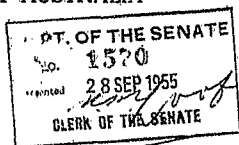


THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA



THE SENATE.

REPORT

FROM THE

SELECT COMMITTEE

APPOINTED TO INQUIRE INTO AND REPORT UPON THE

DEVELOPMENT OF
CANBERRA

SEPTEMBER, 1955

PERSONNEL OF COMMITTEE

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TERMS OF REFERENCE

"To inquire into and report upon the development of Canberra in relation to the original plan and subsequent modifications, and matters incidental thereto."

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A. CANBERRA AND THE CANBERRA PLAN

(1) The Selection of Canberra as the Capital City.

1. The building of a National Capital is a duty imposed on Parliament by the Constitution. Section 125 provides that :-

"The seat of Government of the Commonwealth shall be determined by the Parliament, and shall be within territory which shall have been granted to or acquired by the Commonwealth, and shall be vested in and belong to the Commonwealth, and shall be in the State of New South Wales, and be distant not less than one hundred miles from Sydney.

"Such territory shall contain an area of not less than one hundred square miles, and such portion thereof as shall consist of Crown lands shall be granted to the Commonwealth without any payment therefor."

2. The insertion of this provision in the instrument which created the Commonwealth was a determination arrived at after long public debate. Inter-colonial jealousy contributed to this result but there was also a strong feeling that the Commonwealth Parliament should be free from the influence of any State Capital and especially that it should be free from pressures supposed to be powerful in the great commercial cities of Sydney and Melbourne. It was believed also that the Capital should symbolise a united people.

3. The selection of the site was not an easy task and in the ensuing years many possible sites, including Bombala, Orange, Albury, Armidale, Tamworth and Tumut were visited, discussed and debated. In 1904 a Seat of Government Bill was passed nominating Dalgety as the site, but disagreement over this site immediately ensued with the Government of New South Wales and the issue again became confused.

4. Finally, ⁱⁿ 1908 the Commonwealth Parliament repealed the 1904 Seat of Government Act, which had named Dalgety as the area, and determined that the Seat of Government of the Commonwealth be in the district of Yass-Canberra, that it contain an area of not less than 900 square miles and that it have access to the sea.

5. With the area selected the next step to be taken was the selection of the actual city site. In December, 1908, the Minister for Home Affairs, the Hon. Hugh Mahon, directed that the District Surveyor, Mr. Scrivener, make a thorough topographical examination of the Yass-Canberra district, so as to recommend the most suitable territory for the purposes of the Seat of Government.

6. For the guidance of the Surveyor in making his investigation, Mr. Mahon listed the following four primary requirements of the territory desired -

- (a) That it include a site or sites possessing the necessary topographical characteristics for the Federal Capital.
- (b) That it include the catchment area of the water supply for the capital - such water supply to be of sufficient magnitude to place the question of volume at all seasons and purity beyond doubt.
- (c) That the site provide for a perfect system of sanitation.
- (d) That the site be within easy access of Sydney and Melbourne and through them to the other capital cities, and with a suitable harbour on the coast.

7. Mr. Mahon also directed that the Surveyor bear in mind that "the Federal Capital should be a beautiful city, occupying a commanding position, with extensive views and embracing distinctive features which will lend themselves to the evolution of a design worthy of the object, not only for the present but for all time".

8. On the 25th February, 1909, Mr. Scrivener made a report to the

Minister for Home Affairs, recommending the present site of Canberra. The following description of the site appears in his report :-

"A city could be located at Canberra that would be visible on approach for many miles; streets with easy gradients would be readily designed, while prominent hills of moderate altitude present suitable sites for the principal public buildings.

"The Capital would probably lie in an amphitheatre of hills with an outlook towards the north and north-east well sheltered from both southerly and westerly winds, and in the immediate vicinity of the Capital there are large areas of gently undulating country

"I regard the Canberra site as the best that can be obtained in the Yass-Canberra district, being prominently situated and yet sheltered, while facilities are afforded for storing water for ornamental purposes at a reasonable cost".

9. Mr. Scrivener's recommendation was approved by a Board appointed by the Minister to consider his report, and the final step in the selection of the Capital City site was taken by the passage of the Seat of Government Acceptance Act of 1909, the Schedule of which contained an agreement between the Commonwealth and the State of New South Wales regarding the provision of an area of about 900 square miles between portion of the Goulburn-Queanbeyan-Cooma railway and the mountains forming the western boundary of the watershed of the Cotter River.

10. In view of recent developments in the Snowy Mountains area, Clause 10 of the Agreement might be noted. It provided that the State grant to the Commonwealth, without payment, the right to use the waters of the Snowy River, and such other rivers as might be agreed upon, for the generation of electricity for the purposes of the Territory. The development of the Snowy Mountains Hydro-electric scheme might well have a very important bearing on the future development of Canberra.

(2) The Griffin Plan.

11. In April 1911 an international competition for the design of the new city was launched; entries to close on 31st January, 1912. No effort was spared to make the requirements of the Government fully known. Plaster models of the site were made available in the principal centres of the world, and a printed statement was issued embodying the conditions of the competition and giving a full description of the site. A copy of this statement is attached as Appendix A to this report.

12. One of the conditions of the competition, however, received very strong criticism. It arose from the insistence of the Minister of the day, the Hon. King O'Malley, that he be the adjudicator, a stipulation said to be "contrary to all precedent". (vide Appendix A - Paragraph 14 of "Conditions of Competition").

13. When the Minister refused to alter this condition the Royal Institute of British Architects and the Institute of Civil Engineers and affiliated bodies throughout the British Empire boycotted the competition, with the result that the field of architects and town planners available to compete was considerably reduced.

14. In all 137 designs were received. A technical body of three comprising an engineer, an architect and a surveyor, appointed to report on the designs, disagreed in their choice, the Chairman recommending three designs entirely different to the three chosen by the other two members.

15. In his capacity as adjudicator the Minister, Mr. O'Malley, adopted the recommendation of the majority and awarded first prize of £1,750 to Walter Burley Griffin of Chicago, second prize of £750 to Eliel Saarinen of Helsingfors, and third prize of £500 to D. Alf. Agache of Paris. These three designs, called the premiated designs, then became the property of the Commonwealth. The Minister also authorised the purchase of the design

adjudged first by the Chairman of the Board, viz. by Messrs. Griffiths, Coulter and Caswell of Sydney. (vide Parl. Paper No. 17 of 1912)

(3) The Griffin Report Explanatory.

16. Although the Walter Burley Griffin plan had won first prize in the international competition, it was not immediately implemented.

17. Criticism of the design quickly followed. It was said to be too extravagant and elaborate, too costly to carry out. On 27th June, 1912, the Minister, Hon. King O'Malley referred it and the other premiated and purchased designs to a Departmental Board of experts for report. On 25th November, 1912, the Board reported that it was unable to recommend any of the designs, and, instead, put forward for approval a design of its own, incorporating what it considered to be the better features of the designs referred to it, and embodying certain other suggestions. (vide Parl. Paper No. 65 of 1912).

18. After presenting the report to Parliament, Mr. King O'Malley, on 10th January, 1913, formally gave his approval to the Board's plan, and issued instructions for work to commence immediately. When the formal opening ceremony took place at Canberra on 12th March, 1913, that was the plan on which the city was being constructed.

19. Then came a change of Government. Burley Griffin was invited to Australia, to co-operate with the Departmental Board in the development of the city. When he showed little inclination to modify his plan, and in his discussions with the Departmental Board would make few concessions, the Minister, the Hon. W.H. Kelly, disbanded the Board, cancelled the approval given its plan, and appointed Griffin as Federal Capital Director of Design and Construction.

20. One very important consequence, from a planning point of view, however, had followed from Griffin's discussions with the Board. The Minister had asked him for a report on the premiated plan in the light of personal inspections of the site and of his conference with the Departmental Board. This Griffin did under cover of a letter dated 13th October, 1913. The letter is interesting in setting out the points of difference with the Departmental Board's plan, but the report - the Report Explanatory as it is known - is an historic document, a key to the whole Griffin Plan. (vide Parl. Papers Nos. 153 and 346 of 1914-15-16)

21. Attached to his report, Griffin also submitted a revision of his premiated plan, now known as the Preliminary Plan. His reference to this plan in his letter to the Minister is interesting, having in mind the present-day development of Canberra. His words were -

"It must be understood that the original design was in the nature of preliminary study, just as would be first prepared by an architect for a building. Also, in view of the limited time and other factors preventing consecutive work, the accompanying draft can be considered only as a second step in the same direction, by no means, of course, as a working drawing, or finality - even as to the bare street plans of the restricted area to which it is confined. Further surveys and a careful correlation with the environs will have marked influence on these internal lines, while the landscape and architectural treatment is not here included at all. This stage of the work consists solely in the direction of determining the main lines diagrammatically on the basis of a general system of organization, generalities necessarily preceding particulars."

(4) Griffin and the Initial Development Period.

22. Although the approval given to the Departmental Board's design had been cancelled and Griffin had been appointed Federal Capital Director of the design and construction, final approval had not automatically followed for the carrying out of Griffin's plan. There were still some misgivings and doubts as to its possible cost. It would appear, however, that Griffin did not intend to lose any opportunities which his appointment as Federal Director gave him, and he set about laying the essential outlines of his own scheme as far as he was able. He also obtained the approval for and set in motion an international competition for the design of the permanent Parliament House.

23. The outbreak of the First World War followed by a change of Government and the replacement of Mr. Kelly by Mr. Archibald further delayed approval of the Griffin Plan, and also brought about cancellation of the international competition of the design for Parliament House. Departmental correspondence of this period, as embodied in a Parliamentary Paper, provides very interesting reading and shows how radically different were the policies of Griffin and the Departmental officers. Their relationships were strained and the situation was aggravated to no small extent by divided responsibility and ill-defined authority. The Senate Committee notes that even at this early stage of Canberra's development, divided control stood out as a problem. It is perhaps amusing now to read the strong recommendation to the Minister by a senior departmental officer that approval be not given to a request by Griffin for an additional surveyor to help in his work of developing the national capital.

24. Finally, in 1916, a Royal Commission was appointed to investigate the various aspects of the Federal Capital. After it had presented its report, which to a large extent substantiated criticisms by Griffin of Departmental obstruction, Mr. King O'Malley, who had only three years previously endorsed the Departmental Board's plan, formally approved of the Griffin design and placed Griffin himself completely in charge of all the work in connection with the national capital. As one witness before the Senate Committee stated, "that action put Griffin's plan back as the plan for Canberra, and it has never been departed from fundamentally since".

25. Griffin remained in control of the work at Canberra, carrying out and revising his plan until 31st December, 1920, when the Federal Capital Advisory Committee was established under the chairmanship of Sir John Sulman. Griffin was invited to sit on this board as a member but, in his usual uncompromising manner, refused to do so. He left Canberra with his plan well established on the ground and the satisfaction of knowing that any later administration would find it difficult to set it aside. As a security against this he had himself abandoned one proposal of his preliminary design - that for an Initial City on the South of the Capital pending the construction of bridges and roadways and the development of essential services on the North. It appears that, very justifiably, he feared his design might be stultified in later years by a concentration of development to the South.

(5) Capital
The Federal Advisory Committee.

Capital
26. The establishment of the Federal Advisory Committee was a consequence of the desire of Sir Littleton Groom, the then Minister for Home Affairs, to have the capital formally established as the Seat of Government and the centre of administration. According to one witness, Griffin, although a landscape architect of ability, was very poor at construction and knew little about engineering. Littleton Groom, a man inspired with "a flaming zeal for the building of this city", wanted the Government to approve of the establishment of a Commission. When the Government would not approve of that suggestion, he obtained approval for the appointment of the Committee.

27. The Order in Council of January, 1921, appointing the Committee, reads as follows :-

"With a view to enabling the Federal Parliament to meet and the Central Administration of the Commonwealth Government to be carried on as early as practicable at Canberra (and on the basis of the acceptance of the plan of layout of the Federal Capital City by Mr. W.B. Griffin), it was recommended to His Excellency the Governor-General in Council and approved that

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HERBERT E. ROSS, ESQ., F.I.A., Architect,

COLONEL P.T. OWEN, Director-General of Works, Department of Commonwealth Works and Railways.

J.T.H. GOODWIN, ESQ., Commonwealth Surveyor-General,

be appointed members of a Committee to inquire into and advise upon the following matters in relation to the construction of the said City :-

- (1) The existing data, plans, and works;
- (2) The works, buildings, and city services that can be further proceeded with or commenced forthwith;
- (3) A general scheme upon which to develop the buildings of the Capital City progressively, having regard to both official and civil occupation;
- (4) Proposals for the design and construction of the necessary works, buildings, and services;
- (5) The order in which essential surveys and the construction of such works, buildings, and services shall be undertaken;
- (6) Such matters as in the opinion of the Committee are expedient in regard to provision and manufacture of materials necessary for the purposes of construction,

and to inquire and report upon any special matter in relation to the layout and construction of the Federal Capital City, as and when directed by the Minister for Works and Railways."

28. One of the first acts of the Committee was to recommend a return to the city plan prepared by the Departmental Board. In making this recommendation, the Committee stressed the relative economy of the Board's plan and particularly the fact that it provided for a concentration of the main city development, commercial, residential and administrative, to the South of the Molongie River, resulting in a less expanded layout with consequent savings on roads, water mains, sewerage and electricity. As has been noted earlier, it was against such a contingency that Burley Griffin appeared to have developed the main outlines of his plan by constructional work on the ground.

29. The Government of the day, however, would have no part of the Committee's recommendation, and conceded to the Committee the power only of recommending amendments to the Griffin plan provided they were not amendments on points of vital principle. Since that time no suggestion has ever been made through official channels to any Commonwealth Government that the Burley Griffin plan be abandoned.

30. Some important amendments to the plan, however, were suggested by the Committee and approved by the Government. They concerned :-

- (1) The siting of the Railway Station.

- (2) The concentration of shopping areas in compact blocks rather than in the ribbon development in main avenues as proposed by Griffin.
- (3) The concentration at Civic of Griffin's commercial focus and civic focus.

(Griffin had provided for a Market Centre near the junction of King's Avenue and Constitution Avenue).

31. The first amendment is of little consequence now in view of the later abandonment of the idea of a railway through the heart of Canberra, but the two latter amendments are of particular interest in view of the difference which might be observed between Griffin's preliminary plan and the overall map of Canberra attached to this Report, which was prepared for the information of the Senate Committee by the Department of the Interior. There were also other minor amendments approved which were simply practical necessities arising from the geometric nature of the design, and its lack of conformity in certain cases to contours and natural features - amendments which were justified by the very reasons given earlier by Griffin himself in his letter of 13th October, 1913 to Mr. Kelly.

32. In July, 1924, the Seat of Government (Administration) Bill was passed providing for a Commission of three under the chairmanship of Sir John Butters. In its final report to the Minister, the Federal Capital Advisory Committee concluded with the following paragraph :-

"An important responsibility rests upon those concerned with the building of a modern city, and in handing on this trust to its successors - the Members of the Federal Capital Commission - the Committee trusts that they will be enabled to maintain the best ideals of modern town planning, and that no purely economic or immediate considerations or compromises will be permitted to stand in the way of the development of the Capital on sound practical and aesthetic lines, in order that Canberra may be indeed a "city beautiful," affording to its inhabitants all the social advantages which may be readily obtained from the high degree of technical skill and experience now available, and that it may at an early date become a source of national pride and inspiration."

(6) The Federal Capital Commission and the Gazetted Plan.

33. The Federal Capital Commission, which assumed control of Canberra's development on the 1st January, 1925, was invested by the Seat of Government (Administration) Act 1924 with very wide powers in regard to actual constructional and developmental work. The Government made it clearly understood, however, that the development must be along the lines of the Griffin Plan.

34. Mr. Daley stated in his evidence that the proposed legislation for the establishment of the Commission had been kept secret as "Canberra matters were so touchy and inflammable at that time".

35. Mr. Daley had been Secretary of the Federal Capital Advisory Committee and later became Secretary of the Federal Capital Commission. His evidence reads -

"Groom kept it up his sleeve until that particular morning although it was to be introduced in the House that night. I was asked how the Griffin plan could be put into an act of Parliament. They said they wanted to introduce it that night and wanted the Government Printer to have it ready for introduction. I told them that they could not put the Canberra Plan into an act of Parliament because we did not have an up to date plan drawn with the various amendments that had been approved. After a lot of argument it was decided that a clause would be inserted requiring the new body, the Federal Capital Commission, to gazette within a certain period a plan which would be the plan to be followed. It was very firmly understood that that plan was to be the Griffin plan. The Minister was to approve of it and he would not have approved of any serious departure from the Griffin plan."

36. The Seat of Government (Administration) Act, as passed, accordingly contained the following sub-section -

"4. - (1) As soon as practicable after the commencement of this Act the Minister shall publish in the Gazette a plan of lay-out of the city of Canberra and its environs".

37. On the 19th November, 1925, a plan appeared in the Commonwealth Gazette with the simple preamble :-

"Seat of Government (Administration) Act 1924.
Publication of plan of lay-out of the city of Canberra and its environs.

In pursuance of the provisions of sub-section 1 of section 4 of the Seat of Government (Administration) Act 1924, I, George Foster Pearce, Minister of State for Home and Territories, publish hereunder a plan of lay-out of the City of Canberra and its environs.

Dated this eleventh day of November, 1925.

G.F. PEARCE, Minister for
Home and Territories."

38. That plan - the Gazetted plan - thus became the blue print for the lay-out of Canberra. It was the general plan as prepared by Burley Griffin with such modifications as had been approved up to that time. As subsequent modifications or variations to the plan have been approved the plan has been correspondingly amended.

39. Reference has already been made to the fact that Burley Griffin produced a Report Explanatory outlining the general principles of his plan. That explanatory memorandum was in the nature of a zoning scheme. The gazetted plan of 1925 contained no reference or indication of zoning whatever; it was merely a series of lines without explanation legalising Griffin's formal lay-out but not confirming his zoning principles. The Committee was assured, however, by the Surveyor-General, Mr. Rogers, that while the Gazetted plan contained no "precise legal obligation" in regard to zoning, his Department still had the Griffin plan to work on and was, in fact, working to it.

(7) The Machinery for Modification of the Plan.

40. The Act of 1924, setting up the Federal Capital Commission, in addition to specifying under Section 4 (1) that a plan of the lay-out of Canberra and its environs should be gazetted as soon as possible, also made provision for the safeguarding of the plan. These provisions, also contained in Section 4 of the Act, were as follows :-

"4. - (2) The Minister may at any time, by writing under his hand, modify or vary the plan so published, but no such modification or variation shall be made until after the expiration of thirty days after notice of intention, published in the Gazette, so to modify or vary the plan has been given.

"(3) A copy of the instrument by which any modification or variation of the plan has been made shall be laid before both Houses of the Parliament within fifteen days of the making thereof if the Parliament is then sitting, or, if not, then within fifteen days of the next meeting of the Parliament.

"(4) If either House of the Parliament passes a resolution, of which notice has been given at any time within fifteen sitting days after the instrument has been laid before it, disallowing the modification or variation made by the instrument, the modification or variation shall cease to have effect."

41. These safeguards still stand, in identical phraseology, in the present Seat of Government (Administration) Act, except that in place of the words "the plan so published" as set out in sub-section 2 above, we now have "the plan of lay-out of the city of Canberra and its environs, published in the Gazette of the nineteenth day of November, One thousand nine hundred and twenty-five, as modified or varied prior to the date of the commencement of this section". In 1930, when this section of the Act was thus set out in its present form (following the repeal of the 1924-29 Seat of Government (Administration) Act, with the termination of the Federal Capital Commission), the following sub-section was also added :-

"The Minister shall not depart from, or do anything inconsistent with, the plan of the city published in the Gazette, with such modifications or variations as have been made prior to the date of the commencement of this section or as are made in pursuance of this section."

42. It is clear that when the Seat of Government (Administration) Act was passed in 1930 Canberra had an accepted, gazetted, legally binding plan, and legal machinery to safeguard it. The guardian of the plan was not the public servant charged with a particular duty in Canberra, not the Department or Authority administering Canberra, not the Minister responsible for Canberra, not even the Cabinet but Parliament itself. It is clear also that either House of Parliament acting alone could prevent any deviation from the plan.

B. DEVELOPMENT OF CANBERRA.

Has it been adequate for the Administrative Centre?

43. The main purpose of the construction of Canberra was that it should be the Seat of Government. Section 125 of the Constitution provided that "the Parliament shall sit at Melbourne until it meet at the Seat of Government", and in view of the varying State interests, it was most desirable that the transfer take place as soon as possible.

44. It was not until 1927 that the Parliament was able to move to Canberra and that the Seat of Government was thereby established in the National Capital. But the transfer was rather like a change of residence with only a suit-case - the Seat of Government did not have all its administrative furniture with it. Many of the Governmental Departments had yet to follow.

