹⁹ DELP notes that a net present value analysis takes account of the fact that the North Watson scenario brings forward expenditure on sewer and stormwater works as against the large social infrastructure expenditure in the greenfields scenario, which occurs relatively later.

9.28 Before finalising this discussion of net present value analyses, the Committee observes that the net present analysis undertaken by the government in 1992 as part of the proposal for 'Better Cities' funding - which utilises only preliminary estimates for a number of the infrastructure works including sewerage and stormwater - showed a similar value for both the North Watson and Gungahlin scenarios.²⁰ Even with this finding, the government considered North Watson a desirable development to be incorporated in the 'Better Cities' proposal. This indicates that the findings of net present analyses are not the only factors to be considered in assessing the North Watson proposal.

9.29 In relation to the third way of estimating savings (the interest saving to government by deferring expenditure in greenfields areas), the Planning Authority commented as follows:

¹⁷ *ibid*

¹⁸ *ibid*

¹⁹ *ibid*

²⁰ ACT Government 'Area Strategy for North Canberra' (December 1992), p2: 'At a social discount rate of 4%, the two cost streams [of North Watson and Gungahlin] have similar present values. But it should be noted that the figures are for ACT Government capital works and do not take into account the community benefits of providing public transport at lower cost in North Watson and benefits to the private sector achieved through living in an inner area with high accessibility to established facilities, shorter journeys to work, fuel savings and so on. The development of North Watson and the deferment of equivalent development in Gungahlin would clearly be efficient in social cost-benefit terms' [pp2-3].

As Gungahlin will eventually be developed in both scenarios, it can be argued that the reduction in expenditure... is not a saving in expenditure but merely a deferral of expenditure in Gungahlin and beyond. Taking this logic one step further, the only real savings that then accrue are the interest savings caused by that deferral. This is the method used in the EPACT report, but has not been applied by DELP or Watson Community Association directly to North Watson... The difficulty with [this method of estimating savings] is that the size of the interest saving depends entirely on the period of comparison used.²¹

9.30 As the foregoing Chapter shows, there is a major difference of opinion between the government agencies on the one hand, and the Watson Community Association on the other, as to the relative worth of developing North Watson as compared to further greenfields development elsewhere.

9.31 Both parties have a direct interest in the outcome -the government agencies seek to justify their decision to develop North Watson, while the Watson Community Association seeks to retain the present perceived amenity. The Committee is of the opinion that this can be resolved only by the commission of an independent assessment, to be carried out by a competent disinterested third party; and recommends that such a study be completed before development in North Watson proceeds.

9.32 *Accordingly, the Committee recommends that the government commission an independent economic analysis of the North Watson proposal compared to a greenfields development, to be tabled in the Assembly within the disallowance period applying to the draft Variation.*

²¹ ACT Planning Authority, supplementary information provided to the Committee at its request (1 December 1993)

CHAPTER 10: THE USE OF DEFINED LAND PROVISIONS

10.1 Some submissions criticised the use of defined land provisions in the draft Variation, noting that this restricted the opportunity for the community to comment on the detailed subdivision (and other) arrangements associated with implementing the Variation.

10.2 The Committee acknowledges the force of this criticism. On the other hand, the Committee notes the view of the Planning Authority that the defined land provisions:

enable ... future subdivision to be undertaken at the detailed planning stage without the necessity to again undertake the whole process in the draft Variation process. The detailed planning must however conform with the Principals and Policies enunciated in the [draft] Variation.¹

10.3 The more important of these principles and policies were listed in Chapter 1 of this report. They relate to limits on the maximum number of dwellings permitted on the site, maximum building height, the interface between new and existing development, the nature of development along the Federal Highway, landscaping to be in accord with a master plan, and stormwater to be handled in accordance with a management plan. The design and siting requirements of the Territory Plan will also govern any development that takes place.

10.4 In questioning government officials, the Committee was advised that the principles and policies would govern decisions about tree retention on the site and matters such as the exact locations of the proposed extension of Aspinall Street and of Negus Street.

10.5 The defined land provisions are used to facilitate site planning and development for technical reasons and, for example, allow the minor realignment of roads and the preservation of trees.