45. It is the Committee's aim at this stage to review the efforts made to secure the transfer of the Governmental administrative machinery to Canberra, and in the light of this review to adjudge the question "How far has the development of Canberra been adequate for an Administrative Centre?".

1. The First Programme - Federal Capital Advisory Committee.

46. In 1921 the Federal Capital Advisory Committee put forward the first programme for the building of Canberra. It envisaged the development of the city in accordance with the Griffin plan and the transfer of the Government from Melbourne to Canberra. The Committee being advisory was not responsible for administration or construction but as its members included officers of the departments who were responsible, it was able to keep in close touch with the work. The Order in Council appointing it required it to advise on the sequence in which essential services and buildings should be constructed to enable Parliament and the central Administration to be transferred as early as possible to Canberra. The First world war had ended only three years earlier and as the government wished to avoid continued heavy expenditure in the post-war years, strict economy was enjoined.

47. The Committee on 18th July, 1921 recommended that the city should be developed in the following three stages:-

- Stage (1) the establishment of Parliament at the Federal Seat of Government, attended by such administrative departments or branches thereof as must be closely associated with their ministers;
- Stage (2) the removal of central administrations of other departments to the Seat of Government, additional railway connection, and execution of some permanent architectural and engineering works;
- Stage (3) extending over such prolonged periods as may be expedient, the progressive realisation of permanent and monumental works, ornamental waters, etc.

48. It further recommended that the parliamentary and administrative buildings in the first stage should be of a temporary character and that the erection of permanent official buildings should be deferred until later stages of the city's development; that civic buildings should be of a permanent character, but confined during the first stage to the needs of the perhaps small initial population; and that whilst certain engineering works, such as those of water supply and sewerage, should be carried out in such a manner as to provide for the future population in respect of their main lines, the reticulations should be limited to serve areas of initial settlement.

49. While bearing in mind that "the Federal Capital should be a beautiful city", the Committee considered that "utilitarian development and economy should be the aim in the first stage, leaving to future decades - perhaps generations - the evolution of the national city on lines that are architecturally monumental." Thus early was the vision of a great city obscured by the desire for cheapness and quick results. The Committee conceived Canberra during the first stage as a "garden town with simple, pleasing but unpretentious buildings". By restricting development to defined areas the Committee hoped to establish the seat of Government within three years at a cost of under £2,000,000. The Government approved of the scheme on 15th December, 1921.

50. Notwithstanding the modesty of the programme it was not completed. The funds provided fell below those asked for by the Committee - £200,000 for the first year, instead of £400,000, and £330,000 and £430,000 instead of £700,000 for each of the second and third years. As the funds were not allocated until after consideration of the estimates it was not known till comparatively late in the year what sums were available.

51. There were also changes of policy and changes of ministers. For the temporary building called a Conference Hall suggested by the Committee there was substituted the provisional Parliament House now in use. The Committee's recommendation for temporary administrative buildings was overruled and an international competition for an administrative block ordered. As this block could not possibly be completed by the time Parliament was to be transferred to Canberra, the Cabinet decided that a Secretariat for each Department instead of the Head Office should be located in Canberra. These administrative nuclei were to be housed in a special building to harmonise with the provisional Parliament House. The present East and West Blocks are the result of this decision.

52. Two Departments, the Department of Home and Territories, and the Department of Works and Railways, were concerned with the development of the Capital, the first controlling general administration, land policy and surveys, the second construction and design. The Department of Health also intervened in various matters.

53. Finding that the programme was falling short of its target, and urged to action by a Resolution in the House of Representatives on the 12th July, 1923, that the next Parliament should meet at Canberra, the Government cast about for a method of putting more vigour into the programme.

54. The pattern of Government in Washington may have suggested the answer. Towards the end of 1924, the Seat of Government (Administration) Act was passed, setting up the Federal Capital Commission which took over in January, 1925. By then the main water supply system was ready, three-quarters of the brickwork of Parliament House had been constructed; the central portion and half of the pavilions of the Hotel Canberra completed, Gorman House commenced; the power house built, the sewerage network well advanced and a considerable amount of road work finished.

(2) The Second Programme - Federal Capital Commission

55. The instruction given to the Federal Capital Commission on its appointment in January, 1925, was that it should complete the provisional Parliament House as soon as possible and certainly by January, 1927, by which time it should also have made accommodation for the transfer to Canberra of the Parliamentary staff and for the officers of the Secretariats.

56. Confidence in the ability of the Commission to keep to this timetable was illustrated by the first leases offered to the public on 12th December, 1924. According to the evidence of one witness before the Committee, it was then represented that within five years Canberra would have a population similar to Goulburn or Albury, i.e., about 15,000, and that by the end of ten years all Commonwealth departments then in Melbourne would be transferred to Canberra.

56. At the time when the Commission took over, there were several public departments sharing the administrative work at Canberra and the Government recommended that their resources be used by the Commission as much as practicable. In the opinion of the Commission, however, this situation

64. As the depression deepened towards the thirties criticism of the Commission's so-called extravagance and undemocratic nature became pronounced. With the change of Government in 1930 the 1924-29 Seat of Government (Administration) Act was repealed and the Federal Capital Commission went out of office. The Territory reverted to the Departmental system of administration which has persisted to this day.

65. The new Government's final comment on the work of the Commission, as contained in the second reading speech on the Bill by the Assistant Minister, Senator Barnes, was not a sympathetic epitaph -

"It is beyond dispute that the Commission has failed as an administrative body, and that it has proved to be an exceedingly costly experiment. Further, the system is objectionable as it is an abrogation of Ministerial and Parliamentary responsibility. Its era of usefulness definitely ended when the majority of the public servants were provided with living quarters and moved to Canberra. Much of the Commission machinery is a duplication of that already existing departmentally, and considerable administrative savings should result from the proposed change. The intention of the Government is to abolish the Federal Capital Commission and place the affairs of the Territory under departmental control, with provision for Ministerial responsibility".

66. One of the advantages of the Federal Capital Commission, which was stressed by witnesses before the Senate Committee was its relative freedom in regard to finance. Its operations were financed, according to its Chairman, Sir John Butters, almost entirely from loans totalling about £10,000,000. In its five years of operation it constructed approximately 1,000 houses.

67. The Senate Committee was particularly interested in the work of the Commission because it operated under circumstances which were much akin to those which exist in Canberra today. It asked Sir John Butters his views on finance and received the reply "I cannot encroach on the ground of national finance but, from the point of view of carrying out urgent constructional operations, it is hopeless to have changes in planning, especially in a city such as Canberra. Such a city can be developed on a sound economic basis only by operating in accordance with a long range programme". Since Canberra is now experiencing a building boom similar to that operating at the time of his Commission, the Committee also asked him how he secured his tradesmen. His answer was that he paid high wages to attract them from Sydney and Melbourne and that he trained promising labourers as tradesmen. Owing to the difficulty of attracting contractors to Canberra the bulk of the Commission's work was done by a system of day-labour. Finally, we might note his reply to a question as to whether Canberra might now revert to a Commission form of construction - "I cannot think of any better arrangement than that provided for in the legislation that established the Federal Capital Commission". His feelings, when Chairman of the Commission, on the Departmental system will be gauged from the following paragraph which appears on page 17 of his final report - "It would be nothing less than a tragedy to sub-divide the activities of the Commission and distribute them among two or more Departments".

(3) The Depression - World War II Period.

68. After the dismissal of the Commission the Government was able to make "considerable administrative savings" at the cost of considerable unemployment. It was the period of the "Great Depression". Building was brought almost to a standstill. The only important public works of the period were a Federal Highway from Canberra to Goulburn and a good road to Yass - not inconsiderable achievements and valuable as an indication of what could be done. As the situation was without precedent the Committee does not wish to lay the blame at the door of any of the Governments responsible. It points out, however, that knowledge of the policy best

suited to lift a country out of a depression has grown since 1930 and it believes that a time when private enterprise is forced to reduce employment is a time when public employment should be increased. It is to be regretted that when labour and material were available in abundance, the governments of the day refused to take advantage of them.

69. As the financial situation began to improve approval was given for the building of the War Memorial and for a section of the National Library. It was not until returning prosperity was clearly evident that the Government thought again of the transfer of the remaining Departments from Melbourne. A new programme was then entered upon which was to include the Postmaster-General's and Defence Departments, and was to be carried out in association with a balanced programme of housing, schools and amenities. Plans were made for the recommencement of the Administrative Building, the construction of the Patent Office and the commencement of a new Hospital.

70. This period saw the establishment around Canberra of several service areas - the Naval Wireless Stations at Harman and Belconnen and the R.A.A.F. on a portion of the Civil Aerodrome. The R.M.C. had also returned from Sydney to which it had been transferred in 1930, and new buildings were needed to replace temporary quarters which had been pulled down in the meantime. It was very soon apparent, however, that the most important issue was housing, as Canberra's population was showing a marked growth and the bulk of the funds available was diverted to it.

71. The Second World War then broke out with the diversion of all available resources to military expenditure; housing construction had to be restricted and further transfers of Departmental personnel postponed. The already difficult housing position was further aggravated by a very large increase which took place in the Canberra administrative staffs, notwithstanding that the central offices of the service Departments still remained in Melbourne, and the position became worse as service personnel and discharged servicemen came to need homes.

72. Meanwhile office accommodation had become acute. The Public Works Committee considered sanctioning a new administrative building, but before a decision was reached it became necessary to add to East and West Blocks. Additional accommodation was found by the now established policy of "utilitarian development", leaving the city beautiful "to future decades - perhaps generations." A proposal was mooted to build two new temporary Secretariats similar to East and West Blocks on the site in between those two buildings - notwithstanding the fact that it was also the site proposed by Griffin for the future Parliament House. This suggestion fortunately was not acted upon, and in lieu the Government completed the Melbourne Block at Civic and made space available there for the Departments. Temporary accommodation for the Prices Branch was also built behind the Hotel Kurrajong.

73. The most important building erected during this period was the new Hospital, due largely to American influence as it was required as an American Base Hospital. Its completion relieved the lack of office accommodation by making the old Hospital building available for departmental use.

74. After the war the emphasis was on housing to the near exclusion of all other considerations. Canberra's rapid increase in population accentuated the problem and the lack of balance in community life soon became noticeable as the need for additional schools, halls, suburban shops, play centres and the like became acute.

75. The resort to makeshifts similar to those of the war period was regretted as it was felt that the time had passed for the use of such expedients and that the stage had now been reached in Canberra's history when permanent buildings should be constructed when and where possible. Accordingly, the question of the construction of the permanent Administrative Block was, in 1947, again referred for advice to the Public Works Committee. Upon its recommendation work was resumed on the building on a modified and improved plan.

76. It was against this background that the 1948 plan for the transfer

of Departments to Canberra was formulated and approved by the Government.

(4) The 1948 Programme.

77. The 1948 programme for the transfer of Departments to Canberra would appear to have been due to a large extent to the efforts of a reconstituted Public Service Board, which viewed with concern the adverse effect which the division of central offices between Canberra, Melbourne and Sydney had upon the cohesion of central departmental administration. After its reconstitution early in 1947, it took up, under the Chairmanship of Mr. W. E. Dunk, the whole question of development with the Minister for the Interior. The Minister set up an inter-departmental Committee consisting of representatives of the Public Service Board, the Treasury, the Department of Works and Housing and the Department of the Interior, to discuss the issue and make recommendations to the Government.

78. In February, 1948, the Committee reported to the Government that whilst it realised that the present shortage of labour and materials, and the urgency of providing housing and boarding accommodation, would operate against any rapid expansion during the next two or three years, it had drawn up for the Government's consideration as "the target to be aimed at", a programme of transfers spread over a period of ten years, as follows :-

	<u>No. of Officers</u>
<u>First stage (1-3 years).</u>	
Growth in Canberra Departments (including Marketing Division, Commerce, which was temporarily in Melbourne)	882
<u>Second stage (3-5 years)</u>	
Repatriation Social Services, Labour and National Service, Civil Aviation, Works, Housing, Shipping and Transport, and minor sections of Departments	1,703
<u>Third stage (5-7 years)</u>	
Postmaster-General's Department plus minor sections of other Departments	772
<u>Fourth stage (7-10 years)</u>	
Defence group	3,670
<u>Total number of officers involved</u>	- 7,027

79. The Minister for the Interior submitted the report to Cabinet, which endorsed the programme suggested.

80. The programme received full publicity in the press, and it appeared that at last there was a definite plan for the early transfer of Commonwealth Departments to Canberra. But all did not go well. In its subsequent reports, as presented to Parliament annually, the Public Service Board painted a melancholy picture of the slowness of progress. In its 25th Report, it regretted that two years after the plan had been formulated, the immediate deficiencies of Canberra had not been overtaken but had been increased and the implementation of the transfer arrangements seemed likely to be long deferred. It went on to say that special measures would have to be taken to cope with the problem of building Canberra and that until such time as the city was brought to the full stature of a National Capital, the Public Service administration would not be able to give the full service which national government required.

81. By 1950 expenditure had increased to approximately £4,000,000 per annum. An inter-departmental Committee convened that year to consider the building programme stated that a major cause of delay was the absence of a single authority. There were ten client Departments all making separate requisitions to the Department of Works and each pressing the urgency of its

own claim. A body to assess these conflicting demands was necessary and it was therefore recommended that the Cabinet sub-committee on Canberra Development should be advised by an inter-departmental Committee whose task it would be to co-ordinate all works and services in the Australian Capital Territory. It appears that little was done by way of giving effect to this recommendation.

82. In its Report for 1952 the Public Service Board regretted the lack of progress. More than four years had passed but it was impossible to begin the transfer of Departments from Melbourne to Canberra. The position was much as it had been before the Great Depression. A balanced policy designed to provide office accommodation, housing and amenities was essential. It was necessary not only to prepare for the natural growth of Canberra but also for expansion. It recommended that the Government should "reaffirm its determination to make Canberra the centre of the Federal Administration" and act accordingly. The next year's Report (1953) indicated that the demand for housing and amenities continued to outstrip the supply.

83. This was the situation when the Senate Select Committee began its inquiries.

(5) The Committee's Enquiries

84. It soon became apparent that the programme for 1948 for the transfer of public servants to Canberra had failed. The major obstacle was the lack of houses. How serious the shortage was will be made clear by the following figures.

(1) Housing Units completed. (including Flats)

1946/47	.....	135	(including 8 Temporary structures)
1947/48	.....	249	" 69 " "
1948/49	.....	285	" 94 " "
1949/50	.....	410	" 107 " "
1950/51	.....	545	" 37 " "
1951/52	.....	635	
1952/53	.....	588	
1953/54	.....	489	
1954/55	.....	320	

(2) Housing Units under construction (including Flats)

30.6.47	.....	355	
30.6.48	.....	526	
30.6.49	.....	842	(Excluding contracts let but not commenced)
30.6.50	.....	784	
30.6.51	.....	1044	
30.6.52	.....	664	
30.6.53	.....	535	
30.6.54	.....	513	
30.6.55	.....	657	

(3) Number of persons on Departmental Housing Waiting List.

30.6.47	.....	1445
30.6.48	.....	1764
30.6.49	.....	2370
30.6.50	.....	2902
30.6.51	.....	2618
30.6.52	.....	2698
30.6.53	.....	2476
30.6.54	.....	2611
30.6.55	.....	3014
31.7.55	.....	3091

(4) Workmen engaged directly on Housing

30.6.47	.....	405
30.6.48	.....	554
30.6.49	.....	664
30.6.50	.....	951
30.6.51	.....	987
30.6.52	.....	1109
30.6.53	.....	788
30.6.54	.....	500
30.6.55	.....	693

(a) Need for a vigorous well-directed balanced programme.

85. It appears to the Committee that there was no carefully thought out plan but merely a vague aspiration that somehow it would be possible to house the public servants who would occupy the new building. The officers mainly responsible for the development of Canberra seem to have had many other duties of an important character to perform which led them to believe that the building of the national capital was merely one, and by no means the most important of their obligations. To complete the new Administrative Block and to build an increasingly inadequate number of houses seems to have been the only response to the challenge. It is absurd that the new Administrative Block, begun in 1925, should in 1955 be two years short of completion, that it should be the only permanent building in the government triangle and that there should be no plan in existence for a second permanent administrative building. The only other permanent Commonwealth office building is the Patent Office on King's Avenue. Public Departments are housed in East and West Block which were built in an inconspicuous style so that later they would not detract from the appearance of the monumental buildings to be erected by "future generations", or in the new offices at Barton, blatantly temporary in appearance but not so temporary in construction as to prevent their outliving all those who now work in them. There are other buildings so unsuited to grace a National Capital that those responsible for them plead as a mitigation of their offensiveness that they will be screened from the public gaze by trees, as though the function of trees were to hide ugliness, not to enhance and create beauty. The Committee concludes from these facts that there is no positive determination to complete the National Capital, but merely a policy of living from hand to mouth.

86. The Committee believes that this policy which has characterised all Governments and all Departments since 1929, must cease, and that a clear programme for the transfer of Central Departments to Canberra should be drawn up, affirmed and carried out within a measurable period.

87. The Committee is aware of the difficulties existing today. There is a nation-wide boom in building. Costs are high and are increasing. But the problem is urgent and is becoming more so. Our difficulties are partly the result of the timidity, lack of imagination and pre-occupation with purely departmental problems in the past. One witness rightly said that the Government must assert its position or surrender it. The problems will not be solved if left untouched. The nation has reached a stage of development when it deserves and demands a national capital.

88. The Committee believes that a programme for building must include office accommodation, housing and amenities. Every public servant brought to Canberra must have a place to live in, schools for his children and the services necessary for civilized living. There must be a balance between working accommodation, living accommodation and community services. According to the assessment made by the Public Service Board, the completion of the Administrative Block - a few years hence, will permit the transfer of 2,000 public servants, and this will cause an increase of 5,000 in Canberra's population. But Canberra will not be in truth the seat of Government until some 8,000 public servants have been transferred and some 20,000 people provided with working and living room.

89. Against the cost involved in this large scale operation should be set the gain. The Government loses in efficiency and pays large sums

yearly because central administration is divided between Canberra, Melbourne and Sydney. Highly placed and highly paid public servants frequently travel hundreds of miles to attend a short conference with officers of another department. In addition there are heavy expenses involved in the services provided for a widely spread, far from finished city. The time has come to take the responsibility of building the National Capital from the unborn backs of future generations and place it firmly and squarely on the shoulders of people alive today.

90. The office accommodation position has already been referred to. The construction of the large group of two-storied temporary buildings behind Hotel Kurrajong in recent years has relieved the immediate strain in this respect, and of all the components of an overall scheme, office accommodation is at the moment the least difficult. If the new administrative building were finished tomorrow, the lack of housing would prevent its being fully utilized. This easier situation, the Committee stresses, is due to the adoption of expedients, which, whilst an immediate relief, are no final solution to long-range considerations of permanency. Housing, however, is the immediate problem and further reference to this aspect will be made in the next section of this report.

91. The need for co-ordinated development of community services is instanced by the increasing demand for schools. The Committee heard evidence from the A.C.T. Parents and Citizens' Association, the Department of Interior and Archbishop O'Brien, representing the Roman Catholic Schools, all of whom stressed the urgency of the situation which is developing on the basis of Canberra's natural growth only. The officials of the Department of the Interior stated that their advanced planning was being done on the assumption that the denominational schools would cater for about one-third of the city's school children, as is the case at present. The evidence given by Archbishop O'Brien indicated that whilst the Roman Catholic community intended to build schools for the instruction of their children, in view of the anticipated rapid growth of Canberra it was impossible for him to guarantee that the schools required would be built within the desired time.

92. The Committee believes that while it is permissible for the authority controlling public schools to make allowance for the growth of denominational or private schools and adjust its building programme accordingly, it cannot evade the ultimate responsibility of providing education for all children in the Federal Capital. The responsibility of deciding which school their children should attend rests with the parents alone. In allotting land for public schools therefore the possibility that the Government may be compelled to erect additional buildings in the future should be kept in mind.

93. Land should nevertheless be made available for religious denominations and other bodies capable of conducting schools. Land allotted to any school whether public or private should be sufficient for all future building and recreational services. The educational authorities in Canberra should profit by the experience of State Educational authorities which in the past reserved areas which were too small for schools. The children of today are the victims of this short-sighted policy. In some city schools normal recreation is too dangerous in the diminutive areas of asphalt which are mis-named playgrounds. The formula used by the New South Wales Education Department may serve as a guide, namely, that the minimum area for an infant school should be two acres, for a primary school seven to ten acres, and for a secondary school fifteen acres. The Senate Committee has been supplied with a statement showing the areas of land allocated to all schools in the A.C.T., and notes with pleasure that most have sufficient land for present needs. It is concerned, nevertheless, with the future and is anxious that the adequate land should be provided for the time when certain areas will have a greater density of population.

94. The opening-up of further suburban shopping areas and community centres, the provision of playing fields and recreation areas, and the erection of halls, mothercraft and pre-school centres are some of the other community services which must be developed in co-ordination with the other aspects of an over-all transfer scheme, if the community life is to retain proper balance.

(b) Need for assured long-range finance.

95. According to the evidence given by witnesses before the Committee, Governmental finance has been the major obstacle to Canberra's construction. It was said that the system of annual appropriation delayed the commencement of new projects and then caused a rush to spend money before the end of the financial year, resulting in unevenness and uncertainty in planning and in the uneconomical use of moneys. It was also stated that it created "artificial barriers" in building construction and that, by reason of its uncertainty, had been a barrier to long range planning.

96. Witness after witness stressed that the first essential of any proposed development must be a guaranteed works programme with an assured allocation of funds over a period of years. Project budgeting, as it has been called, was advanced as the only satisfactory method of construction finance.

97. The Committee gave very careful consideration to these criticisms and suggestions as they were made by witnesses who had been closely associated with Canberra's development.

98. The Auditor-General when questioned rebutted much of the criticism on the grounds that if uncertainty and unevenness of programming existed, it had nothing to do with the budgeting system as such, nor with the actual provision of the amounts for appropriation by Parliament; that it was a fallacy to believe that the liability to which Parliament was committed within each financial year was limited by the amount appropriated for that year; and that under the system of "revotes" a major form of project budgeting had been in operation in larger Departments for many years, with Governmental approval.

99. The Treasury officials also claimed that no criticism could be directed at the Treasury over recent years for lack of funds for Canberra's developmental programme. Expenditure on civil works under the control of the Department of Works since 1950-51 had ranged between £3 - 4 million annually and, in recent years particularly, the expenditure had fallen considerably short of the amount voted. The question of even programming had received very serious Treasury consideration and a new method of dealing with revotes and new contracts, which had been approved and was now in operation, should do much towards meeting the criticism made by witnesses.

100. The Senate Committee is satisfied that the scheme recently introduced by the Treasury could improve the method of making funds available but feels nevertheless that uncertainty about the provision of finance could still thwart development. It notes that the one period in Canberra's history when development was sustained without flagging or failing was when the Federal Capital Commission was in control. The Commission was able to carry out its programme without regard to the fluctuations in annual appropriation by Parliament.

101. From the Committee's review of the circumstances, it would appear that the 1948 programme had gathered momentum with the work forces ready to set about the task of really developing the city when the economic situation caused a change of policy, which was fatal to the project. Under the threat of dangerous inflation, the Government tightened the reins of finance generally. Some public servants were retrenched; overtime, country allowance and weekend work in Canberra was stopped and, pending decisions in the budget, the entering into of new contracts and new commitments was discouraged. The combined effect of the uncertainty and the discontinuance of incentive allowances saw the exodus of Canberra's working force.

102. The Committee is satisfied that neither contractors nor workmen will be induced to come to Canberra unless it is represented to them that there is a definite continuing programme with an assured allocation of funds.

103. The mere offering of spasmodic contracts is not enough owing to the peculiar difficulties of Canberra. In other cities contractors are not dependent upon the Government for the bulk of their work; perhaps only

10% of their business is Governmental, so that any fluctuation or uncertainty in regard to the volume of Governmental building is not as vital to them as it is in Canberra where perhaps 90% of contracts are Governmental. At a time like the present when plenty of work is available elsewhere, new contractors and former contractors with experience of Canberra will require guarantees more substantial than exist at present to bring them to Canberra. These factors are now affecting the development of Canberra.

104. Large scale contractors obviously would not be induced to come without a specific contract. Contracts of this nature, the completion of which is spread over a number of years, already exist in regard to projects such as the permanent Administrative building.

105. The Committee does not suggest that the finance required for carrying out a renewed Departmental transfer programme should be made available other than annually, though it sees no objection to the setting up of a Trust Fund for the purpose of maintaining continuity in the planned development of the city. It is aware of the desirability of ultimate Parliamentary control of the annual appropriation, but it believes that the Government should guarantee the annual allocations required as a commitment of the whole project or programme in the same way as it commits itself to the payment of the annual sums required for individual contracts. It notes that the Auditor-General in his evidence stated that he had queried and sought the Attorney-General's opinion on the constitutional validity of the Government entering into commitments spreading over a number of years, and had been advised that the Government could legally do so.

106. The Committee believes, moreover, that the necessary finance should be assured irrespective of the changes in economic conditions. This is doubtless what the Chairman of the Public Service Board had in mind when giving evidence, as follows:

"Without wishing to enter into any discussion on the reasons for fluctuations in the building construction output, it does, nevertheless, appear to the Board that the key to the position is for the authorities responsible for construction to have a clear authority for a high level of expenditure on a programme based over a period of years rather than have to rely on the fluctuations and uncertainties of annual budgets. The reasons for the fluctuation, however, concern economic and financial considerations on which the Board does not feel competent to express a view."

The Committee is convinced that the re-assertion of a vigorous programme of development is a matter of immediate necessity, and it also believes that in the event of an economic depression the construction involved should be pursued even more vigorously. This is in accord with modern economic theory that in a depression it is legitimate to expand credit to employ unused resources.

107. It is noted that in the recently presented 1955/56 Budget an amount of £5,490,000 has been provided for Capital Works and Services in the Australian Capital Territory, as compared with a vote of £4,300,000, and an actual expenditure of £3,340,000 during the past financial year.

(c) Immediate need of houses.

108. In view of the figures given earlier, it is obvious that housing is the most urgent of all components of any over-all plan of development. There is an urgent need not only for houses to be provided for the people already waiting for them but also for additional residences to be made available for the public servants involved in any large departmental transfer.

109. The present Director of Works (Mr. James) and the Chairman of the Public Service Board (Mr. Dunk) both stated that at least 1,000 houses a year were needed. According to Mr. James, it takes about 400 men to build 300 houses a year; a programme of 1,000 houses a year, therefore, would mean a considerable increase in the number of men engaged on housing construction. The Secretary of the Department of Interior advised the Committee that the problems associated with "Operation Admin." - as the transfer programme is departmentally known - were being carefully considered by a special secretariat of his Department. During the year this secretariat issued a statement, advising that it had recommended to the Minister that there be a planned programme of development, looking five years ahead and that greater emphasis be placed on the construction of flats, particularly in developed suburbs, in order to take advantage of existing services. It was considered that these recommendations would act as incentives to large engineering and building firms.

110. Senior officers of the Department of Works have advised, in giving evidence, that in the past the Department has preferred to use small contractors where possible for housing construction owing to their relative cheapness. Whilst the Senate Committee has no desire to exclude small contractors, it believes that in a major undertaking such as now confronts the authorities in Canberra, more large-scale organizations are essential. The advantages of such organizations in developing roads and services in conjunction with the construction of houses were stressed in evidence by Mr. A. V. Jennings, who also urged that Australian firms should be used in preference to overseas firms. In view of the acute shortage of labour and resources generally, the Committee thinks that the Government should take advantage of every resource available to it. If overseas firms can bring skilled labour with them, they are to be encouraged. Consideration should also be given to the use of the labour and contractors available from the Snowy Mountains Scheme as that undertaking draws near completion.

111. Labour difficulties. It was suggested to the Committee that special inducements might now be necessary to attract an adequate labour force to Canberra - that a guaranteed programme would not be enough in these times of acute labour shortage. Men who had been here before would hesitate to come back, because there was plenty of work available elsewhere.

112. One of Canberra's particular difficulties has been its fluctuating work force. Young men are too often working tourists, who find few attractions in Canberra to hold them. The more settled type find it difficult to obtain suitable accommodation, particularly for their families. The combined effect causes a high turnover of labour, a factor commented on particularly by Mr. A. V. Jennings, of Jennings Construction Company, who stated that it was a very costly business involving an expense of about £20 per man, for which someone had to pay.

113. In giving evidence before the Committee, the A.C.T. Trades and Labour Council suggested that "a fair thing" to prevent the drift of workmen to other districts would be the introduction of a locality allowance of £5 per week, payable to all workmen in the building industry, a suggestion, the Committee notes, similar to the action taken by the Federal Capital Commission of the late 1920's, in paying its labour force an amount well over the normal city wages.

114. Owing to the shortage of contractors, most of the work carried out in the time of the Federal Capital Commission was done by day-labour, a system of construction to which the A.C.T. Trades and Labour Council would like to see the Department revert. The situation today, however, is rather different. It should now be possible to induce contractors to come to Canberra, and the Committee notes that the A.C.T. Master Builders' Association and large construction firms were opposed to any form of locality allowance. In their opinion, the most effective inducement for labour is the provision either of adequate housing for workmen or the opportunity for them to build houses of their own.

115. Mr. Warren McDonald of McDonald Constructions Pty. Ltd., thought that five hundred houses should be built immediately for skilled tradesmen

who were in short supply in Canberra at the present time and that these homes should be of such a standard that they could be spread throughout the suburbs of Canberra and not just congregated in one area like the Narrabundah prefabricated dwellings. Professor Corbett, whilst also advocating the reservation of homes for workmen and professional men, suggested that "portion of the present Canberra should be set aside and used as a 'construction camp' for those who are planning and building the greater Canberra of the future".

116. Mr. Jennings emphasised the desirability of making home-purchase easy. In this connexion the Committee mentions the scheme put forward by the A.C.T. Trades and Labour Council that the Department of Works should encourage the workmen to build their own homes and then give them the opportunity of either buying or renting them when built, on the basis simply of the materials and land involved.

117. The Senate Committee feels that the labour position would also be considerably assisted by the building of more suitable and attractive quarters for the single tradesmen.

118. Material Shortages. In addition to difficulties in obtaining tradesmen, Canberra also has difficulties in obtaining supplies of materials, the most serious being bricks and cement. A new kiln will shortly be in operation at the Canberra Brickworks, but it will still not produce sufficient bricks for Canberra's requirements. The Master Builders and the A.C.T. Trades and Labour Council both referred to the shortages of those stocks - bricks, metal, sand and timber - which are under governmental control, and which were said to be totally inadequate even for present requirements under the reduced building programme. It was felt that some governmental action should be taken to increase the supplies of these materials and of other basic materials, such as cement and steel products, which are outside the control of the local departments.

119. The Committee asked the then Director of Works, Mr. Taylor, where the responsibility lay in these matters and why action had not been taken to build up the departmental stocks. He replied that he, as Director of Works in Canberra, did not have sufficient delegation to take the action which might be required - "as far as remedying general shortages is concerned, that is the responsibility of the Chief Comptroller of Stores in my head office, who has the right to purchase overseas. I have not that right." He pointed out, however, that the shortages referred to were general throughout Australia and that Canberra's shortages were not simply the result of the Comptroller living in Melbourne.

120. Mr. James, the present Director of Works, who also gave evidence at a later date, regarded the shortage of labour as being the main obstacle to development and was not greatly concerned about the shortage of materials. Although there were threatened scarcities of materials, he, as a construction man, expected to be able to fight his way out of any difficulty of that nature.

121. As the Government has failed to provide for adequate supplies of bricks and building materials generally and as the position may further deteriorate, the Committee considers that immediate steps should be taken to encourage the production of bricks from nearby sources outside Canberra and the production of basic materials by private enterprise in the A.C.T.

122. The Committee notes that in recent months, a re-organization of staff in the Department of Works has provided for a senior officer to take over responsibility for the building up of Canberra stocks.

123. In regard to the different types of materials that may be used, e.g. timber, bricks, fibro and asbestos cement, the Committee heard a considerable amount of evidence and received submissions with well illustrated attachments from many firms representing the major industries concerned. It does not feel, however, that it should attempt to adjudicate

on these materials and it wishes simply to state that it does not believe that any one material should be used exclusively for construction purposes in the A.C.T., but that, as at present, a wide variety should be utilised. The evidence given and the submissions and attachments sent to the Committee by the firms concerned are available to the construction authorities in Canberra for their information.

124. Private building. The Committee believes that private enterprise should be encouraged to help in every way possible with the development of Canberra, particularly in the provision of houses, and regrets that it has not always received the assistance which might be expected.

125. Some bitter complaints were made by witnesses about the provision of housing sites. It was alleged that until recently the building of private homes was often prevented by lack of sites. For a long period no allotments were made available, and when they were offered for auction the demand was so great that large premiums over the "upset" price were obtained. Many housebuilders, in the competition for sites, paid large sums to the Commonwealth which could well have been utilized in better house construction on the allotments thus leased.

126. Since this complaint was first voiced, many more sites have been released by the Department of the Interior, and it would now seem that the supply has largely caught up with the demand.

127. The Department explained to the Senate Committee that the earlier dearth of sites was due to lack of engineering contractors to carry out the necessary services. It is the Department's policy to make sites available only when the services are installed or their installation assured by the time the lessees are ready to build; on the other hand, it is not the policy to have large areas of Canberra serviced but unoccupied as that would represent capital equipment lying idle. It was suggested that there would always be competition for the better sites available.

128. The Committee feels that the Government has an obligation to ensure that adequate residential sites are always available and that a lack of services and a shortage of such sites should not again become responsible for the payment of unduly high premiums.

129. It was suggested to the Committee that private home building would be greatly encouraged by more liberal housing loans. The Committee accepts the view that, under appropriate contracts, Commonwealth employees in Canberra are a safe risk for larger loans as the repayments can be deducted from their salaries as Government officials.

(d) Need for Unified Direction.

130. The 1948 programme clearly lacked unified direction. It was commenced with enthusiasm and apparently with some semblance of departmental co-ordination. A Departmental Development Committee succeeded the Inter-Departmental Committee which first drew up the 10-year programme, and for a short period functioned as a co-ordinating and planning committee. A Priorities Committee was also established, consisting of representatives from the Department of the Interior, Treasury, Public Service Board, and Works, but it too seems to have faded out. According to the Chairman of the Public Service Board, it was never a very effective agency on priorities, as much of the total government programme was outside Departmental control, e.g., C.S.I.R.O., Defence and Australian National University works.

131. That there was a lack of departmental co-ordination in respect to the programme was clearly demonstrated by evidence given to the Committee on numerous occasions. Nearly every witness had his own ideas regarding the type of authority which should be entrusted with the execution of the programme, but agreement was general that some alteration of the present administration was desirable, and that an active, unified and co-ordinated directive was essential for the success of any programme.

132. Mr. Shakespeare and Mr. Warren McDonald were particularly critical of the divided control, and of the Department of Works. Mr. Shakespeare was of the opinion that the plan for the transfer of public servants to Canberra would not be effected until there was a revolutionary change in the means of executing the programme - the most essential requirement being that the Department of the Interior should be in a position to command that its developmental requirements be performed when it wants them performed; it had the money, and the weakness lay in the inability of the Department of Works to carry out the work requested. He suggested that it was essential to "drag the whole of the central staff of the Department of Works to Canberra by the hair of their heads".

133. Mr. Warren McDonald pointed out that every forecast in regard to the transfer of administrative Departments had been "wofully upset", and that with the departmental system which now obtains little could be accomplished. He considered that it would be better for everybody concerned if the completion of the National Capital were taken away from the Department of Works and outside engineers of repute obtained to do the job.

134. Mr. Rowe felt that the Department of the Interior had done an excellent job under difficult circumstances, but was of the opinion that it was not properly constituted for development and did not possess the proper authority to enable it to carry out its work effectively.

135. The Committee asked the Chairman of the Public Service Board whether the divided departmental responsibility had been a cause of the lack of balance in planning. In reply, Mr. Dunk stated that the fluctuation in funds was a limiting factor, but continued "I should not like to say that, if you overcame that difficulty, the departmental system could not do the job. It has never really had a chance. I should think that, given a clear authority to make commitments, the present system will do its job."

136. The A.C.T. Branch of the Clerical Association advised that it was not greatly concerned as to how the administration was vested - be it in a commission or department - because it considered both methods had contributed well to the "phenomenal development" of the A.C.T. in its 28 years, and that criticism could be made of both; the essentials were that the administration, of whatever type, should be stable, have realistic planning with automatic implementation, resort to no expedients, allow for local responsibility and be protected against capricious reversals of policy.

Evidence recommending a Commission.

137. The Commission type of administration was recommended in particular by Sir John Butters, the former Chairman of the Federal Capital Commission, by Professor Corbett representing the Canberra Division of the Institute of Engineers and by Mr. Rowe on behalf of the Canberra Chamber of Commerce.

138. Sir John Butters believed that, although Canberra is no longer in the state in which he knew it, a Commission specially appointed for the purpose would carry out the work better than the present form of administration. "It could do all the necessary planning and thinking for the future. It could give its time to a study of Canberra's future problems. It would have plenty of time to do its designing on the drawing board before it put a peg into the ground". He suggested, however, that in view of the desire of citizens to run their own local affairs, some of those affairs should devolve upon a local authority.

139. Professor Corbett recommended a Commission similar to the Snowy Mountains Authority with power to construct major works and see to overall planning, including houses. He recommended that a Municipal Council also be established and be responsible for day to day services, for maintenance and short term projects.

140. Mr. Rowe advocated a Commission of eight members, consisting of four nominated and four elected members, with the Chairman having a casting vote. He differed from Professor Corbett, however, in that although he stressed the need for some form of administration to represent and recognise the citizens' rights and responsibilities, he felt that the unique conditions existing in Canberra

made it impracticable to separate local and municipal from State and national interests.

141. These views are interesting, not only in their support for an administration of a Commission type, but also in their reference to the need for the people of Canberra to have some voice in local affairs. One of the many criticisms levelled at the former Federal Capital Commission was that it was too autocratic and the citizens had no effective part in administration. The citizens were vocal enough it would seem, however, and in 1928 the Seat of Government (Administration) Act provided that one of the three Commissioners should be elected by the residents of the Capital Territory. The result does not appear to have been a happy one, and in this respect the following extract from Sir John Butters' final report to the Minister in 1929 is informative :-

"Experience proved that the elected representative was unlikely to co-operate in a friendly spirit with his colleagues by keeping clearly before the Commission the local point of view, but on the contrary, invariably proceeded on the assumption that his colleagues were entirely antagonistic to the local interests. Furthermore, the municipal side of the Commission's activities form a small part of its every day work and obviously its general activities could not be made subsidiary to the smaller, but troublesome, points associated with local Government".

142. The following comment made by Mr. Withall, Federal Director of the Associated Chambers of Manufacturers of Australia, is pertinent - "There must be a lot of people like myself who feel they would not like to go back to an authoritative Commission, the sort of authority which is justifiable at an early stage of affairs but which could be reasoned as being totally undemocratic at a later stage of affairs".

143. From the point of view of getting a job done, however, there seems to be little argument about a Commission's ability. Reference was made earlier to the success of the Federal Capital Commission in keeping to its programme,

Evidence recommending a Corporation.

144. A form of administration which is relatively new to Australian thought, but apparently very effective in England, is that of the New Town type of Corporation. It was strongly recommended for Canberra by several witnesses.

145. Professor Towndrow likened the New Town Corporations in England to "a new kind of contracting organisation, under government auspices, which has a definite job to do within a certain time in planning, design, construction, housing and the creation of civic and architectural amenities so that people can work and live in a healthy and happy environment."

146. It was suggested by the Canberra Area Committee of the Royal Australian Institute of Architects that the establishment in Canberra of a corporation of this type would be the best means of meeting the two considerations of (1) the method of organising the functions of planning and administration on the one hand, and of engineering and architectural design and construction on the other, within a single authority and (2) the relationship of the authority to the community generally.

147. The corporation is said to be essentially a policy-making body, the executive functions of which are performed by an executive officer and a staff which consists broadly of two sections, administrative and technical.

148. It was stated that the merits of the corporation method of town development as applied to Canberra would be that :-

- (1) the responsibility for the design and development of the city would be vested in one authority, the appointment of which would be the responsibility of the Minister;
- (2) the personnel of this body could be varied from time to time as required to suit changing needs; adequate representation could

be given to private as well as public interests and when Canberra developed a structure of responsible government, appointed members of the corporation could be replaced by elected representatives;

- (3) the corporation would have freedom to recruit the most competent staff and obtain the best expert advice available.

149. Professor Winston suggested that a corporation of this nature be established in Canberra, that it be known as the National Capital Development Corporation and that it have a chairman with seven to nine members, the majority of whom would be nominated. He suggested that it should appoint a Director with appropriate staff, and that the Director's job should be comparable to that of the Snowy Mountains Commissioner. In recommending this type of administration, he stated that "the most important point to be observed in the administrative arrangements for the work of planning, implementing and controlling the development of Canberra is that these different functions should, under no circumstances, be separated; planning activities, building activities and managing activities each react on the other, and it always leads to mistakes and trouble if the responsibility for them is divided."

150. In this respect, Professor Winston's opinion differed rather radically from that of Dr. Stanner who, in recommending a separate authority with "a completely clear and unobstructed charter to build what they are told to build, with absolute certainty of capital and with a proper provision of working equipment", nevertheless believed that it would be quite vital to keep such an authority wholly free, first of all, of the current task of the administration of Canberra, and secondly of the whole of the planning functions themselves. It was Dr. Stanner's view that if you divide your time between planning and administration, you do both badly.

The Committee's Conclusions.