10.6 The Committee is aware that the application of the defined land provisions causes some concern to the community because it removes the opportunity for the community to comment on detailed aspects of the Variation.

10.7 *Accordingly, the Committee considers that the government should be required to bring forward the detailed landscaping, subdivision and stormwater plans to the Standing Committee on Planning, Development and Infrastructure when they are finalised. If the Committee at that time considers the plans are deficient in some way and/or require some further community input, then the Committee undertakes to call for public submissions and hold another round of public hearings. This step should ensure that the final plans are fully scrutinised and justified.*

¹ Draft Variation and background papers, Annexe D, p105

CHAPTER 11: IMPACT OF THE PROPOSAL ON THE ACT'S TOURIST POTENTIAL

11.1 The Committee notes that the draft Variation would permit residential development (along with other uses) over the whole of the site, while reserving the south-eastern part of the site to be exclusively residential.

11.2 The Committee understands that a significant reason for this change of land use relates to the lack of commercial interest to date in the area. The North Watson area has been available for development under existing uses since 1957 and such development has not yet been significant. Some entertainment/leisure activities in the area have not been successful. Also, in recent years, investors in the tourism industry have shown a preference for sites in either the Gold Creek area or closer to Civic and the Parliamentary Triangle.

11.3 The Committee was told by some witnesses that allowing residential development over the whole area would constrain the ACT's tourist potential in terms of both attracting a spin-off from the Sydney Olympics and in enhancing expansion of Exhibition Park (formerly NATEX).²

11.4 The Committee sees some merit in the argument that were residential development to proceed all over the site then the tourist potential of north Canberra could be detrimentally affected. The Committee acknowledges that significant constraints on such an eventuality is the maximum limit on the number of residential dwellings able to be built in the area affected by the draft Variation (1,300 dwellings excluding tourist accommodation) and on where they are may be built.

11.5 The Committee feels it would be undesirable to permit 'residential' land use on all Blocks in the area.

11.6 The Committee notes that there are three large areas of land in the draft Variation which are government property and which abut the Federal Highway (in two cases) and Antill Street (in the remaining case). This land is presently under-utilised yet could be expected (particularly in the case of the Federal Highway frontage) to be attractive to tourist developers in the future.