151. The Senate Committee has arrived at the following conclusions :-

- (1) That Canberra has failed to develop as the administrative centre of the Commonwealth.
- (2) That the present form of administration is unsatisfactory for the task required of it. The blame for this does not lie with the officers of the various Departments but with the type of organization.
- (3) That the development of Canberra to permit of the full transfer of administrative Departments should be given over to a centralized Authority with powers similar to those of the Snowy Mountains Hydro-electric Authority.
- (4) That the Authority should be controlled by a single Commissioner with full executive powers under a Minister of State holding a separate portfolio for Canberra Development.
- (5) That those branches of the Department of the Interior and the Department of Works which deal solely with Canberra's activities should be taken from their respective Departments, and unified in this Authority.
- (6) That the Authority should be guaranteed, by an appropriate provision in the enabling Act, sufficient finance to permit it to carry out a large-scale balanced programme over a period of years.

152-3. Further reference to this Authority will be made in the concluding sections of this report.

Lessons of the Past.

154. In making these recommendations the Committee wishes to refer to the situation in Canberra in 1923. It is remarkable how similar that situation was to that existing today.

155. Then, as now, three Departments controlled Canberra - the Department of Home and Territories, now Interior; the Department of Works and Railways, now Works; and the Department of Health. A programme for Departmental transfers had also been approved a few years earlier, had been commenced with high hopes, and had fallen short of its target.

156. As with today, finance was the stumbling block. In view of the Senate Committee's recommendations given above, the following extract from the Final Report of the Federal Capital Advisory Committee of 1926 might be noted :-

"The Committee repeatedly urged that a definite financial policy be adopted which would permit of continuity from one year to the next, without the necessity for the whole project being subject to annual review. The importance of this was stressed when it became impossible to carry out the three-years' programme of construction under the scheme which the Committee submitted, owing to the fact that the necessary funds were not made available, and the Committee had numerous conferences with the Minister on this subject, and in a special report - submitted at his request - recommended that an Act of Parliament be passed which would authorize the construction of all the works involved in carrying out the Committee's scheme for the establishment of the Capital, and also authorize the Federal Treasurer to borrow and set aside the total estimated amount involved for this purpose."

157. A further important similarity is that the Federal Capital Commission in 1923, in order to accelerate construction, recommended that the Director-General of Works, Colonel Owen, be relieved of other work, reside in Canberra and "be given as wide powers as possible, consistently with the maintenance of the Ministerial policy, to control works activities". The recommendation was approved and Colonel Owen was transferred to Canberra in November, 1923.

158. It might finally be noted that two years later, in 1925, the Government handed over control to the Federal Capital Commission.

B2. Has the development been worthy of a National Capital?

(a) Advisory Bodies connected with the City's Development

159. Except for the period between 1930, when the Federal Capital Commission was abolished, and 1938 when the present National Capital Planning and Development Committee was formed, Canberra, in its development as a city, has been served by advisory bodies of experts.

160. Reference has already been made to the Federal Capital Advisory Committee which, under the chairmanship of Sir John Sulman, suggested the development of Canberra in three stages. This Committee did important work in laying the foundations of many of the city's planning principles.

161. When the Federal Capital Commission took over in 1925, it established two committees to advise it - one on design called the Advisory Committee on Architectural Design, and the other on development and planning called the Developmental Committee. The former committee assisted the Commission in considering major architectural problems associated with designing the more important buildings whilst the latter committee made recommendations on town-planning matters such as shopping facilities, reservation of land, building sites, city sub-divisions and picnic and camping grounds. The best known report of the Developmental Committee is the Peake-Owen Report on the Molonglo and Queanbeyan Rivers and flood alleviation.

162. It is interesting to note that Sir John Butters, in his final report to the Minister dated 2nd November, 1929, recommended that these two committees - the Advisory Committee on Architectural Design and the Developmental Committee - should be combined as a new committee to be known as the Committee of City Design and Development, with its personnel consisting of 2 engineers and 2 architects and a surveyor and one additional member to be drawn from a panel, consisting of a landscape artist and a sculptor, dependent upon the design under consideration; all members to be appointed by the Governor-General and to be persons of special eminence in their professions. He further suggested that an act should be passed providing that all designs for civil development, whether engineering, architectural, landscape or sculptural, all major private buildings anywhere, and all buildings on main avenues or circles, must be submitted to and approved by such a committee. "In building a model city such as Canberra, it is vital that all matters connected with design and development should be closely studied before a pencil is even put to paper and designs brought almost to finality before ground is broken."

National Capital Planning and Development Committee

163. For eight years after 1930, there was nobody outside the administering departments to advise on the Griffin plan and on matters of architectural importance. After criticism of the Minister and his administration following disputes over the University area and the High School in 1938, it was decided to provide by Ordinance for the establishment of an Advisory Committee to be known as the National Capital Planning and Development Committee. This Committee still exists, and as it will be necessary to refer to it frequently throughout this report, it is advisable at this stage to set out fully its functions.

164. The enabling ordinance is No.37 of 1938, made on 17th December, 1938, under the Seat of Government (Administration) Act. It has the long title of "Ordinance to establish a Committee to consider and advise upon Matters involved in the Planning and Development of the National Capital and its Environs".

165. The members are appointed by the Governor-General to hold office during his pleasure and their only payment is a travelling allowance of £5.5.0. per day when attending meetings. The Committee consists of three ex officio members - the Chairman of the Parliamentary Standing Committee on Public Works, the Chairman of the Advisory Council and the Assistant Secretary (Planning and Development) Department of the Interior - and four other members "of whom at least three shall be persons who are authorities on town planning, architecture or engineering". The Chairman is nominated by the Governor-General and meetings are called by the Assistant Secretary (Planning and Development) Department of the Interior, who is the executive member of the Committee.

166. The following sections of the Ordinance indicate the powers and functions of the Committee and its relationship with the Minister:

"6. The Minister may refer to the Committee any matter in relation to the planning and development of the City upon which he desires the advice of the Committee, and the Committee shall inquire into, and report to the Minister upon, the matter.

7. - (1) The Committee, on its own initiative, may make inquiries and may make recommendations to the Minister in relation to -

- (a) the approved plan;
- (b) proposals for the general and progressive development of the City;
- (c) designs for the siting, lay-out, or construction of any public buildings, or group of public buildings;
- (d) proposals for the establishment of zones or special areas within the City for residential, commercial or industrial purposes;
- (e) land sub-divisions and their planning;
- (f) sites for public, semi-public, institutional and private buildings;
- (g) the location, design, or construction of any private building;
- (h) building and zoning regulations;
- (i) provision for services and public utilities;
- (j) schemes for promoting the beautification of the City and facilities for recreation;
- (k) any matter which in the opinion of the Committee may adversely affect the planning, development, or appearance of the City; and
- (l) any other matters whatever with respect to city and regional planning in relation to the City.

(2) The Committee shall furnish a report to the Minister with respect to any matter in relation to which it makes a recommendation under this section."

167. The Committee is empowered to request the attendance of any Commonwealth Public Servant to assist it and to request plans, data or other information.

Advisory Council

168. A body which will also be referred to in this report is the Advisory Council. This Council was set up by ordinance immediately after the termination of office of the Federal Capital Commission, as a means of enabling the local residents to have a voice in local affairs.

169. The Council which is still functioning very actively consists of four nominated members - an officer of the Department of Health, two officers of the Department of the Interior and one officer of the Department of Works - and five members, each of whom receives £100 per annum, elected by the citizens of the A.C.T. The members elect their own chairman and must meet at least once a month.

170. The following sections of the Ordinance indicate the powers of the Council:-

"10. The Council may advise the Minister in relation to any matter affecting the Territory including the making of new Ordinances or the repeal or amendment of existing Ordinances.

"11. - (1) The Minister may refer to the Council any matter upon which he desires the advice of the Council.

(2) Any member of the Council may submit to it for consideration any proposal for the making, amendment or repeal of any Ordinance.

"12. - (1) Any member of the Council may, by notice in writing to the Chairman, request that any matter affecting the Territory shall be submitted to the Council.

"15. - (1) All advice of the Council shall be expressed in the form of resolutions."

171. The Council has power to request the attendance of any Commonwealth Public Servant to assist it.

(b) Canberra's appearance

172. The Griffin Plan envisaged Canberra as a city built in the grand manner comparable to Versailles and Washington. This aspect was emphasised by Dr. Langer when giving evidence before the Committee. All that matters in Versailles, however, he said, covers only half the distance between Capital Hill and the Australian War Memorial; and the length of the Mall in Washington is only two-thirds of the distance from the provisional Parliament House to the Australian War Memorial - although it was one of the biggest axes known. Canberra's main avenues surpass even the vastness and grandeur of Paris with its enormous vistas.

173. Canberra as a city is being built to a plan which looks centuries ahead. In the few decades since the plan was approved it has grown from an open space to a provincial town and is now developing as a city. As a city it is now going through great growing pains with criticisms directed at its "sprawl" and its inconvenience for residents who are separated in many cases very far from shopping centres and amenities. In this respect the city is, as one witness said, in a quandary as to whether to take the short term view or the long view. As a city to be lived in, it must contain adequate provisions for the comfort and welfare of the present day citizens, but as a city of the future it must be protected against those short term views which would imperil its future development in the manner planned. In its attempt to review and assess Canberra's development as at the present day, the Senate Committee has endeavoured to keep those two aspects in mind - whilst it feels that it is incumbent on the administration to make the city a livable city, it is even more concerned to ensure that the machinery provided to safeguard the principles of the city's plan is adequate and sufficient.

174. The words of Daniel H. Burnham, former head of the Fine Arts Commission in Washington, as quoted to the Committee by Mr. Daley, might here be noted - "Make no little plans. They have no magic to stir men's blood ... Make big plans. Aim high in hope and work remembering that a noble logical diagram, once recorded, will never die but long after we are gone will be a living thing asserting itself with evergrowing insistency".

(1) Garden City.

175. The idea of a garden city was implicit in Griffin's plan. The Federal Capital Advisory Committee of the early 1920's, appreciating that the development of Canberra was a long-term project, suggested that in the early stages of development, before monumental buildings could be erected, the emphasis should be on the creation of a garden city.

176. Necessarily the planting of trees for beautification formed an important feature of this work. Belts of trees were planted for purposes of shelter and a considerable amount of forest planting was carried out in areas outside the city. At an experimental nursery established at Acton in 1913, and transferred to Yarralumla in 1915, tests were conducted to ascertain the best types of trees suitable for planting in the city and the surrounding countryside.

177. The Sulman Committee initiated a vigorous programme of tree and shrub planting. Plantations were arranged in the main avenues and attention was given to planting in the various park areas at Ainslie, Telopea Park, Manuka Circle, Collins Park, Clivanthus Circle and many other areas of the city. The principle was adopted of planting trees in straight lines in avenues and roads, but a less formal grouping was used in parks to avoid monotony. Native flora were developed as much as possible in the area within Capital Circuit. During this period of activity 1,162,942 trees were planted at a cost of £20,406.

178. The variety of trees that were planted out was the subject of considerable research. The trees best able to withstand the climate were found to be varieties of conifers and certain deciduous cold country types such as Gms, oaks, maples and poplars. A considerable number of acacia trees and eucalypts were planted, but some indigenous trees were found to be disappointing.

179. Development upon the foundations thus laid by the Federal Capital Advisory Committee has led to the growth of a most beautiful garden city - a city of broad avenues with shaded parks and sheltered gardens. Today there are over two million trees and shrubs in public parks and planting is still going on.

180. The suburbs of the city are being developed in keeping with the tree planting. In most streets two types of trees were planted, the slower growing permanent trees and quicker growing shrubs and temporary trees. At first the inhabitants were inclined to criticise when the temporary trees and shrubs were removed, but as the years pass the development of the permanent trees is showing the wisdom of the earlier plantings. More recent years have seen a trend to lawn strips in the street plantations and these together with the green front hedges make a pleasant feature.

181. The Senate Committee asked the present Superintendent of Parks and Gardens, Mr. L. Fryor, to give evidence, and expressed its gratification at the way in which this aspect of Canberra's development has been so admirably carried out. It notes, however, one important point made by Mr. Fryor, which was the need for decision in connection with the more important aspects of the city's plan, viz. the lakes, City Hill, Capital Hill and the Government Triangle. Mr. Fryor pointed out that tree planting should precede development by at least 20 years if possible, and early planting permitted a more satisfactory later development.

182. The most important feature of Canberra's development is its Garden City aspect, which future administrations should observe as fundamental, and the Senate Committee regrets that due to lack of forward planning the tree-planting programme desired by Mr. Fryor cannot be carried out effectively. It considers it highly desirable that some early decisions be made in regard to these matters, so that beautification of those areas by the planting of trees and shrubs can be carried out. As a matter of general principle, areas of unused land reserved for future purposes should receive such temporary treatment.

183. The planting of trees and the maintenance of parks and gardens are achievements which the Senate Committee notes with satisfaction and pride, and to all who have helped to make them what they are, it gives unstinted praise. It is the Committee's hope that the day will come when the public buildings of Canberra will equal its trees in dignity and grace.

(2) Density Problems.

184. As one of the witnesses before the Committee stated, "Canberra has grown up - it has shed its three-cornered pants and become a city"; and notwithstanding the vastness of its conception, problems of space are beginning to arise, not indeed within the centre of the city where areas are reserved for specific purposes in accordance with the plan, but in the suburbs. In earlier suburban development large building blocks were the rule, and in portions of Red Hill these blocks were so large as to result in a net density of 1.6 persons to the acre; consequently as the city grew, it spread in a marked manner. Efforts are now being directed at compressing development.

185. The disadvantages connected with the spread of suburban development are primarily the increased costs associated with extended road, kerbing, guttering, transport, maintenance and engineering services, and the inconvenience and expense occasioned the occupants of the more distant houses by long distant travelling to work, main shopping centres and amenities. The Chairman of the Advisory Council, Mr. Bailey, informed the Committee that the provision of services to the suburb of O'Connor cost £910 per house.

186. The attention of the administration was directed to this problem by the city's Chief Town Planner, Mr. Gibson, shortly after his appointment in 1949, and his recommendation for the adoption of closer settlement principles received the endorsement of the National Capital Planning and Development Committee. In 1951-52 the density of Canberra was 10 persons per acre nett, and it is Mr. Gibson's contention that it should be increased to 20 to 30 persons per acre nett.

187. Increased density, it would seem, is being sought by the planning authorities in three ways -

- (a) By smaller house allotments.
- (b) By greater construction of flats, and
- (c) By lessened street widths.

Smaller House Allotments.

188. With regard to house allotments, Mr. Gibson advised the Senate Committee that in 1947 the average block area was 12,375 square feet. After a review of the situation by Mr. Gibson in 1952, the National Capital Planning and Development Committee recommended that the allotments be reduced, preferably to 6000 square feet, with frontages of 50' where practicable. Of 1,405 sites taken up between 1951 and the middle of 1953, 48 percent, had 65 ft. frontages and an average area of 7,700 square feet. The National Capital Planning and Development Committee has since continued to press for smaller allotments and frontages.

189. This recommendation of the National Capital Planning and Development Committee has not received the wholehearted endorsement of all sections. It was keenly criticized in the Advisory Council by the present Chairman, Mr. Bailey, and by the former Director of Works, Mr. Taylor. As officer-in-charge of construction matters in the A.C.T., Mr. Taylor asserted that it was difficult to develop really satisfactory plans for houses on 50' frontages. The reply of the National Capital Planning and Development Committee was that such plans could be drawn and that the Department of Works should supply a completely new set of plans suitable for such frontages, and such reduced blocks. In the intervening period, public criticism was directed at the erection on the smaller blocks of houses built to the old designs, and at unsatisfactory expedients such as the placing sideways of houses intended for larger blocks. The remedy according to the National Capital Planning and Development Committee chairman, Mr. Waterhouse, was the designing of "I" shaped houses "which could be made quite attractive on 50'".

190. The former Chairman of the Federal Capital Advisory Committee, Sir John Butters, informed the Committee when giving evidence that he had been disappointed to see the tendency that had arisen of putting some houses "much closer together than we contemplate". To him it is fundamental that Canberra should be looked upon "as a number one priority as a garden city". As far as the early residential development in the city was concerned, he admitted that more desirable

results could have been obtained by compressing it a little, but not a tremendous amount. It was desirable, he said, to have plenty of space in the development stage, but he thinks it was overdone just a little.

191. Whilst the Senate Committee appreciates the need for increased density and respects the opinions and conclusions of the Town Planning Section and the National Capital Planning and Development Committee, it strongly disapproves of the action taken for reduced block frontages, and is particularly opposed to 50 ft. frontages. It inspected many of the areas where houses were erected and are being erected on restricted frontages, and all members were left with a feeling of distinct regret that such a retrograde step should have been taken in Canberra. The Committee is definitely opposed to the perpetuation in the National Capital of the unfortunate mistakes of other States in regard to closely packed houses.

192. If a reduction in residential allotments must be part of a scheme to achieve increased density, the Committee, keeping in mind the preference of most Australians for separate houses, suggests that consideration be given to greater use of two-storied houses. Mr. Odgers, in giving evidence, was enthusiastic in his praise of the two-storied homes in America, and he impressed the Committee with his eagerness to see the American example followed in Canberra. Mr. Harris, a former member of the National Capital Planning and Development Committee, thought that far more use could be made of two-storey buildings and group two-storey buildings, not only for the saving of land involved, but for effect. He pointed out that in Washington there were groups of two-storey buildings not "just strung along a main street", but in little court-yards, and he felt that Canberra was missing an opportunity in not planning for such development.

193. The Senate Committee would like to see more experimentation and construction carried out in this way, as it is unimpressed by the efforts so far made to adapt single-storied units to restricted frontages and blocks.

Road Widths.

194. The Senate Committee is also strongly opposed to any reduction in the widths of the avenues and thoroughfares provided for by Burley Griffin. Griffin provided for the main avenues and thoroughfares to be 200' wide and subsidiary roads 100' wide. In recent years, however, Majura Avenue, Jerrabomberra Avenue, portion of Macarthur Avenue, and the extension of Limestone Avenue have been reduced to 100'. The Senate Committee is opposed to this reduction as serving little purpose compared to the disadvantages involved, and as being wrong in principle.

195. According to modern town planning theory, 100 ft. roads through residential suburbs would appear to be considered wasteful, and in its search for increased density in Canberra, the National Capital Planning and Development Committee has recommended that in future sub-divisions the main roads only be 100 ft. and that the inner roads be not more than 70', and 50' where practicable. The Senate Committee feels that in neighbourhood units, it may be permissible to reduce the widths of the streets to 66 ft., but it deprecates a policy of lesser widths. Considerations relative to Canberra as a garden city, apart altogether from future traffic consideration, upon which the present generation can only speculate, justify a retention of more reasonable widths.

Flats.

196. The final method of increasing density is that of increased construction of flats, and with this method the Committee is in accord, although certain of its members are opposed to the development of multi-storied flats such as the eight-storied buildings now being erected at Braddon in group pattern with adjoining three-storied flats.

197. On the general proposition of the desirability of flat development, there seems to be agreement between witnesses and Senate Committee members alike. It is one method of increasing density against which there is no complaint. The census of 1951 showed that 95 percent. of residential development in Canberra

was by way of houses and 5 percent. flats. It is the Chief Town Planner's suggestion that the proportion should be raised to 75 percent. houses and 25 percent. flats.

198. The Senate Committee believes that the flats should be properly sited within their own grounds, leaving space for appropriate courtyards and children's playgrounds. Furthermore, no blocks of flats should dominate the skyline to the disadvantage of public buildings.

199. The Committee also believes that the whole question of building heights should be given very serious reconsideration in the light of the multi-storied flats being planned.

200. Senator Vincent, in particular, has doubted whether the multi-storied flats now being constructed at Braddon and intended elsewhere in the city will be compatible with "Canberra's pastoral atmosphere", and in balance with the city's general development. He shares the view of Sir John Butters that "it would be a pity at this stage for any high building other than Government structures to be erected in Canberra".

201. The opinion generally expressed to the Senate Committee, however, was that multi-storied flats were not only desirable in Canberra, but were not objectionable. The Chairman of the Advisory Council, Mr. Bailey, who was a member of the National Capital Planning and Development Committee when plans for the eight-storied flats were being drafted, was of the opinion that the distances involved prevented any over-emphasis of the buildings, and that generally no objection could be taken to high buildings dispersed according to the landscape throughout the city providing they were not too close together. "I can reconcile high buildings with what I imagine to be Burley Griffin's concept of Canberra because of its many open spaces, its trees and its parks."

202. The view expressed by Mr. Scollay in answer to Senator Vincent's question as to whether Canberra's pastoral atmosphere could be preserved and maintained at the same time as closer development is achieved in population is also interesting - "I think it can if the closer settlement is handled intelligently. If each house is put on a separate block, whilst at the same time the size of blocks is reduced, it could not be. But if the density of population is achieved by building blocks of flats and by group development, you could still achieve the overall effect of density."

203. In concluding its observations in regard to this general problem of density, the Senate Committee notes that one of the trends in Canberra deprecated by Professor Winston, Professor of Town Planning, Sydney University, is "the tendency to forget that Canberra is a capital city and not a garden suburb". The Senate Committee appreciates and recognises the need for increasing the density of the population in certain areas, but it trusts that in the development of the capital city, the ideal of the garden city is not itself lost sight of. It believes that Canberra should retain throughout its residential areas all the features of a garden suburb.

(3) The Problem of Architectural Standards.

204. Another problem of acute importance which has been accentuated by the recent rapid development of the Capital City is that of maintenance of high architectural standards.

205. Oversight in this matter would seemingly rest with the National Capital Planning and Development Committee which, as already indicated, has power under its Ordinance to make inquiries and make recommendations to the Minister in relation to "designs for the siting, layout or construction of any public buildings or group of public buildings"; "the location, design or construction of any private building"; and to "building and zoning regulations". In actual fact, however, the amount of control which the National Capital Planning and Development Committee is able to exercise appears to be most inadequate. This applies both to public and private buildings.

Governmental Buildings.

206. The failure of the National Capital Planning and Development Committee to exercise effective control over governmental building has been demonstrated in many ways, but most obviously by two specific recent instances - the erection of the Telephone Exchange Building at Barton and of the group of houses at Narrabundah Heights. The Telephone Exchange at Barton is a building devoid of any architectural merit, has all the hallmarks of a temporary building, but, notwithstanding that, is sited most inappropriately on one of the best areas in Canberra, intended for first-class permanent structures. Being the first building on this area north of the extended York Park, it will for many years be prominent; a memorial to divided administrative control and architectural anarchy; the unwanted child of negotiations between the Postmaster-General's Department, the Department of the Interior, the Department of Works and the National Capital Planning and Development Committee, none of which appear anxious to accept responsibility for it.

207. The Chairman of the National Capital Planning and Development Committee, Mr. Waterhouse, said in evidence that "Application was made for a telephone exchange which was needed rather urgently and we decided that that would be a reasonable site for it. It was to be only a temporary building. The Committee heard nothing more about it, so we were by-passed." As far as the present building is concerned, his Committee "deplores it".

208. The Narrabundah Heights housing units have a similar history. Again, the National Capital Planning and Development Committee was consulted early in regard to sites and plans. It did not feel justified in approving the erection of all the houses in accordance with the plans submitted, and requested that one or two only be erected as a trial for the Committee's consideration. The next it heard was that a contract had been let for the completion of the full group in accordance with the original plans submitted. These houses, which are of cheaper construction and on restricted residential sites, are being erected on one of the loveliest areas of the city; although not yet completed, they have been a source of bitter criticism in the Advisory Council and complaint by witnesses before the Senate Committee.

209. The Committee considers that these houses are an unfortunate example of lack of co-ordination and acceptance of low standards in architectural design, that the frontages are inadequate, and that the whole appearance is one of monotony. One witness suggested that the monotony could be mitigated by the planting of trees. This is altogether to mistake the function of trees in a city, which is not to hide ugliness but to create beauty.

210. The by-passing of the National Capital Planning and Development Committee in this latter case was so blatant that members of the Senate Committee tried to ascertain more fully what were the relations between the Committee and the administration. Mr. Rogers, the executive officer of that Committee, reminded Senate members that the National Capital Planning and Development Committee was an advisory committee only, and that authority rested with the Minister. In view of this, he would not say that the advice of the Committee had been rejected; rather "the advice of the Committee was not followed".

211. Mr. Waterhouse, in reply to a question as to whether his Committee had since discussed with the Department concerned the issues involved, replied "I think it would be quite a good thing to point them out, but we feel that once these things have got to that stage, they have received ministerial approval or at least departmental approval."

212. These replies would appear to give some substance to the opinion expressed earlier to the Senate Committee by Mr. Rowe on behalf of the Canberra Chamber of Commerce that for practical purposes the National Capital Planning and Development Committee "advises the Secretary of the Department of the Interior, who finally makes the decision." It is relevant to record here the comment made by Mr. McLaren to a suggestion that further development of the A.C.T. should be under the oversight of a board of guardians - a body such as the present National Capital Planning and Development Committee:- "Provided you do not make the machinery so unwieldy and so circumlocutory that you never have any decisions. I say definitely that at times, as has happened in the past, you get sick and tired of waiting for decisions from these committees, particularly from the people to whom you referred earlier who blow in here only once a month

or something like that."

Private Buildings.

213. The maintenance of architectural standards in buildings erected by private enterprise is unsatisfactory. The only control regarding such designs appears to be that contained in the Canberra Building Regulations and exercised by the "proper authority" appointed by the Minister. The "proper authority" is usually the officer in charge of the building section of the Department of the Interior. According to the Surveyor-General, Mr. Rogers, that officer has ample discretionary power within these building regulations to prevent the erection of ugly buildings, but it is frequently difficult to exercise it where there are differing opinions as to taste. Unless it can be shown that the designs submitted are in conflict or out of harmony with the requirements of a district, this power is not usually exercised.

214. The National Capital Planning and Development Committee does not appear to see the plans until after they have been approved, and it would seem that they are then submitted to it more for its information.

215. In the earlier years following its appointment, when the tempo of business activity was not so great, it seems that the Committee was consulted by the building authority, then Mr. Daley, in order to arrive at principles which might be followed, and it was the custom for the building authority to obtain the advice of the Committee on any design which appeared to raise a new question of principle. The Committee then took the attitude that it was its duty to save the city from developing into an ill-assorted grouping of antagonistic units such as characterise most of the unplanned cities and towns of Australia; a situation which no amount of street planting or garden treatment could remedy.

216. With the increase of private building in more recent years, it appears to have been impracticable to await decisions of the Committee. These changed circumstances were mentioned by Mr. Waterhouse in his evidence. Sketches, he said were now "rushing in" as more land was being sub-divided and offered for sale. The situation "has just got a little out of hand", and he did not know quite what to suggest. He was concerned as to how private designs could be controlled because there were conflicting issues involved. The aesthetic side of buildings had to be considered and at the same time it was the policy of the Government to encourage private enterprise, which was always in a hurry.

217. The development of Lonsdale Street is a major example of a need for some alteration in this method of architectural control. It is an area to the near north east of Civic Centre which has received general criticism. The buildings that have been erected and are being erected show a low standard of architectural design. The different businesses follow different designs, some being built close to the street and others well back; some are one-storied and some two-storied and all of varied styles. The whole effect is one of lack of continuity. It is a street unique in Canberra, the business areas of which have been so well co-ordinated.

218. The Secretary of the Department of the Interior, Mr. McLaren, informed the Committee that building covenants were fixed for the area and that in some cases the buildings were a little over the covenants, and in other cases they exceeded it considerably. He felt that in adjudging the area the Committee should pay some regard to the type of business that was being erected there. Bootmakers and the like, he said, for whom there is a public demand, cannot be expected to embark on a large capital investment. It is not a Governmental construction; the public have to pay for it and you have to be reasonable in these things. "On the one hand you get this public demand for facilities and on the other you get the more theoretical approach that it should be on very top lines which possibly very few concerns could afford." You can go too far in these matters of architectural control and for his part he did not consider any of the buildings repulsive. It was intended to be a minor industrial area and was not finished yet.

219. Mr. Rogers, Assistant Secretary (Planning and Development), later

re-emphasised this same point. Lonsdale Street, he stated, is rather misunderstood. It is a minor industrial area which was never expected to be a particular attraction. The blocks are large, providing for good expansion of the industries being developed there, and only in very few cases have the lessees completed their buildings to the extent that they intend to complete them. Any judgment passed on it is a little premature. In the meantime, he said, it is serving a very useful purpose in meeting the demand that is really very acute for that type of service. In his opinion, the ultimate appearance of Lonsdale Street would bear no resemblance to its present appearance.

220. The Senate Committee's conclusions in regard to Lonsdale Street are that, irrespective of the causes of its present appearance, it does demonstrate conclusively that the present system of control exercised by the building authority officer, through the building regulations, is not sufficient in itself to safeguard the standards of the Capital City, and further, that the present advisory National Capital Planning and Development Committee has little or no influence in the matter.

221. From the evidence given, it would appear that this problem of architectural control is further complicated by disagreement on points of administrative policy between the Department of Works on the one hand the Department of the Interior and the National Capital Planning and Development Committee on the other.

222. The Department of Works designs the houses to be constructed. The Department of the Interior and the National Capital Planning and Development Committee approve of the sub-divisions. All parties want the right to site the houses on the sub-divisions approved. The Minister has directed that the Department of Works shall have that responsibility.

223. The Chairman of the National Capital Planning and Development Committee, Mr. Waterhouse, disagrees with the Minister's decision, and claims that the siting of the houses is one of the most important features of the whole scheme. Instead of houses being put in a row as has been done by the Department of Works at Narrabundah, they should be staggered and arranged in a more satisfactory manner. He cited the opinion of Sir Thomas Bennett, who is in charge of the Crawley project in England, that the whole effect of Canberra will depend upon the appearance of the street. For years to come, the important thing would, therefore, be how the houses are placed, and how good they are. The Department of Works, he said, is more concerned with going ahead and getting the houses up; they are not concerned with the placing of the houses properly in regard to the street vista, and this is detrimental to Canberra's appearance.

224. The Department of Works, on the other hand, believes that the Department of the Interior has a function which it should exercise, namely, control of the Town Planning Section. The Director of Works, Mr. James, stated that it was tied-up so tightly with engineering and architecture that it should be returned to the Department of Works, from which it was transferred about 1950. The transfer took place after investigation by the Public Service Board because it was considered more closely connected with the land tenure and development sections of the Department of the Interior.

225. It would appear obvious that some very considered attention must be given to the whole aspect of this problem of architectural standard. The Senate Committee's opinion is that the present arrangements are unsatisfactory and not in the best interests of Canberra's development.

(4) Buildings of Expediency.

226. The lack of forward planning, the difficulties of finance from time to time and the lack of a generally co-ordinated policy, have left a legacy over the last 25 years of temporary buildings of various kinds.

227. Reference has already been made to the lack of permanent administration offices. Temporary buildings to house public servants are to be found at the Barton offices, a group of light material two-storied constructions; the Acton offices opposite the Canberra Community Hospital, which must soon be abandoned to make way for the full development of the Hospital; and the old

Census office in the very heart of Civic. None of these buildings possesses any architectural merit, and the best that can be said of them is that they have done a good job as expedients. The Acton offices with their many barrack-like structures must soon disappear because they are on a site that must be vacated, but the Barton offices look like standing for many a year. The Senate Committee appreciates the reasons which made the Barton offices necessary, and realises they are convenient buildings, but as has already been explained, earlier in the Report, it insists that forward planning must face up to the problem of permanent buildings.

228. On the housing side there are far too many similar instances of expedients, though here again there are mitigating circumstances. What causes the Committee deep concern is that these temporary buildings have continued for so long as blots on Canberra's landscape.

229. The standard of housing generally throughout the city has been good. Many of the newer private homes have introduced an element of beauty and originality. Around the corner from these better buildings, however, we find dwellings like the Narrabundah pre-fabricated cottages and the Causeway Commission homes, and tucked behind the hill or which stand the beautiful American Legation buildings are the sub-standard homes of Westlake.

230. The Westlake and the Causeway homes date back to the early 1920's, and were temporary expedients to house the workmen required to build the National Capital. The Narrabundah pre-fabricated cottages are a similar temporary expedient to house the workmen who were required to carry out the 1948 programme. Workmen of both periods have drifted away, but the houses remain tenanted by citizens who are reluctant to give them up; and the Department cannot remove them while the housing shortage is so great.

231. Other legacies of developmental booms are the workmen's huts which are scattered on the hill at Riverside, behind the Barton offices, over a very large area of Capitol Hill and on the slope of Mount Ainslie. The Riverside huts are now serving a very useful cultural purpose in being the headquarters for bodies such as the Art Club, the Repertory Society, Boy Scouts, etc.; they will probably stand for quite a time. The Capitol Hill buildings remain as the main hostel for single tradesmen in Canberra, and the hostel at the base of Mount Ainslie has had a changing history, being first abandoned and more recently used to house the families of British tradesmen.

232. Lack of accommodation for single public servants resulted in the transfer of wooden war-time buildings from other districts. Erected in Canberra, they are now known as the Mulwala, Reid and Nerollan Guest Houses.

233. On the industrial side, the lack of pre-planning has resulted in a very unsightly development at Causeway, where industrial workshops and buildings are scattered over a large area in an un-coordinated fashion. The occupants have now been notified that they must shortly vacate this area and take up leases, if they so desire, at the new industrial area to the east of Canberra at Molonglo.

234. Finally, attention might be directed to the semi-chaotic developments around the Transport Depot at Kingston. The need for a determination regarding the future of this area is fast becoming a matter of urgency.

235. The sum total of these temporary buildings represents a regrettable waste of public and private moneys which contrasts sharply with the lasting benefits of the comparatively few really worth-while buildings that have been constructed. Unless Canberra's development is systematically pre-planned and the requisite number of worth-while buildings constructed, there will always be times when one temporary structure or another will have to be erected to meet urgent needs. It is ironical now to reflect on the amount of time and public moneys wasted on the early administrative building plans. The revised plans of this building prepared by the Department in 1935 alone, for instance, represented about a year's work for six men. It was simply wasted effort. How often such a pitiful loss of official effort has occurred in the Architectural and Draughting sections of Commonwealth departments is a matter of interesting conjecture.

(5) Lack of Monumental Buildings.

236. As the cause and also the result of buildings of expedience, there are very few monumental buildings in the city. Such as there are stand out in their relative isolation, though not as prominently as Canberra's long vistas and broad avenues demand. The Australian War Memorial is probably the best known.

237. The Australian National University has added a number of buildings no one of which is very remarkable. The laboratories are naturally utilitarian with a few of the meagre concessions to appearance which modern architects consider sufficient. University House is convenient and comfortable inside, and the Great Hall is a successful attempt to express the timeless spirit of learning in a new form. The exterior of University House, however, lacks the dignity and grace one expects from a collegiate building. In the whole University group there is not as yet one building which is worthy of the National Capital.

238. The more notable of the few other monumental Commonwealth buildings are the Institute of Anatomy, said to be architecturally Canberra's best building, the Patent Office, the Forestry School, in picturesque setting at Yarralumla, the C.S.I.R.O., and the partly completed Hospital Building. The permanent Administrative Block now nearing completion will be Australia's largest building; 102' high, 435' long and 227' wide, it occupies a site more than the size of the block in Sydney bounded by Martin Place, George Street, King Street and Pitt Street. It is criticised, however, even before its completion, as being the wrong type of construction for office accommodation.

239. East and West Block Secretariats have had alterations and additions that have changed them considerably since they were built in the 1920's to cope with the first Commonwealth Public Servants to be transferred, but they were not intended to be permanent or representative of Canberra's monumental buildings. The present provisional Parliament House, though impressive, is still only provisional. One witness described it as a Wembley Exhibition building.

240. Recently the Government has commenced the construction of eight-storied flats at Braddon, as referred to earlier. While the Committee approves of flats, it feels the construction of multi-storied residential buildings will emphasise in an even more pronounced fashion the present lack of monumental public buildings.

241. There is a lack of monumental structures of a memorial nature. The fine Australian-American Memorial near Mount Pleasant has given a very necessary emphasis, with its high column, to the vista along King's Avenue from Capital Hill. The only other memorials are the King George V statue in front of Parliament House and the Robert Burns statue near Hotel Wellington. On Capital Hill is the uncompleted Commencement Column, which denotes the commencement of the city on the departmental plan and not the Griffin plan.

242. The Legations in Canberra are rapidly beginning to give the Government the lead in artistic taste. The American Legation with its main building on top of the hill adjoining the slum suburb of Westlake, and its colonial type buildings on the lower reaches, is an outstanding example. The Swedish Legation, erected in recent years, was awarded the Sulman prize.

243. The Churches have also made their contribution. The Presbyterian St. Andrew's Church with its tall spire, near Capital Hill, is a conspicuous landmark. St. Christopher's Roman Catholic Church is a finely designed Romanesque building. Ecclesiastical architecture in Canberra is, however, on the whole mediocre. St. John's Church of England, completed in 1845, is still architecturally the finest Church in Canberra. Other denominations are building and it is hoped that they will add to the beauty of Canberra.

244. The recently completed Industry House, erected at Barton, is an example of the more active part private enterprise is now beginning to play.

245. Finally the part played by the private schools may be noted, particularly the Canberra Grammar School, the Church of England Girls' Grammar School, and the Christian Brothers St. Edmund's College, all of which give atmosphere to suburban areas. The Canberra High School, adjoining the National University area, is also a good example of modern school construction.

246. The attraction of Canberra is created by its magnificent site and the parklike appearance of the city. The buildings mentioned above add to it, though the effect they produce is marred by the inferior constructions elsewhere. But the impressive and graceful buildings envisaged by Griffin are still far off, scarcely yet begun.

246A. The Committee believes that two fundamental changes are necessary in building policy. First, the policy of erecting temporary or mediocre buildings should be abandoned, and all public buildings should be graceful and stately. Second, the relation between the landscape building and tree planting should always be kept in mind.

246B. The Committee believes architects must be left free to develop their plans, and does not undertake to give precise directions to them. It holds nevertheless that the type of building erected in Canberra is the concern of all citizens, and believes that the architect should take some notice of what the President of the Royal Academy, Professor A.E. Richardson, calls "the intuitive good taste of the uninstructed man". Some architects lack good taste, and some openly state that utility is the sole criterion by which a building can be judged. The Committee rejects this opinion, and believes that the architects engaged to build Canberra should be artists. It wants no "uncouth structures rising to enormous heights", no stream-lined "functional" factory-like boxes, but only elegant, graceful, stately and spacious public buildings.

(c) Particular Comments.

(1) Engineering Services.

Sewerage.

247. Canberra today has good reason to be grateful for early far-sightedness in relation to the sewerage treatment for the city. The present system, the basis of which was already laid down and completed in major respects by the time Parliament was transferred from Melbourne, was planned to treat the sewerage incidental to a population of 125,000.

248. The Federal Capital Commission subsequently complained strongly on this extravagance. It considered the capital cost involved was high enough for the maximum population for which the system was designed, but enormous for the population then existing. Since the population for which it was designed was not likely to be reached for many years, the return to the administration by way of sewerage rates could not nearly approach the cost.

249. The Senate Committee is not concerned with the economics of the early scheme as challenged by the Federal Capital Commission, but it is interested in the fact that this early scheme made it possible for an over-all plan to be obtained from the Town Planning Section of the Department of the Interior for a population of approximately 110,000 people. This plan, which shows Canberra in zones related to future development, has as its basis the full utilisation of the present sewerage scheme. Reference to the over-all map supplied will be made in a later section of this report.

Electricity.

250. The main services connected with electricity supply, including the erection of the power house on its present site, were also completed at an early stage in Canberra's history, and once again very commendable far-sightedness was shown.

251. The Sulman Commission took the attitude that Canberra being a garden city with trees and parks in profusion, short-circuiting of overhead wires and damage or lopping of trees must inevitably result if particular care were not taken at the very earliest stage in regard to access lines. To minimise this possible destruction of trees, and to avoid the unsightliness of poles and lines in the street, as well as reduce the disturbance of road bed and pavements, the Committee directed that, wherever possible, overhead services for electricity and telephones should pass along the rear boundaries of allotments, and that provision should be made in leases for access to these services.

252. Proceeding with this principle, the Federal Capital Commission, which succeeded the Sulman Committee, directed that there should be no overhead mains at all in the Governmental area in the heart of the city, but that all distribution should be underground - a decision involving much heavier cost but "which, although very heavy from the point of electricity supply economics, was definitely justifiable from the aesthetic point of view in an area which will contain at no distant date a number of monumental buildings".

Storm Water.

253. The fact that parts of Canberra would have drainage problems was mentioned by Surveyor Scrivener when he presented his report on the desirability of Canberra as site for the capital city. The problem was quickly met as construction began, and it was found necessary, in addition to affording protection from storm water generally in residential areas, to make

special provision for dealing with the heavy discharges from Mount Ainslie and Red Hill. This was done by constructing two storm-water channels on the slopes of these areas to intercept and divert the discharge into regular watercourses. Difficulties also arose in regard to two road intersections - the first at the junction of Brisbane Avenue and Wentworth Avenue, not far from the present power house, and the second on Canberra Avenue to the south-eastern side of Manuka Oval. The first difficulty was overcome by the construction of a causeway and culvert, but the second - that near Manuka Oval - necessitated a slight amendment to the city plan, involving an increase in the size of Manuka Circle and a diversion of the storm-water into Telopea Park. The problem has arisen again from time to time, and in more recent years particularly with the development in the O'Connor area in relation to Sullivan's Creek. The construction of schools near the channel of this creek has necessitated special protective safety measures.

Water Supply.

254. The position in regard to Canberra's water supply has recently been fully investigated by the Public Works Committee, and in view of this the Senate Committee did not pursue any further enquiries on this aspect.