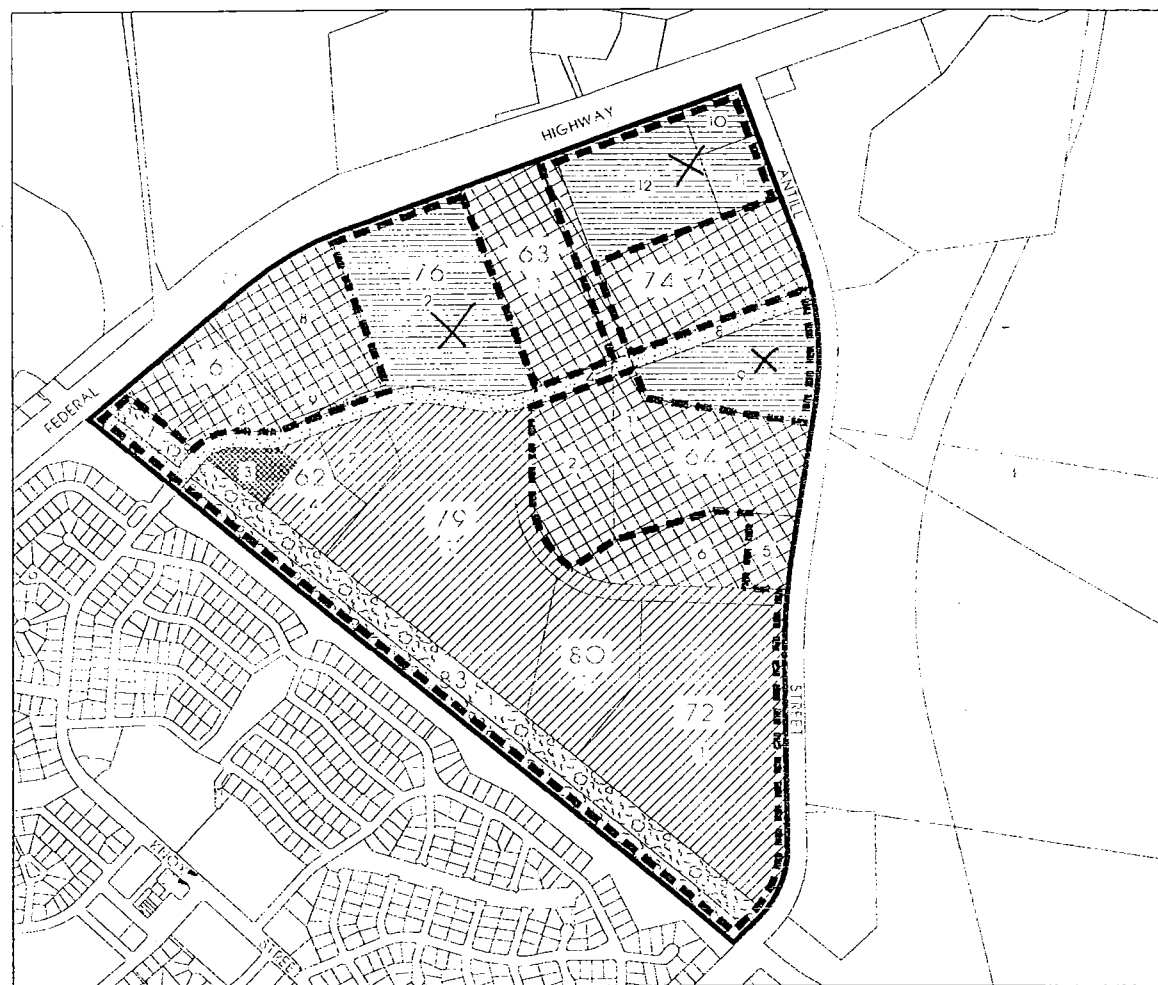
11.7 Retaining this land for its present land use ('entertainment, accommodation and leisure') would ensure that appropriate land was available to test market interest in this type of land use and - in the Committee's view - would not significantly detract from the overall purposes of the draft Variation. The Committee notes that it would always be open to a future government to amend this land use but this would occur through the normal draft Variation process and would attract community comment; also, it would come before the Standing Committee on Planning, Development and Infrastructure.

² Watson Community Association, Transcript

11.8 Accordingly, the Committee recommends that three portions of land affected by the draft Variation retain their present land use categorisation as 'entertainment, accommodation and leisure', and that residential land uses not be permitted on them. These portions of land are Section 76 Block 2 and Section 74 Blocks 10, 11 and 12 (both fronting the Federal Highway), and Section 64 Block 9 (fronting Antill Street at its intersection with the proposed extension of Aspinall Street).

11.9 These areas of land are shown in Figure 7. The Committee notes that they correspond to the three sites identified by the Watson Community Association as being attractive to future tourist and entertainment activities. A copy of the diagram submitted by the Association is at Figure 8.

FIGURE 7: THREE PORTIONS OF LAND TO RETAIN
THEIR PRESENT LAND USE
(shown with a X)