255. The Public Works Committee enquiry was directed at finding out the best way in which the present storage system could be extended. The present dam at the Cotter River, although designed to be 100 feet high, was first constructed to 60 feet only, and then later in 1949-50 to 86 feet. It provides storage for 950,000,000 gallons, but with a present maximum daily demand of approximately 14,000,000 gallons, and a rapid increase in population expected, this storage will soon be inadequate. Two alternatives were offered to the Public Works Committee - a proposal for a new dam higher up the Cotter River with a capacity for 2,470,000,000 gallons at an overall cost of approximately £3,000,000, and a proposal for a dam on Googong Station, about 6 miles from Quesanbeyan, with a capacity of 2,300,000,000 gallons, at an overall cost of approximately £2,000,000. For various reasons, including the greater purity of the water at the Cotter and the difficulty of effective catchment control at the Googong area, the Public Works Committee recommended the Cotter River proposal. Further reference to its enquiry will be made in a later section of this report relating to the Canberra Lakes Scheme.

256. Work in connexion with the Public Works Committee recommendation has already begun, and when the proposed work is completed, adequate provision will have been made for Canberra's water supply requirements, so far as they are reasonably discernible at this stage.

257. Changing circumstances and conditions might be noted from the fact that when the Federal Capital Commission took over in 1925 it was thought that the system then constructed would provide, on a basis of 100 gallons per day per head, for a population of 70,000. During the first two years after the transfer of the Government and early Public Servants to Canberra, it was considered "of paramount importance" to make it as easy as possible for the new residents to establish their gardens in conformity with the garden city ideal. Consequently, meters were not installed in the residential areas. By the end of his term, however, Sir John Butters had changed his views in this regard. He was satisfied that the administration's liberality had been abused, and he considered it essential that all water services in the future should be metered and excess water charged for - particularly since the pumping charge at that time was approaching 6d. per 1,000 gallons. The consumption of water per head of population, he said, had been much under-estimated.

258. Many years were to pass, however, before Sir John Butters' views regarding water meters were acted upon. They have only recently been installed in Canberra, 25 years later, and the policy of the present administration in installing them has not been warmly greeted by the Canberra inhabitants. To date, however, there has been no announcement

in respect of any charges to be made for excess water. Average consumption in Canberra is now 165 gallons per day compared to 75 in Melbourne and Sydney.

259. As previously mentioned, the practice in Canberra is for all services to be available when sites are taken up for building. Recent statistics given by the present Director of Works in regard to the laying of water mains show that during the years 1951-52, 1952-53 and 1953-54, 72,500 feet, 56,000 feet, and 44,500 feet respectively were laid. The decline in these figures was said by the witness to be closely related to the decline in housing construction over that period.

Roads and Bridges.

260. Canberra's requirements in regard to roads and bridges were recently stated by the Public Works Committee in its reference regarding the need for a new bridge to replace the present Commonwealth Avenue Bridge. The Senate Committee commends the Public Works Committee on its practice of always investigating Canberra's problems from the viewpoint of the Canberra plan; wherever possible it has insisted on an adherence to the Burley Griffin principles. Its findings in this connection were in keeping with this general policy. It rejected a proposal for a bridge across the centre of the Central Lake Basin on the grounds that it would be a serious departure from the Griffin plan and because it would create traffic difficulties in the centre of the Government triangle; instead, it recommended the construction of a bridge at King's Avenue, which it regarded as being of greater urgency than the construction of another bridge at Commonwealth Avenue.

261. It is to be hoped that the necessity will not again arise for serious consideration to be given to any proposal so fundamentally opposed to the main principles of the Griffin plan as that for a central bridge. The Griffin plan is not sacrosanct in the sense that desirable alterations should not be made to it, but its conception of the Central Lakes scheme is one of its most admirable features.

262. Since the Public Works Committee fully traversed the problems of the Central Lakes bridges, the Senate Committee did not attempt to take any further evidence specifically on this subject, but was content simply to consider the Public Works Committee's findings in the light of evidence on the overall Canberra position.

263. This evidence raised further important considerations. It showed that whilst there is no doubt that the provision of two new bridges - one across Kings Avenue as recommended for immediate construction, and the other to replace the present Commonwealth Avenue Bridge - is a matter of supreme importance, the greater part of future traffic will definitely be on Commonwealth Avenue Bridge. Unless adequate provision of laneways is made on that bridge when built, a serious "bottleneck" will result.

264. Forward planning in relation to a population of 110,000, as illustrated by means of a plan prepared at the Senate Committee's request, envisages a population of 53,000 to the North of the Lakes and 54,000 to 56,000 to the South.

265. Of the 53,000 to the North, the natural tendency will be for 41,000 to cross the Lakes at Commonwealth Avenue and the remaining 12,000 from the Duntroon area at the Kings Avenue Bridge. Development in relation to the Duntroon area has already been approved and commenced and this, in itself, is sufficient justification for the immediate commencement of the Kings Avenue Bridge.

266. Traffic from the South making for the Civic business centre will also naturally gravitate towards Commonwealth Avenue, particularly the traffic from the Yarralumla region, which it is estimated will accommodate a further 20,000 people. Centrifugal tendencies in regard to this traffic

will be encouraged by the development in the future of two new roads, necessitating two new bridges - one at Yarralumla, passing through the Zoological Park reserve to link up with the North through the Botanic Reserve to the C.S.I.R.O.; and the other the road behind the Hospital which will eventually replace the present Lennox Crossing.

267. The Yarralumla Road will be more of a scenic roundabout road than a traffic route, and will probably not be used by those wishing to go direct to Civic, but the Hospital Road will doubtless take a lot of the peak-time traffic from the Commonwealth Avenue Bridge.

268. As a means of encouraging traffic on the King's Avenue Bridge, the Public Works Committee made a recommendation the wisdom of which the Senate Committee queries. It was that there be a new road connecting the northern end of the King's Avenue Bridge with Constitution Avenue by a more direct route to shorten the distance for city-bound traffic using this road. The Public Works Committee was of the opinion "that a road giving access as directly as possible from the King's Avenue Bridge to Constitution Avenue is essential for this route", and it recommended that it be constructed simultaneously with the King's Avenue Bridge. It stated that it could possibly be partly formed by the ultimate Lakeside Drive to be developed at a later stage.

269. The Senate Committee is opposed in principle to the construction of any short cut main traffic route to Civic Centre across the area south of Constitution Avenue, as being in conflict with Griffin's conception of this area, which the Senate Committee wholeheartedly endorses. Griffin's writings and his preliminary plan for Canberra show that the area between Constitution Avenue and the northern stretches of the central lake should be one continuous recreation area unbroken by roads, beautified by public gardens and dotted with buildings of a recreational and cultural nature; to the north would be Constitution Avenue and to the south the continuous embankments and driveway along the lake's edge. It would seem no traffic was intended within the area.

270. The recommendation of the Public Works Committee would mean a disruption of the peacefulness of this area and a severance of its continuous effect. The Senate Committee feels that the Public Works Committee could not have been aware of these implications of its suggestion.

271. A feature equally as important as the problem of congestion of traffic on the Commonwealth Avenue bridge is the possibility of similar congestion along Adelaide Avenue and State Circle. The Chief Town Planner advised the Committee in this connection that forward planning was aimed at making available alternative approaches from the Yarralumla area to avoid this possibility. The Senate Committee regards the provision of such roads and a widening of Adelaide Avenue itself as being a matter needing early action as the rapid development in the Yarralumla area will soon bring acute problems.

272. A further line of enquiry was pursued by the Committee regarding ring roads about the city. It was concerned that the main through traffic should not pass through the centre of the city but should be diverted along alternative roads on the outskirts of the city. Mr. Gibson advised that considerable attention had been given by the town planning section to this question, and supplied a map indicating the ring roads contemplated. He made particular reference to the road which is to skirt the city to the east and which will permit of heavy transport having easier access to the main industrial area to the south of Canberra, and to the main Cooma road. It was also thought that the future development of ring roads of this nature would provide pleasant motoring excursions for Canberra citizens.

273. The problems in regard to parking are matters which are causing more and more concern as the city grows, and this aspect will require very specialised treatment in the years to come, particularly with the development of administrative buildings in the Government Triangle. According to Dr. Langer the need for parking space is enormous; it requires three times the area allotted to the building. It is the factor most overlooked in town plans.

274. Criticism has already been voiced in the press at the destruction of tree plantations in the vicinity of the new Administrative building to provide parking space for officers shortly to be transferred to that building. Very considerable thought has to be given to an overall parking scheme for the full Government Triangle if a chaotic position is to be avoided by the time this area is fully developed.

275. The parking position at the various shopping centres was becoming particularly acute until additional space was provided within recent months. The Committee did not have the opportunity to go fully into the question of the permanent solutions envisaged for these problems as against present relief by temporary measures, but it was assured that the Town Planning Section was fully aware of the problems.

276. These problems associated with roads in Canberra are not always easy of solution, a fact which was stressed by the present Director of Works, Mr. James, when giving evidence. He thought them of sufficient magnitude to warrant the appointment of a full time specialist in traffic matters, stating that the States found such an officer necessary and ensured that their men were kept up to date with overseas development in traffic control.

277. Interesting figures were also given by Mr. James in regard to expenditure on roads and bridges. During the last three years alone, he stated, some 80 miles of road had been tarred and "for a city of this size that is a fairly good effort". Some £300,000 to £400,000 a year is spent in Canberra on roads and bridges, which is much more than that normally spent on a city of the same population elsewhere; it is made necessary, however, by the nature of Canberra's plan and the policy of development.

278. Reference to the development of suburban roads has already been made in earlier sections of this report relating to density problems, and further reference will be made to it in connexion with the development of neighbourhood units.

(2) Industrial Areas.

279. The Burley Griffin Plan provided a site to the extreme north of the city as the industrial area. This site was selected largely because of the Government's stipulation that a railway should pass through the city, so that it could be linked with Yass and, at some future date, with Jervis Bay.

280. The first industrial development took place in the time of the Federal Capital Advisory Committee, which was directed by the Government to report specifically on areas which might be leased. The Committee recommended certain blocks near the rail terminal as being suitable for businesses of a minor industrial character which presented no objectionable features; undertakings of an industrial character presenting objectionable features or requiring larger sites should, it stated, be relegated to the more distant area provided for in the approved plan to the extreme north of the city, but it suggested that no blocks in the major area be offered for lease at that time. From this small beginning developed the present Causeway industrial area.

281. There are now four industrial areas in Canberra, the Causeway area, devoted to private enterprise which has now been directed to vacate the site, the adjoining Kingston Governmental workshops and two areas which have been developed in recent years - the minor industrial area at Lonsdale Street and the main industrial area now located to the south of the city between the Molonglo River and the Queanbeyan Road.

282. The Molonglo site replaces the area originally intended for industry to the north of Canberra, which was abandoned in 1950 when the decision was made to remove the extension of the railway from the approved plan. The construction of the Federal Highway in 1951 linking Canberra and Sydney had also militated against any industrial development to the north as it was considered that a main arterial road should not

enter the city through an industrial area.

283. The Molonglo site has an area of 1,000 acres, an area which should, according to the Chief Town Planner, prove adequate for quite a long time if one allows 40 persons to the acre. When the area was decided upon occupants of houses at Causeway were advised that they must vacate that area and were invited to make application for sites in the new area then being developed. Only 100 acres had been taken up at the time when Mr. McLaren gave evidence on this aspect before the Committee.

284. Reference has already been made earlier in this report to the wasted capital investment involved in the Causeway area. The direction to move has been a bitter pill for many of the occupants, particularly when, as one witness pointed out, the occupants of commercial areas in the vicinity of Civic have been able to acquire a considerable good will addition to their capital investment over this period. It is a bitter pill which the Commonwealth Government itself may have to swallow in regard to many of its own expedients.

285. In view of the development of this now Molonglo area, the Senate Committee queried the necessity for the industrial areas at Lonsdale Street and Kingston. The present Director of Works, Mr. James, was asked why could there not be one area for Canberra in which all industry could be located. In reply, Mr. James suggested that the character of industrial activity varied too widely to permit of that. "What we put at Molonglo", he said, "is appropriate to the site being close to the railway, and what we put in Lonsdale Street is appropriate to the inner area. You would not go to the expense of shifting heavy activities, such as the Government Printing Office, our big store and the Power Station from the Causeway and Kingston unless there was no alternative. You might say that there is vested interest in the industrial area."

286. The Senate Committee believes that this is an aspect of town planning which should receive very full investigation.

287. Reference has already been made to the Lonsdale Street development when discussing architectural standards, but the Senate Committee does not suggest that the minor industries should be withdrawn from that area. On the industrial aspect as distinct from architectural considerations it is apparent, however, that some alteration must be made to the city's regulations to remove objectionable industries now being carried on there. The function of a minor industrial area is to provide essential services without objectionable fumes, smells and noise, and complaints have recently been made that some of the enterprises now being carried on are far too noisy for an area adjacent to residential development.

288. Reference has also been made earlier to the semi-chaotic conditions in the Kingston Governmental area and the opinion given that the need for a determination of the future of this area was fast becoming a matter of priority. The Senate Committee viewed this locality from the top of Mount Pleasant on its first inspection of Canberra, and its members were shocked at the disorderly sight which the area presented in the middle of an otherwise well planned city. The view presented from this tourist lookout adjacent to one of the main axes of the city is one that would surely make Burley Griffin turn in his grave.

289. Mr. James, Director of Works, was asked to supply full particulars of the Kingston industrial area. He advised that he and his Department were fully aware of the chaotic situation and, in fact, had been taking action to remedy it as far as lay within their power. There were far too many buildings and too much industrial activity taking place in that one congested spot. There were separate shops and buildings for plant equipment, roads and bridges equipment, water supply equipment, sewerage and cement products equipment, the sawmills, general store, joinery works, furniture storage, mechanical works, plumbers, building maintenance, general day labour, the Power House, Technical College, Government Printing Office and the various buildings connected with the housing and maintenance of the buses, trucks and cars of the Transport depot. Through the centre of the area ran the railway line which linked up with the Power House.

290. Mr. James said that he had been working hard for six years to tidy up this area, and that the efforts by his Department were aimed at lessening

the congestion by transferring to the new Molonglo site some of the main shops and buildings, and of improving those remaining. The first step was the transfer of the plant shop at a cost of £120,000, on a site of six acres. Next to this site four acres have been reserved for the roads and bridges depot, the transfer of which is expected to cost £40,000. Similarly, water, sewerage and cement product activities will be transferred to another four acres at a cost of £30,000. In regard to those activities still remaining at Kingston, nearly £100,000 has been spent since the war on rebuilding the sawmills and the kilns and moulding shop. £40,000 has also been spent on the general store and another £40,000 expenditure is envisaged.

291. As a result of these and other improvements, the Department of Works hopes to be able to pull down some of the huts and depots which are now "mixed up higgledy piggledy". Mr. James concluded by saying his Department thus submitted that it has already taken reasonable action either to move from Kingston, or improve to an appropriate standard at Kingston, its various industrial activities.

292. The Senate Committee compliments the Department of Works on its efforts, but it queries the wisdom of further expenditure within the Kingston area. Its own feeling is that it would like to see the whole of this section of Canberra - the Kingston Governmental area, the Causeway industrial area, the Causeway Commission houses and the present unsatisfactory station buildings - completely cleared of existing buildings.

293. It appreciates that there is a very considerable capital investment in the Governmental area, and that if a recommendation were approved for the vacating of this section, it would necessarily take a considerable time to accomplish. The Causeway industrial area is now being abandoned, the Federal Commission homes should be moved as soon as practicable - a very dubious term in this time of housing shortage - and, it appears to the Senate Committee, there are very strong reasons for doing away with the present railway station. With the transfer of industrial emphasis to the new Molonglo site, it would seem logical that the railway terminal could be removed to a suitable position adjacent to the industrial area.

294. With reference to the Governmental area, the Committee queries the future necessity of the Power House in view of the near completion of the Snowy Mountains Electricity scheme, and it seems commonly expected that the Technical College must, sooner or later, be moved to a new site. The Printing Office was not originally intended to be in this area but was intended to be within the Government Triangle on a site relatively near the permanent Parliament House. The reports of the Federal Capital Advisory Committee show that it was intended to seek competitive designs for a separate and permanent Government Printing Office within this area, but that the proposal was abandoned as it was thought that the permanent Government Printing Office might form part of a second Administration Building on the western side of the Government area. In view of delays, however, it was necessary to make some temporary provision so that the Government Printing Office could be established by the time Parliament was moved to Canberra. A store building was therefore erected near the Power House in which Parliamentary printing was to be carried on until such time as the permanent building was erected. The Printing Office has stayed in that area ever since, in the typically Canberra manner.

295. If the Kingston-Causeway area were vacated a very different appearance could be given to the locality, and large scale developmental plans could be made in connection with the whole of the Hume Circle section which, from the planning point of view, would seem to the Senate Committee to be one of the worst features in Canberra. The present railway station is a poor advertisement for the National Capital and the development around it is not such as to arouse admiration in any visitors.

296. Future Industrial Development. Although the present Molonglo area is probably adequate for many years to come, long term planning demands that consideration should now be given to the reservation of land for future industrial purposes at other extremities of the city.

(3) Commercial Centres

297. The Griffin Plan provides for two main centres - the Governmental area in the Governmental Triangle on the south side of the Lakes, and the business or commercial area to the north around Civic Centre.

298. In the early period of Canberra's development, it was considered desirable that small groups of shops be provided near the residential areas in the south, to obviate the necessity for the long journey to Civic, and in the time of the Federal Capital Advisory Committee a decision was made for self-contained shopping blocks to be established at Kingston and Manuka. With this decision, were also made two subsidiary decisions, viz:

- (a) That the erection of buildings of a "nondescript character" be absolutely prohibited, and the designs strictly controlled to ensure that the unsightliness so often found with retail shops in Australian towns be eliminated from Canberra, and
- (b) That the leases provide definite limits to extensions so as to avoid the development of interests inimical to the growth of Civic as the main business centre.

299. The control of design over commercial buildings in these two areas and at Civic was aimed at creating harmony between the separate units. At Civic the control provided for two-storied buildings with a continuous arcade treatment on the ground floor and for a middle courtyard approached by two arched entrances which secured continuity of the facade.

300. At Manuka Centre provision was made for an Arcade through the middle of the area, and for semi-detached residences with garden frontages to adjoin the shops. The Federal Capital Advisory Committee considered it desirable that in subordinate centres such as this, residential accommodation should be provided, but it did not support the principle of attaching the residences to the rear of or above the business premises.

301. The desire to retain strict control of the city's zoning principles, and to emphasise the Civic shopping area, later brought with it its problems, particularly when development of the commercial facilities to the South began to outstrip those to the North. As one of the witnesses before the Committee advised, the businesses of this early period were profitable on the South side, where they were near the areas of closest settlement, but generally functioned close to a loss on the North. The Federal Capital Commission met problems, very shortly afterwards, in regard to lease covenants, and it complained in one of its reports that whilst strict zoning control was absolutely necessary, it should be exercised with sound judgment if impossible situations were to be avoided. It had particular difficulty over bank sites at Kingston as a result of representations made earlier that four bank sites offered at Civic would be the only sites available for banking. Banks wished to open agencies at Kingston, and the Kingston business people wanted them there, but until very recently, trading banks have been able to operate in that area only in a "hole in the wall" manner, by space made available in business shops. The representative of the Canberra Chamber of Commerce advised the Senate Committee that there was still no provision for trading bank sites at Manuka.

302. For years the business community has been concerned with the lack of certainty in regard to the three shopping areas; it was suggested to the Senate Committee that until such time as the

administration gave a very clear indication as to which was going to be the major shopping area, large retailers would not be interested in Canberra, a charge which the administration answered by saying that there has never been any doubt that Civic was to be the main area of commercial development and that lack of population has been the only reason why business of this type has not been attracted to Canberra. When Canberra has the population, big business will come, and it would now seem that Canberra is on the threshold of that stage.

303. With the sale of leases in the Brisbane and Newcastle Buildings at Civic, and the pending development of the Perth Buildings, the whole emphasis of commercial activity has at last definitely become located at Civic. According to the Chief Town Planner, the distribution of business in Canberra in 1954-55 was Civic 36%, Manuka and Kingston 48%, and the suburbs 16%. Future distribution is expected to be Civic 49%, Manuka and Kingston 37%, and suburbs 14%.

304. Further business development of the future will also be concentrated at Civic, which has the room for considerable expansion. As contrasted with Civic, the possibilities for expansion at Kingston and Manuka are severely limited. A new area has recently been given over to commercial leases at Kingston, which will complete the full block of buildings and still leave a desirable lawned area for resting purposes to the rear. Some two-storied buildings are being erected in this new area which indicates a reversal of the policy adopted in earlier years of limiting the Kingston buildings to one storey. The Manager of J. B. Young Ltd., informed the Senate Committee how early representations for permission to build a second storey on his firm's corner block had been refused. The Senate Committee is in agreement with this change of policy. Now that all available area for expansion has been taken up at Kingston, it is inevitable that sooner or later, as Canberra's population increases, all Kingston shops will take on second stories.

305. The policy in regard to Manuka has also changed in recent years, and we are now seeing the removal of the semi-detached residences to make way for an unbroken line of shops. Area is still available for expansion at Manuka, even apart from the sites adjoining the picture theatre, which are reserved for a Post Office on one side and a branch of the Commonwealth Bank on the other. It might be noted, however, that the present Hockey Field occupies much of this area.

306. In regard to the new development taking place at Civic, two important considerations might be noted. In the first place, the leases allow for greater freedom of construction although certain definite requirements and standards are still insisted upon. The western side of Brisbane Buildings, for instance, will be in harmony with the general colonnade effect of the present Sydney and Melbourne Buildings. In the second place, the new development is to the east side of Civic, as part of a plan to group the commercial or "busy" activities to that side of Northbourne Avenue. The intention of the Planning Section is to carry Northbourne Avenue on to an inner road of Civic Hill and deflect through-city traffic to the west of the hill away from these shopping areas.

307. In regard to all three of these shopping centres, and also the suburban shopping to which reference will be made, there are several features which business people find most unsatisfactory. Lack of yard space and bulk storage room are the most disconcerting. Difficulties are encountered in unloading supplies of goods in the very enclosed spaces available for servicing the backs of the shops. The Committee was advised that it was almost impossible to manoeuvre

a semi-trailer in these areas. Also in view of the concentration of the business premises, practically all the available area of each site was quickly needed for actual retailing purposes and there was no room for storage. To overcome this some firms have resorted to a mezzanine type of construction within their buildings; others have had to lease areas, as at Causeway, well away from the shopping centres, for bulk storage; and this has added to their transport difficulties, already complicated by lack of garaging facilities. Difficulties such as these involve a serious overhead expense and have militated against the development of general stores. To date, lack of space has necessitated specialization.

308. The Senate Committee is particularly concerned at the lack of space for traffic around the main shopping centres. Kingston has had parking and traffic problems for a considerable time, and it is alarming, in view of this, that East Row at Civic Centre should have been permitted to become the congested area it now is.

Suburban Shops

309. As the city has grown and residential development spread outwards, the demand has also arisen for suburban shopping facilities.

310. When the first suburban shopping centre, that for Ainslie, was under consideration in 1941, the Canberra Chamber of Commerce objected to its development on the grounds that when leases were first offered the understanding was that the shopping centres would not be dispersed. It asserted that the scattering of shopping facilities was uneconomic and unsound, and accentuated a position already bad enough with three shopping centres. The National Capital Planning and Development Committee was of the opinion, however, that such development was not only desirable for the convenience of residents, but was also sound from a town planning point of view and did not conflict with any zoning or planning principles implied in the approved plan.

311. The National Capital Planning and Development Committee was also of the opinion that such shopping centres should be planned in relation to the whole city development and that the various areas needed should be fixed on this basis rather than individually. It was also considered desirable that residential space available and adjacent to projected centres should be utilized by the construction, where practicable, of multiple dwellings to raise the density in the immediate neighbourhood of those centres.

312. Owing to the pressing need for houses during the war period, the various schemes for the different centres had to be deferred, and it was not until 1947 that they could be started. The years since then have seen the development of shopping facilities at Ainslie, Griffith, O'Connor, Yarralumla and Narrabundah, and provision is made for the development of other centres when practicable.

(4) Suburban Development

313. It would seem to the Senate Committee that Canberra suburban development was, until very recent years, marked by a lack of appreciation of community needs.

314. Burley Griffin is sometimes difficult to follow in his Report Explanatory, and an elaboration on some of his points would have been of great assistance, but that portion which is headed "Domestic Communities", seems quite clear to follow. His words were:

"Comprising the proportionately large share of the city area required for habitation, the segregated sections, formed and separated by the general traffic lines, furnish not only suitable individual home sites, but comprise social units for that larger family - the neighbourhood group, with one handy district school or more for the children, and with local playground, game fields, church, club, and social amenities accessible without crossing traffic tracks, or encountering the disturbing elements of temptations of business streets. ... The innermost unit block may be varied to form considerable areas for such special purposes, including sanatoria, residence hotels, parks, ornamental or industrial horticultural gardens ... all with the minimum of interference with the traffic of the city."

315. Obviously, it was Griffin's intention that community centres be in the various suburbs. Planning however seems to have taken little account of such needs in the past, and it is regrettable that at this stage of Canberra's development there should be a searching for sites such as for schools, as at Forrest where it appears consideration was given to taking over Collins Park.

316. The nearest approach Canberra has to a neighbourhood group of the type envisaged by Griffin is at Manuka, where there are playing facilities for tennis, cricket and hockey, churches, schools, swimming-pool, pre-natal centre and a picture theatre. Here, however, there is too much traffic, and too many shops and "disturbing elements" to be precisely what Griffin contemplated. The Griffith community area is also close to Griffin's idea. Here we have schools, tennis courts, children's play area, and quiet shopping set away from the main roads, and a housing development that tends to look towards it.

317. It should be noted that Griffin, in his reference to "neighbourhood groups", did not include shopping facilities. In submitting his original plan he wrote "Provision is made for business in general, not only in the immediate neighbourhood of the specialized centres, but along the lines of traffic radiating and short-cutting in various directions". Hence the earlier reference to "business streets". This "ribbon" type of commercial development, however, has not been adopted in Canberra, and to provide for the requirements of suburban householders, shopping facilities within the neighbourhood units, as part of the community centres, is now most desirable.

318. The evidence given by the Chief Town Planner indicates that future residential development is now being well planned. An endeavour is being made to provide for these neighbourhood units to have contact with the main lines of communication, without actually fronting them, to turn inwards from them and centre around community centres, which are being planned and provided for adequately. Approaches to the main roads have been reduced in number and neighbourhood traffic is so controlled that it enters the main through routes only at definite points. Traffic dangers in the neighbourhood units are thereby reduced. The reduction in the size of internal roads also assists in making the areas more homogeneous.

319. Criticism of the earlier suburban type of development was made by many witnesses, and most suggestions for "improvements" on the present plan were aimed at a different method of suburban treatment. Many suggested an outer grid-iron type of development rather than a continuance of the circular patterns. In 1951, the present Chief Town Planner himself had expressed the opinion that the ornamental pattern has been carried to excess in the residential areas, and the same opinion was expressed by Mr. Harold Smith, town planner in Sydney, when giving evidence. Dr. Karl Langer, of

Brisbane, recommended that the further residential development should be on modern, or "good" lines, by use of the Redburn layout, whereby from a feeder road, loops go into a centre green strip from both sides, "so that it is like having vehicular roads on one side and pedestrian walks to a central green strip from the other"; this would mean, stated Dr. Langer, that from every house the children could go to the central green strip for their schooling, and the housewives for their shopping. Such a type of development was recently carried out by Dr. Langer at Mt. Isa, and was stated to have saved 40% on streets and services, besides being completely safe for children to live in.

320. In commending Dr. Langer's suggestion the Senate Committee is satisfied that the principles behind it are already appreciated by the Town Planning Section, and that the shortcomings of the past do not look like being repeated in the suburban development of the future.

321. One final reference might be made in regard to the present trend towards smaller frontages, due as indicated earlier to the stress on density considerations. The Senate Committee notes that Burley Griffin, in the statement accompanying his original plan, wrote as follows:

"The standard unit residence block is designed for a depth permitting ample gardens and a separation between internal garden frontages equal to that between the frontages across the streets, the effect being the maximum degree of ventilation and privacy.

In some cases these, and in many cases larger block areas, leave opportunity for development on private or small community initiative to work out pretty schemes of driveway subdivisions, recessed courts, quadrangles, lanes, terraces, common gardens, irregular hill-gardens, subdivisions and a host of similar possibilities, adding incident and variety to a consistent simple whole."

322. The ideal here envisaged by Burley Griffin does not appear to have been brought to fruition in the recently developed area at Narrabundah Heights.

(5) Hospital Accommodation

323. Canberra's first hospital, a wooden building which still stands at Acton, was erected at the time when the city was being laid out on the Departmental Board's plan. It was built on part of the site now belonging to the National University. Under the Departmental Board's plan, the University was to be at Civic, where the main commercial area is now situated.

324. The present hospital was built during the war years as an American Base Hospital. It is situated on a site provided for in the Griffin plan, and now accommodates 200 patients. The area set aside for its purposes is 22 acres.

325. In 1950, as part of the balanced plan for the transfer of departments to Canberra, the question of the future needs of the hospital was examined, and after discussions between the Departments of Works and Health and the Hospital Board, a scheme was put forward for the erection, in stages, of a multi-storied building aimed at trebling the accommodation.

326. The full programme, envisaging a hospital of 600 beds at a further cost of £3,000,000, is now before the Public Works Committee awaiting examination. The construction of this project will mean that the temporary buildings adjoining the hospital, and at present occupied by the Department of the Interior, will have to

be vacated and removed. The Senate Committee was informed by the present Director of Works that before the proposal was referred to the Public Works Committee the National Capital Planning and Development Committee had been consulted in regard to the site, and care had been taken to ensure that the buildings would be in proper relationship with the lake and its proposed levels. The Department of Civil Defence was also consulted, but in effect it advised "put it all behind a big hill somewhere", a recommendation which was not followed as it was felt the hospital must proceed on the present site.

327. The advice given by the Department of Civil Defence in regard to the siting of the hospital, whilst not accepted by the planning departments, is interesting in its implications. One factor never visualized in the time when designs were called for Canberra was the possibility of atomic warfare. Defence against atomic warfare would appear to call for the selection of protective sites; Burley Griffin's major buildings are planned for the elevated or prominent sites. The problems of civil defence are still being studied, and could well have a very important effect on all planning principles. The Senate Committee therefore considers it desirable that close liaison be maintained between the Department of Civil Defence and the city's planning and constructional authorities.

328. Representations were made to the Senate Committee by the Nurses' Club in the A.C.T. that in lieu of one large hospital in the centre of Canberra, provision should be made for 200 bed hospitals in each of the following areas: Turner-O'Connor-Ainslie, Narrabundah-Griffith, and Yarralumla-Deakin, leaving the present hospital to serve the areas of Forrest, Barton, Reid, and Braddon. The Senate Committee feels that the question of further hospitals of this nature might well warrant consideration in the light of increased population in future decades, but immediately it prefers to see development on the present site in the manner proposed.

329. Management of the Hospital provides one of the two main avenues through which the citizens of Canberra have some degree of local representation; the Advisory Council being the other. Under the Seat of Government (Administration) Act there is a special Ordinance providing for the "Control and Management of the Canberra Community Hospital, and for other purposes". It provides for the control of the hospital to be vested in a Board of six members, which now consists of one Treasury representative and five elected members. Subject to the directions of the Minister, this Board determines matters concerning the general policy to be adopted by the Medical Superintendent in the administration of the Hospital, and arranges for the purchase of supplies, equipment and any other things necessary for the Hospital's efficient operation.

330. The Senate Committee notes that even in regard to the hospital there has been the usual resort to expedients. Recent years have seen the construction in metal, and not in harmony with the main building, of a lay staff quarters, and of a detached temporary ward to the rear of the main section of the hospital.

(6) Education

331. Reference has already been made in paragraphs 91-93 of this report to the urgent need for additional schools in Canberra to cope with the natural increase and further departmental transfers. A vigorous programme of school development is necessary to prevent a difficult situation arising. In this connection the Senate Committee expressed the opinion that, while the building authority may make allowance for children attending denominational schools, it is under an ultimate responsibility to provide education for all

children in the Federal Capital. At the moment approximately one-third or 2,220 of Canberra's 6,390 school children attend denominational schools; 1,700 attend the Roman Catholic schools. Reliance should not be placed upon the ability of these denominational schools to maintain this proportion in the years of rapid expansion immediately ahead.

332. Since December, 1929, Canberra has had a University College affiliated with the University of Melbourne, through which degrees have been obtained in Arts, Commerce and Law. The College has had no permanent site, and since its establishment has been housed in a number of temporary quarters. At present it functions in a building near Civic which was formerly a workmen's hostel.

333. In 1945, the passage of the Australian National University Bill saw the beginning of a period of very active construction of buildings required for post-graduate research and study of the very highest level. The Bill contained a clause under which the National University "may provide for the incorporation in the University of the Canberra University College", but to date no such incorporation has been effected and it is possible that the Canberra University College may develop into a full University in its own right. The Australian National University itself has been provided with very ample funds throughout its development, and has received every possible assistance to permit of its completion in the shortest possible time consistent with the magnitude of its buildings. It has been said to be an experiment as bold in its own way as that of Canberra itself. Situated on 204 acres in the very heart of the city on the site set aside by Burley Griffin for University purposes, it has at present four main units - the John Curtin School of Medical Research, and schools for Physical Science, Social Studies and Pacific Studies.

334. If a decision is made to incorporate the Canberra University College in the Australian National University, a considerable economy will result in the use of land and facilities which could be common to both, e.g. Great Hall, playing fields, common rooms, etc; but it is probable that the Australian National University would require an enlargement of its present site to provide adequately for the full development of the undergraduate University within its borders. If an undergraduate University is not to be linked with the National University, then it will require land in its own right, and as yet no provision has been made for such a contingency. It is therefore desirable that an early decision be made by the University authorities on this matter, so that the question of suitable additional land may be early examined, and resolved before Canberra is much further developed. In the meantime, the construction of a University Hall of Residence providing adequate study facilities for undergraduate students could well be planned by the administration as part of its hostel programme.

335. As a seat of learning, Canberra is rapidly beginning to give the lead to the nation, as it is peculiarly well endowed with the opportunities and facilities for advanced research and study. Besides the National University and the University College, facilities also exist at the Commonwealth Observatory on Mount Stromlo, which is one of the largest and best equipped observatories in the British Commonwealth, the Bureau of Mineral Resources, the Institute of Anatomy, the Australian Forestry School, the National Library with its archives and film section, Parliament House with its Parliamentary records, the Patent Office, the National Mapping Office, the Royal Military College, and finally the C.S.I.R.O. with its branches dealing with entomology, plant industry, wild life and land research.

Pre-School Centres

336. One of the achievements in which Canberra can take most pride is its development of pre-school centres, which 45% of Canberra's children of that age attend.

337. The centres themselves are places of credit to the administration and the voluntary organizations connected with them. In addition to centres at Anslie, Bannister Gardens, Duntr on, Fairbairn, Monaro Crescent, Narrabundah, O'Connor, Reid, Throsby Crescent, Turner and Yarralumla, there has been a mobile unit to attend certain suburbs without centres and also visit outlying areas of the Territory.

(7) Lack of Communal Amenities

338. Canberra's lack of civic amenities has been stressed repeatedly in the annual reports of the Public Service Board which is concerned that Canberra should be made a livable city as well as an administrative centre. Since 1947 it has been urging the construction of such amenities as a Club House where young people could come and meet together as a group, and the development of the Central Park with band rotunda and other facilities, so that families could have a park area to frequent in leisure hours. It wants to see the establishment in Canberra of those general features of interest which will encourage young people to stay instead of seeking the larger cities, and which will help the family units to lead a more satisfying and a richer community life.

339. The same need has been stressed by the Advisory Council, which is charged with the responsibility of advising the Minister on matters relating to the general welfare of Canberra's citizens. In July, 1950, for instance, it recommended that community centres should be established providing for a large hall with good dance floor and provision for amplified music, a milk-bar and cafeteria, a reading room, a well-stocked popular library, a billiards room, table-tennis tables and badminton court, a verandah with tables and chairs, a band rotunda and a promenade with lawns - amenities of the type which would provide a medium for activities and interests sadly needed in Canberra.

340. The need for more halls has been voiced by many witnesses before the Senate Committee, including the National Council of Women and the A.C.T. Branch of the Commonwealth Public Service Clerical Association. The Albert Hall in Canberra, built in the 1920's, has to suffice for nearly everything - flower shows, concerts, recitals, dances, film evenings, bazaars, public lectures, public meetings. Necessarily it is difficult to book, and by itself it is totally inadequate for Canberra's population.

341. The Chief Town Planner told the Committee that to overcome this lack of meeting places in the suburbs he had suggested that the Assembly Halls attached to new schools should serve the dual purpose of school needs by day and public meetings when required by night. It would appear, however, that the education authorities are not in favour of such a dual use, and not all schools are to have the amenity of an assembly hall owing to the cost involved.

342. On the cultural side the lack of facilities has been pointed out to the Senate Committee by the Art Club, the Repertory Society and the Philharmonic Society, which function at present in the Riverside Huts at Barton behind the temporary two-storied administrative buildings. These Riverside Huts were erected to house the workmen brought to Canberra for the 1948 construction programme; they are examples of those temporary expedients, all around Canberra, erected for one purpose, and then used as a

stop-gap for another urgent need later. They do serve a very useful and necessary public service now in providing immediate accommodation for cultural and public bodies, but they have the regrettable effect of relegating into the nether world of the future the construction of permanent buildings for these bodies. In cultural as in more mundane matters, Canberra cannot long continue with solutions which simply serve "to get by".

343. On the active recreational side Canberra has been exceptionally fortunate, and has been generously provided with good playing fields. The administration has been criticized by the Clerical Association representatives, however, as being unstable, and by Mr. Mulrooney, President of the local National Football League, as lacking in appreciation of local needs. Too often, according to Mr. Mulrooney, it provided improvements such as seating, fencing and shade from trees, in a manner contrary to common sense, and too often, as in the provision of grandstands, it has been a case of "Promise, pause, prepare, postpone, and end by leaving things alone". A matter causing immediate local concern, however, is an alleged change in the departmental attitude towards local sporting bodies; it was suggested that the Department, hitherto concerned more with the encouragement and development of all types of sport, has now adopted a "tough" policy in regard to some bodies, particularly the bowling clubs from which it is insisting on high payments aimed at amortizing the original cost of construction plus improvements, with the clubs obliged to meet their own maintenance costs.

344. For family groups, the only developed recreational area would appear to be at the Cotter River Reserve, some 15 miles out of the city, and this reserve is fast becoming overcrowded in the summer months. The development of such additional areas outside the city as Pine Island, Kambah and Uriarra, and of further areas within the city itself are matters requiring early action.

345. The Committee feels that the development within the city of Central Park, in particular, should be a priority, instead of indefinitely "under consideration". This area, to which a great deal of thought has apparently been given without much positive action, should not require very great treatment to make it immediately usable, and improvements such as the provision of a restaurant, bandstand, ponds, children's play areas, horticultural collections and the like could quickly follow.

346. As the Griffin Plan for Canberra takes full shape, the whole of the land to the south of Constitution Avenue should, as previously advised, become one long park and garden area dotted with important buildings, encouraging communal activities, and bordered by the Central Basin and the Aquarium. In the Yarralumla area will be the Zoological Reserve and, adjacent to the C.S.I.R.O., the Botanical Gardens. In the future, there will be much to occupy the family unit in leisure hours, and Canberra should then be an interesting as well as a beautiful city in which to live. The immediate need is the one that concerns the Senate Committee here. Canberra badly needs more facilities for family entertainment and passive recreation.

347. In this connection, the Committee wishes to express appreciation of the suggestion made by Mr. H. G. Waight for the early establishment of an Australian Wild Life Zoo. It is regrettable that the city authorities did not avail themselves of the wonderful opportunity for such a zoo made possible by the offer of Sir Colin Mackenzie. In 1923, this public-spirited citizen offered as a gift to the Commonwealth his collection of live animals as well as his unique collections of specimens. The Institute of Anatomy is a sequel to the Commonwealth's acceptance of this offer. It was constructed to house the specimens later transferred to it. The live animals, however, were allowed to

remain at the Healesville Sanctuary in Victoria, and the tragedy is that some time later a fire swept through the Healesville district destroying most of the animals. If the Commonwealth now took action to construct such a wild life zoo, it would go a long way towards making good part of the national loss thus sustained. Much of our Australian fauna is in danger of extinction, and the need for its care and preservation could well be emphasised in the National Capital.

348. One very noticeable shortcoming in Canberra's development is its lack of a showground. It would appear that the selection of a site was complicated by need for firm decisions in respect of the industrial area and the railway question. The Federal Capital Commission obtained the services of experts from Sydney to advise it on possible sites, and they suggested three possible areas - (1) between Jerrabomberra Creek and the Railway where it approaches Kingston, (2) in Griffin's industrial area to the north, and west of Mount Ainslie, and (3) in Majura Valley, near the then proposed Canberra-Bungendore-Jervis Bay Railway. The suggestion was made by the experts that the areas suggested could provide for a Showground, Polo Ground and Racecourse. With the industrial area and railway questions now solved, and a considerable amount of "heat" surrounding the present temporary racecourse site at Acton, it would appear to the Senate Committee that an early decision should be made to this much delayed problem.

349. In regard to the shopping centres, the Committee notes the plea put forward by the National Council of Women for the provision of rest rooms near the centres. Whilst noting this, the Committee commends the provision of the Occasional Care Centre at Civic.