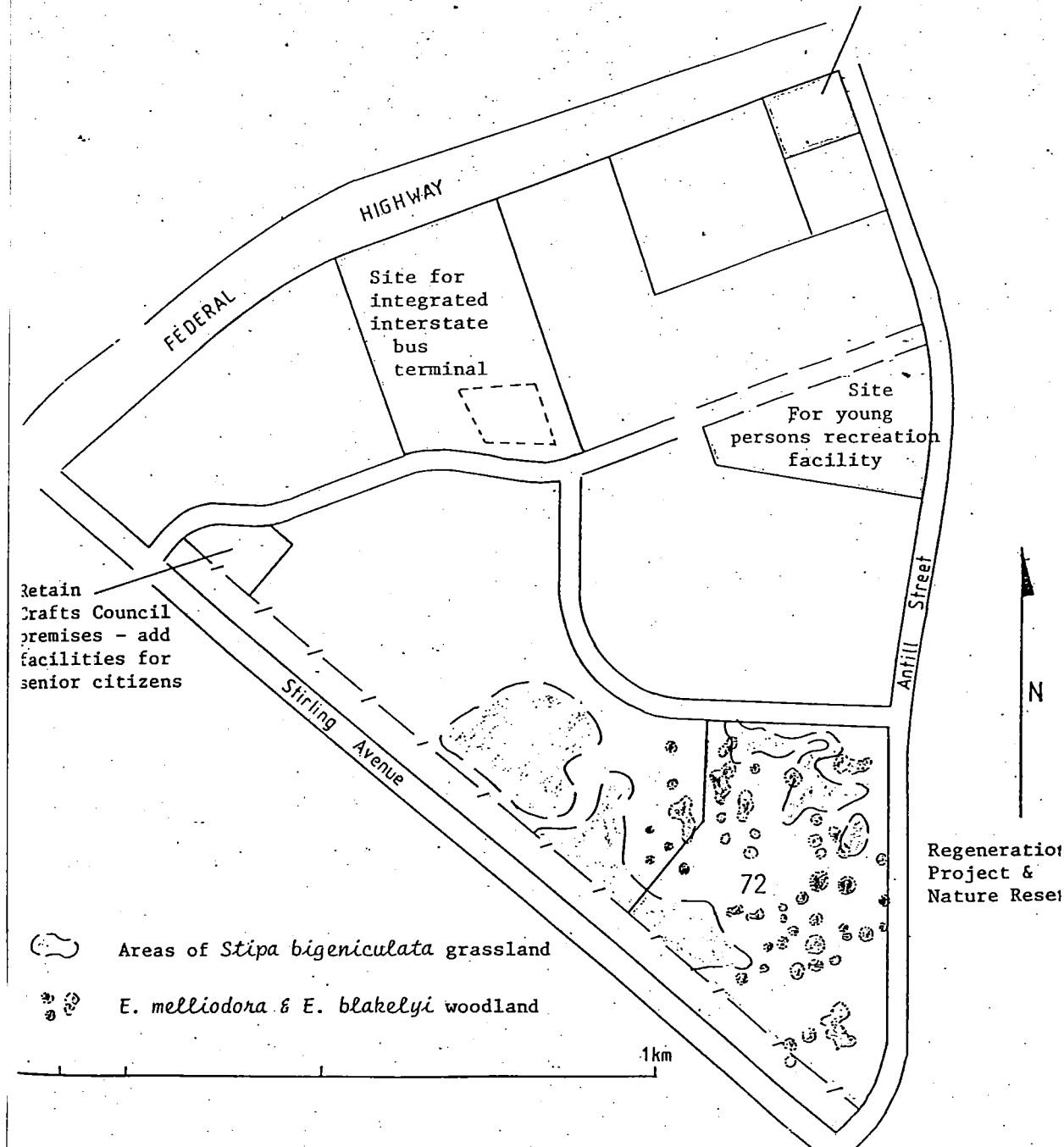
- AREA TO WHICH VARIATION APPLIES
- ENTERTAINMENT, ACCOMMODATION AND LEISURE AND RESIDENTIAL
- ENTERTAINMENT, ACCOMMODATION AND LEISURE
- COMMUNITY FACILITY
- RESIDENTIAL
- MAJOR ROAD
- URBAN OPEN SPACE
- DEFINED LAND

0 100 200m



FIGURE 8
Alternative Land Uses
(suggested by the Watson
Community Association)

Relocation site
Tourist Bureau
and small picnic area



- Areas of *Stipa bigeniculata* grassland
- E. melliodora* & *E. blakelyi* woodland

1km

N

CHAPTER 12: RECOMMENDATION

12.1 The Committee recommends that the draft Variation for Watson Sections 61-64, 72, 74, 76, 79, 80 and 83 (North Watson) be endorsed subject to the following changes:

- *that the government require the ACT Planning Authority to specify the maximum number of residential dwellings to be permitted on each Block affected by the land use category 'entertainment, accommodation and leisure and residential' [see para 7.16];*
- *that the government commission an independent economic analysis of the North Watson proposal compared to a greenfields development, to be tabled in the Assembly within the disallowance period applying to the draft Variation [para 9.32];*
- *that the government bring forward the detailed landscaping, subdivision and stormwater plans to the Standing Committee on Planning, Development and Infrastructure when they are finalised. If the Committee at that time considers the plans are deficient in some way and/or require some further community input, then the Committee undertakes to call for public submissions and hold another round of public hearings. This step should ensure that the final plans are fully scrutinised and justified [para 10.7];*
- *that three portions of land affected by the draft Variation retain their present land use categorisation as 'entertainment, accommodation and leisure', and that residential land uses not be permitted on them. These portions of land are Section 76 Block 2 and Section 74 Blocks 10, 11 and 12 (both fronting the Federal Highway), and Section 64 Block 9 (fronting Antill Street at its intersection with the proposed extension of Aspinall Street [para 11.8].*

12.2 As well as the above recommendations, the Committee made the following findings in the course of considering the Draft Variation:

- *Where dissatisfaction remains with the implementation of the process or the process itself [of altering the Territory Plan], the Committee encourages people to convey that dissatisfaction in the form of a submission to the Committee's current inquiry into ACT planning legislation, whose terms or reference are:*

to inquire into and report on possible changes to the planning legislation in the ACT, taking into account the comments contained in the Todd Report and an undertaking by the Legislative Assembly to review the planning legislation once it had been in operation for some time, and noting also that the Committee's report on the Draft Territory Plan made reference to the need for a review of the planning legislation. [see para 5.5]

- *The Committee suggests that the Planning Authority revise its public consultation process to include a round of pre-consultation with interested or affected people before the statutory consultation on the draft Variation is initiated. This should enable the Authority to liaise with proponents of the draft Variation and potential objectors at an early stage, and possibly develop a negotiated position on the draft Variation which better meets the needs of all interested parties. While these actions may lengthen marginally the time required to process the Variation, they should reduce the perception of inadequate consultation and facilitate early identification of key issues. [see para 6.16]*

David Lamont MLA
Chairman
18 February 1994

APPENDIX A: LIST OF WITNESSES

Friday 15 October 1993

Public briefing on the North Canberra Area Strategy:

- *for the National Capital Planning Authority (at the request of the Committee)*

Mr R Grose (Executive Director, Planning Services, National Capital Planning Authority)

- *for the ACT Planning Authority*

Mr G Tomlins (ACT Chief Planner)

- *for the ACT Electricity and Water Authority*

Mr J Neal (Chief Engineer, ACTEW)

- *for the Housing Trust:*

Mr K Horsham (General Manager)

Public hearings on the North Watson draft Variation

- Mr G Tomlins (ACT Chief Planner)

- Dr C Adrian (Assistant Secretary, Land Development Branch, DELP, and Head of the Urban Renewal Unit)

- Mr P Brady (Principal Planner, Urban Renewal Unit, DELP)

Watson Community Association

- Mr D Evans (Chair, North Watson Subcommittee, Watson Community Association)

- Ms J Smith (Vice-chair of the above subcommittee)

- Mr M Dunstone (member of the above subcommittee)

- Ms D Nash (member of the above subcommittee)

Friday 22 October 1993

Watson Community Association

- Mr D Evans (Chair, North Watson Subcommittee, Watson Community Association)

- Ms J Smith (Vice-chair of the above subcommittee)

- Mr M Dunstone (member of the above subcommittee)

- Ms D Nash (member of the above subcommittee)

Ms R Evans

Conservation Council of the South-East Region & Canberra (Inc.)

- Mr R Falconer (Director)

Friday 12 November 1993

Watson Community Association

- Mr D Evans (Chair, North Watson Subcommittee, Watson Community Association)

- Ms J Smith (Vice-chair of the above subcommittee)

- Mr M Dunstone (member of the above subcommittee)

- Ms D Nash (member of the above subcommittee)

- Mr G Tomlins (ACT Chief Planner)

- Dr C Adrian (Assistant Secretary, Land Development Branch, DELP, and Head of the Urban Renewal Unit)

- Mr P Brady (Principal Planner, Urban Renewal Unit, DELP)

Wednesday 1 December 1993

- Mr G Tomlins (ACT Chief Planner)

- Mr P Guild (First Assistant Secretary, Lands Division, DELP)

- Mr P Brady (Principal Planner, Urban Renewal Unit, DELP)

**APPENDIX B: SUBMISSIONS RECEIVED BY THE STANDING COMMITTEE
ON PLANNING, DEVELOPMENT AND INFRASTRUCTURE ON THE NORTH
WATSON DRAFT VARIATION**

Notes: (1) Where a submission took the form of a standard letter objecting to the North Watson draft Variation it is shown with the notation in brackets 'FLO' (for 'form letter of objection').

(2) With rare exceptions, all correspondence including the form letters contained legible addresses. However, the names of some signatories were not always legible and are reproduced below as (hopefully) the nearest correct spelling.

<u>Sub.No.</u>	<u>Name</u>	<u>Date received</u>
1	Watson Community Association	
2	Watson Community Association	
3	Watson Community Association	
4 [FLO]	E & M Coleman	
5	D Wood	
6 [FLO]	F Sculthorpe	
7 [FLO]	C Constable-Burns	
8	B & J Murphy	
9	J Everett	
10 [FLO]	R Kearn	
11 [FLO]	J & M Kenyon	
12 [FLO]	Dalton	
13 [FLO]	V MeLandin	
14 [FLO]	M Strangio	
15 [FLO]	J Bank	
16	A & M Lewis	
17	J Schneider	
18 [FLO]	S Walmsley	
19 [FLO]	Mr & Mrs Rogers	
20 [FLO]	W & R Lyall	
21 [FLO]	C & M Van Rooy	
22 [FLO]	T Falkland	
23 [FLO]	K Baker	
24 [FLO]	R Rennick	
25 [FLO]	B Hulks	
26 [FLO]	C Green	
27 [FLO]	D & P Lean	
28 [FLO]	G Sykes	
29 [FLO]	N Goddard	
30 [FLO]	M Oloouburg	
31 [FLO]	R Harndorf	
32 [FLO]	J Whitney	
33 [FLO]	U Bell	
34 [FLO]	J Aitchison	
35 [FLO]	C Yrebert	

36 [FLO]	A & P McDonald
37 [FLO]	C Charles
38 [FLO]	G Rodriguez
39 [FLO]	L Cochroff
40 [FLO]	S & D Bliss
41 [FLO]	Taylor
42 [FLO]	R English
43 [FLO]	Davidson
44 [FLO]	J Coburn
45 [FLO]	[signature illegible]
46 [FLO]	S Faieraere
47	A & J McVeigh
48 [FLO]	D Styshens
49 [FLO]	Stratton
50 [FLO]	J & E McCrory
51 [FLO]	Webber
52 [FLO]	King
53 [FLO]	D O'Neill
54 [FLO]	M Carey
55 [FLO]	L Allison
56 [FLO]	A Faron
57 [FLO]	Council
58 [FLO]	J Finlay
59	B Price
60 [FLO]	C Chippendale
61 [FLO]	F Folk
62 [FLO]	S Bunn
63 [FLO]	G Hallissy
64 [FLO]	S Beckett
65 [FLO]	C Bennett
66	B van Voorst-Macleod
67	W Hodgman
68	R Wooding
69	B Holloway
70	R Carson
71	L McVeigh
72	G McVeigh
73	W Anderson
74	V Hallisay
75	Minders of Tuggeranong Homestead
76	Correspondence in the form of a petition in support of the North Watson draft Variation (with 254 signatories)
77	Downer Community Assoc
78	R Evans
79	D Nash
80 [FLO]	E Levier
81 [FLO]	E Milward
82 [FLO]	H Lloyd-Pitty
83 [FLO]	[signature illegible]
84 [FLO]	[signature illegible]

85 [FLO]	S & O Murray
86 [FLO]	C Pearson
87 [FLO]	A Perlberg
88	ACT Equestrian Assoc
89	J Smith
90	D Evans
91	D Connolly
92 [FLO]	J O'Grady
93 [FLO]	G Lane
94 [FLO]	C Louis
95 [FLO]	M Plummer
96 [FLO]	J Luton
97 [FLO]	M & G Hastedt
98 [FLO]	P Dobrez
99	M Dunstone
100	C McKenzie
101	Heritage Council
102	Watson Comm Assoc
103	G & P Johnson
104	P Morris-Kennedy
105	M Barratt
106	C Haigh
107	R Larson
108	North Duffy/Holder Residents Action Group
109	Paper handed to the secretary of the Committee during the public hearings (the paper lists the names and phone numbers of 17 persons objecting to the draft Variation)
110	D Grey