350. The retention of adequate park areas is a matter which causes the Committee particular concern. The development of Australian cities has shown that if park areas are not specifically reserved, there is ever a danger of their being filched. Whilst Canberra is still a city of many open spaces, most of these open spaces should be reserved for special purposes. This applies particularly to those open spaces within the centre of the city, and the Committee regards it as a matter of grave importance that the specific purpose of every piece of vacant land in the centre of the City be thoroughly appreciated by all in charge of development. In a planned city there can be no such thing as haphazard allotment of sites.

351. In regard to the reservation of park areas, it was pointed out to the Committee that Canberra's land policy being under one administration, there is not the danger of park areas being lost as in the cities where many authorities may be concerned. Nevertheless the Senate Committee is of the opinion that the time has now arrived when action should be taken to ensure that these park areas are reserved in perpetuity.

352. The Senate Committee notes that the Public Works Committee in its report relating to proposed bridges over the Central Lakes, recommended that "when the golf links have to be moved, further consideration be given to completing the Westbourne Woods location, where considerable expenditure has already been incurred". The Senate Committee inspected this area, and does agree that it would make a good golf course. Equally as well it would make a delightful semi-woodland recreation reserve. In view of the evidence given that a great part of the residential expansion to the south of Canberra will be around and beyond this very area, the Senate Committee recommends that it not be given over as a golf links but retained as a recreational reserve.

353. Reference has already been made to the way in which the provision of adequate suburban shopping facilities was long delayed, and the Committee reiterates that forward planning must provide adequately for suburban requirements. The facilities provided at many of the suburban shopping centres are altogether inadequate for the future development of the city, and services similar to those now available at Kingston and Manuka e.g. cinemas and hotels, etc. should be planned for these areas. In view of the limited suburban services now available, the Committee deplores the decision to permit the construction of a second cinema at Civic. It appreciated that the construction of flats near Civic will raise the density of that area, and that another theatre is needed for the north side of the city; it considers, however, that this cinema together with at least one other should be erected immediately in suburbs which are now situated at long distances from the existing theatres.

353A. The Committee notes the tendency on the part of the citizens of Canberra to rely upon the Government to provide amenities of all types from sporting and cultural facilities to dance halls and other places of entertainment. It also notes that this attitude does not exist in other cities of Australia where citizens are encouraged to accept a degree of responsibility in connection with the provision of such facilities. The Committee believes that the absence of a proper degree of control by the citizens of Canberra through local government bodies and a legislative council is primarily responsible for this attitude and considers the only real solution towards the encouragement of true civic responsibility is to give the citizens a degree of control commensurate with that responsibility.

B. 2. (d) The Role of the National Capital Planning and Development Committee.

354. The part played by the National Capital Planning and Development Committee, in regard to architectural standards of design and in making recommendations concerning the general development of Canberra, has been referred to often in the immediately preceding parts of this Report. Its powers and functions were specifically referred to in paragraphs 163 to 167.

355. The Committee has often been criticised and held responsible for many of the developments which have not received general public approval. One of the main contributing factors towards this criticism has been the privacy which surrounds its deliberations; its meetings are not open to the public and the public is never fully informed of its activities.

356. Enough has been stated to show that it has insufficient power or status to act as a satisfactory guardian of architectural standards or as an effective deterrent to hasty and ill-conceived departmental action. It is an advisory committee only with no executive authority whatever; its advice may or may not be accepted and frequently it is not.

357. The Advisory Council, which advises the Minister in relation to any matter affecting the Territory, has always held open meetings and its discussions have always been given full publicity. It would appear never to have been completely satisfied either with the constitution and powers of the National Capital Planning and Development Committee, or with the privacy which surrounds its work.

358. In August, 1943, Mr. Daley informed the Advisory Council that at the time when the Committee was constituted, the American legislation relating to the National Parks and Planning Commission (as it was then called) of the city of Washington, provided :-

- (a) It was an offence for any responsible official to proceed with a public work, in the District of Columbia, which had not been referred for consideration by the Planning Commission.
- (b) It was incumbent upon the head of the Department concerned to refer for consideration to Congress any case where he did not propose to adopt substantially the advice or recommendation of the Planning Commission and he was required, before approving of any alternative proposal, to submit the Commission's report to Congress together with such explanation of the matter as he thought fit.
- (c) No action could be taken to give effect to an alternative proposal unless Congress had, by resolution, declared that it was expedient to adopt such alternative proposal instead of that recommended by the Planning Commission.

359. Mr. Daley stated that the Government was aware of this American legislation when it was considering the appointment of the National Capital Planning and Development Committee, but it did not incorporate the special provisions relating to the adoption of the Commission's reports.

360. The dissatisfaction of the Advisory Council led to rather an embarrassing situation in 1948 at a meeting arranged between the two Committees. The Minutes of the Advisory Council show that its members immediately handed to the Chairman of the National Capital Planning and Development Committee a list of 13 questions as a basis of discussion. The questions were as follows :-

- (a) On what subjects has the National Capital Planning and Development Committee reported since its inception?
- (b) Are these reports regarded as secret and confidential for departmental and ministerial perusal only?
- (c) Has the Committee ever attempted a revision of the Griffin Plan as a whole?
- (d) Is the composition and organisation of the Committee regarded as adequate for a comprehensive review?

- (e) Has the Committee made recommendations concerning the more effective liaison between all bodies and authorities concerned with A.C.T. Planning and Development?
- (f) What steps have been taken to ascertain the views of Canberra citizens on projects reviewed?
- (g) Are members of the Town Planning Committee furnished with copies of the National Planning Committee's reports to the Minister?
- (h) In view of the fact that a representative of the Advisory Council is a member of the Committee, does any objection exist to members of the Council perusing the reports received by the Advisory Council's representative?
- (i) What is the relationship between the Committee and the Interdepartmental Committee formed to direct the preliminary organisation of the extended Canberra plan?
- (j) Is the Committee satisfied, as a result of its existence over the past ten years that it is the most effective instrument in securing expedition in town planning and development?
- (k) How frequently does the Committee meet?
- (l) Would not better results be achieved by a full time planning and development authority?
- (m) Does the Committee ever invoke Section 7 of the Ordinance which empowers it to initiate enquiries on its own account, and if so, what major projects have been initiated in this way?

361. The Chairman of the National Capital Planning and Development Committee is reported to have "absolutely declined" to discuss these questions with the Advisory Council.

362. The matter is here referred to primarily to record the reply later forwarded by the National Capital Planning and Development Committee to the Advisory Council. That reply, as reported to the Advisory Council on 20th July, 1948, was as follows :-

"The National Capital Planning and Development Committee has now had the opportunity to consider the questions that were presented on behalf of the three elected members of the Advisory Council when that body met the Committee on the 6th May, 1948, and as promised, this reply is forwarded to convey the general views of the Committee, as far as practicable, on the points raised therein.

"In the first place, it appears to the Committee that there is some misapprehension in the minds of the elected members as to the nature and extent of the responsibilities that the Committee has been required to assume, and the essential character of a committee of this kind in relation to the Minister, the Department of the Interior, other Departments and the public of Canberra.

"The Committee understands that the principal reason for its appointment was the desirability of having an entirely independent body of experts who would be in a position to give advice to the Minister for the Interior on any questions arising in relation to the approved plan of Canberra, and, particularly, any proposals for its variation. The Committee was informed that the general basis of its consideration in this respect was that the main principles of the statutory plan were to be preserved, and that any variations to be entertained must relate to detailed matters of convenience and arrangement, and the design of incidental features not infringing the general principles of the accepted plan. The Committee is, therefore, the official custodian of the integrity of the plan, and is responsible for giving advice as to the protection of its principles in the developmental proposals that are submitted for the Minister's approval.

"In addition, the Committee is expected to give independent technical advice and criticism, from experienced practical and aesthetic points of view, of designs put forward for more important official and private buildings, sub-divisions, allotment of park and recreational areas, proposals for zoning, and schemes for City beautification.

"The general responsibility for the preparation of developmental schemes and designs for buildings has been assumed by the Departments concerned, and the Committee has given its advice in the manner indicated. This has, of course, included advice on town planning principles and policy, and has involved the making of suggestions calculated to obtain what the Committee feels are the best possible results. It has not, however, itself undertaken directly the formulation of schemes, as departmental resources in staff and data are utilized for this purpose.

"The Departmental responsibility for the preparation of plans and proposals would also appear to embrace any necessary collaboration with public bodies in the Territory, and any consultation from the point of view of Canberra citizens, as action in these respects should be concluded before proposals are submitted to the Committee for its criticism. It is not deemed to be the general function of the Committee, therefore, to ascertain the views of Canberra citizens as it presumes that the schemes put before it are the result of collaboration by those concerned. At the same time, the Committee has, at times, agreed to hear the views of Canberra bodies, and of individuals, in regard to projects in which they were interested, but this should not, as a rule, be necessary if proper procedure be observed at another level. It would be impracticable for the Committee to adopt this as a practice as it would cut across departmental functions and lead to confusion.

"Reference has been made to a 'comprehensive review' of the 'Griffin' plan. What has been said above will indicate that its basic principles have been adopted and legislation enacted to protect them. A review in detail, however, has been made progressively with the consideration of schemes prepared by the Department, and discussed with the Committee, for the development and subdivision of the various City Divisions, and, in advising on these matters, the Committee has applied to the Canberra project the experience and professional knowledge of its members as well as the general principles of city planning, and architectural and engineering practice. The composition of the Committee was designed to afford to the Minister the knowledge and experience necessary for this purpose.

"So far as the Committee's reports are concerned, it has been indicated that these are principally in criticism of proposals or contain advice on questions referred to the Committee by the Minister. The question was raised with the Minister as to whether such reports should be made available to the Advisory Council or other bodies, and the Committee was informed by him that its responsibility was to advise the Minister, and that it was for the Minister to make available the substance of any reports he might receive confidentially from the Committee.

"In regard to the question of the liaison of various departmental bodies and committees concerned with planning and development matters, the Committee takes the view that this is the responsibility of the Departments concerned. At the same time it has made suggestions designed to facilitate the compilation of data and the reduction of proposals to a planning form for consideration, and has supported the scheme for establishing a departmental development committee with the responsibility of considering proposals in their initial stages to ensure that the schemes placed before the National Capital Planning and Development Committee would be reasonably well considered. The Committee also strongly supported the view that an adequate technical staff should be available in the Department of Works to admit of the satisfactory and expeditious preparation of the data and plans required for the programme of development, and particularly for detailed town-planning work.

"The National Capital Planning and Development Committee has no relation to the interdepartmental committee which made a report and suggestions to the Government regarding development. This Committee was

set up, as far as the Planning Committee is aware, for the purpose of considering questions in relation to the staffing and accommodation for public departments, and the removal of the remaining central administrations from Melbourne, and it was not intended to be a standing committee. It made various recommendations to the Government and endorsed proposals that had been supported by this Committee for improving departmental organisation to enable the developmental programme to be accelerated in all its aspects, including the provision of more amenities for the growing population. It proposed that the programme be based on the removal of the departments mentioned within a period of 10 years, and this was approved, in principle, by the Government. Consideration of the developmental proposals by the National Capital Planning and Development Committee is, accordingly, now based upon this programme range.

"During the 10 years of its existence the National Capital Planning and Development Committee, which meets on the average monthly, has given its advice on many hundreds of matters, comprising town-planning questions, designs for all official buildings and important alterations or additions to such buildings, sub-divisional treatment of existing and new areas, architectural and engineering problems, sites for public and private buildings, plans of many private buildings and on numerous questions of policy in relation to special subjects upon which the Minister has specially desired the Committee's opinion. In the majority of cases the Committee's reports have been upon cases or questions submitted for its views, but, in many instances, it has raised matters for departmental consideration under the provisions of Section 7 of the National Capital Development Ordinance 1938.

"The point has been raised as to whether a full-time planning authority should not be appointed, but it may be indicated that the full-time work in connection with planning is a departmental responsibility and is being performed accordingly. A Committee of the same standing as is provided for in the Ordinance could not be obtained on a full-time basis, but if a body were set up and given executive powers it would immediately lose the independent character of the present committee. In the Committee's opinion the existing arrangement should prove adequate for any immediate purpose, provided the organisation approved within the departments concerned is set up, and this applies particularly to the appointment of a well-trained and experienced town-planner to supervise the technical work involved.

"The particulars given in this communication should, it is thought, serve to make clear the position of the Committee, and the responsibility for giving any further information that may be desired would appear to be a matter for the Department of the Interior."

363. Mr. Shakespeare's comment, as a member of the Advisory Council at that time, was - "This report contains a very good case for the abolition of the National Capital Planning and Development Committee and for the appointment of one authority of sufficiently high level to review all developmental proposals on a full time basis".

364. His views previously expressed to the Advisory Council on the 16th June, 1948, were -

"I do not think that the members of the Planning Committee, having regard to their professional status are able to do themselves justice under the conditions they are required to operate on this committee. The committee meets once a month, and the members give a few hours thought to the matters brought before them, and then hasten away to their other everyday functions. That is not the way a city should be planned and I do not think the arrangement is a benefit to this City."

"My view is that there should be a Director of Federal Capital Design, a central authority at world level, who would be the reviewing authority of this plan. That would obviate delays, and you would always have on the spot in the atmosphere of Canberra, except to the extent he wanted to travel abroad for ideas, an authority who could give rapid decisions."

365. In the period which has elapsed since the abovementioned letter of the National Capital Planning and Development Committee, three developments have taken place -

- (1) A Town Planner, the present Chief Town Planner, Mr. Gibson, was appointed shortly afterwards and placed in charge of a small Town Planning Section. This Section was first attached to the Department of Works, but later transferred to the Department of the Interior and placed under the control of the Assistant Secretary of Planning and Development. The Department of Works contends that the Section should never have been transferred as it should logically be linked with architectural design and construction, controlled by Works.
- (2) Within a short period the Development Committee, referred to above, ceased to function, "a fatal mistake" according to Mr. Shakespeare, as it had served a useful purpose in permitting views to be expressed on matters before they went to the National Capital Planning and Development Committee. This Departmental Development Committee would appear to have been set up to direct progress on the 1948 scheme for Departmental Transfers.
- (3) The custom has now been established of the Chairman of the Advisory Council reporting back to the Advisory Council on matters discussed in the National Capital Planning and Development Committee which are not confidential. The custom began when Mr. Shakespeare became Chairman of the Advisory Council and therefore an ex officio member of the National Capital Planning and Development Committee. As is obvious from foregoing parts of this report, he had always had very definite ideas regarding the functions of the National Capital Planning and Development Committee, and at the first meeting of that body which he attended, he blandly told its members that of his own responsibility he intended to report back to the Advisory Council on matters that were not confidential. Subsequent Chairmen have continued to do so.

366. The evidence before the Senate Committee besides indicating, as already stated, that the National Capital Planning and Development Committee has insufficient power to act as a satisfactory guardian of architectural standards, or as an effective deterrent to hasty Departmental action, also shows that the Committee itself is held in surprisingly poor esteem by its ex-members.

367. Mr. Harris, an appointed member from the time of the Committee's first meeting on 6th March, 1939, until his resignation on the 18th August, 1954, referred to it as "a feeble reflection of its American prototype" and a body which "possessed neither the capacity nor the machinery required for the direction of, or even participation in, formulating any comprehensive scheme of development".

368. Mr. McLaren, Secretary of the Department of the Interior, and one time Chairman of the Advisory Council, referred passingly to it, as already mentioned, as the people who get him "sick and tired of waiting for decisions". Mr. Bailey, until recently ex officio member, as Chairman of the Advisory Council, referred to its lack of power; with what is being submitted to it now, he said, it does not need to meet more than once a month; with what should be submitted to it, it definitely should meet more than once a month - "it is being by-passed to a large extent".

369. Mr. Waterhouse, Chairman of the Committee, stated in evidence that he "strongly resented" the manner in which the advice of his Committee was sometimes not followed - "I think we deserve more consideration than just to discover that we are flouted in regard to our recommendations". In his ideas as to how this could be overcome, however, he appeared a little contradictory. In reply to the Senate Committee's Chairman, he stated that he thought it would be helpful if the Committee had more than just an advisory function; if it could have been provided that the Committee could give approval and the Minister naturally have the right to veto it, he said, it would have been better. Later, however, in reply to Senator Vincent, he thought that the Committee "should remain an Advisory Committee".

371. A period of membership on the Committee apparently did not alter Mr. Shakespeare in his opinion that some change was necessary, as within recent months he moved as a member of the Advisory Council that - (a) the Seat of Government (Administration) Act be amended to provide for the constitution of the National Capital Planning and Development Committee with the powers at present defined by the Ordinance; (b) when any proposal is made for the alteration of the approved plan, it must be accompanied by the report of the Committee; and (c) the Committee report once a year to the Parliament.

Senate Committee's Conclusions.

372. The Committee has arrived at the following general conclusions in regard to this aspect of its inquiry:

- (1) That Canberra's development has not been worthy of a National Capital.
- (2) That too often considerations of expediency have been permitted to override considerations of permanency.
- (3) That the continued deferment of permanent constructions has led to a mushroom growth of temporary buildings.
- (4) That too little consideration is now being given to aesthetic values, and too little foresight is being shown in the city's development.
- (5) That the city is sadly lacking in desirable amenities.
- (6) That the present architectural control exercised by the "building authority" is inadequate, and the oversight of standards by the National Capital Planning and Development Committee ineffective.

373. The Committee is of the opinion that an entirely different arrangement is required to permit of the proper development of the city, and its recommendations in this connection are embodied in the final sections of this report.

373a. The Committee wishes to dispel any impression given that in thus arriving at these conclusions and making its recommendations, it is critical of any individual members of the National Capital Planning and Development Committee. These men are experts who have given of their time and energy in an honorary capacity in a manner which warrants the gratitude of every Australian citizen interested in the preservation of the beauty of our National Capital. Quietly, without publicity, they have worked since 1939 to make Canberra a beautiful city with buildings worthy of it as the National Capital. Under the present arrangements, however, their work is too often ineffective.

(C) Variations of the Original Plan

373. As explained earlier a distinction must be drawn between the original Burley Griffin plan in accordance with which Canberra was developed amid difficulties before 1925, and the present Approved Plan, which is the "Plan of the Lay-Out of the City of Canberra and its Environs", as gazetted on the 19th November, 1925, and followed to date. The approved plan is the plan which the administration must follow until such time as desired variations are approved and effected. In developing Canberra in accordance with this approved plan, however, the administration is under an unwritten but none the less real obligation to follow the principles and spirit of the original Griffin plan. The Senate Committee is interested, therefore, not only in the manner in which the approved plan has been followed, but also the manner in which the spirit of the Griffin plan has been carried out.

374. The variations made to the original Burley Griffin plan fall broadly into four periods:

- (1) those by Griffin himself;
- (2) those between 1920-25, when important variations to the spirit of the Burley Griffin plan were made;
- (3) those between 1925-50, when only relatively minor variations were made to the approved plan; and
- (4) those since 1950, which have included many very important variations to the approved plan and the principles of the Griffin Plan.

(1) Griffin's variations

375. Prior to his retirement in 1920, Burley Griffin himself made minor modifications to his plan whilst Federal Capital Director of Design and Construction. His explanation of these variations has been referred to earlier; it was that his original design was in the nature of a sketch plan and, in working out details on the ground, it was inevitable that alterations must be made from time to time.

376. In one very important aspect, however, Griffin did not follow his own Preliminary Plan of 1913, as distinct from his original design. It was in regard to the provision for an "Initial City".

377. To understand this one important deviation, it is necessary to understand how Griffin came to provide for an "Initial City" in the first place. It was the result of his conferences with the Departmental Board after his arrival in Australia in 1913. At that time the Departmental Board plan was the accepted plan for Canberra, but the Minister requested that discussion be on the adaption of Griffin's plan. Griffin was not a man for compromise but after weeks in which the Departmental Board urged the desirability of civic development to the south of the city, he prepared his Preliminary Plan of 1913 on which he provided for the Initial City to the south.

378. In October, 1913, the Departmental Board was dissolved, and Griffin appointed Director of Design and Construction. He proceeded to abandon the idea of an Initial City, and developed the city in accordance with his own original plan. His evidence before the Public Works Committee in July, 1915, indicated his views:

"I believe that it would not make for economy to have two initial cities ... I want the city to take advantage

of the southern residential site in the very best possible way for the benefit of the future, and not the immediate, village of Canberra. The danger of establishing the initial city at a certain place from considerations of immediate convenience is that demands will be made for further improvements there, and a public opinion will be created in favour of continuing the development on from that centre, and so everything on which the proper future development of the city depends will be thrown out of its proper place. We must do what is necessary to control the growth of the city, and prevent the creation of vested interests and a public opinion that would work against the accomplishment of our design."

379. In view of the Departmental Board's stress on the need for development to the south of the city, Griffin concentrated deliberately on development to the north; he constructed bridges to link Commonwealth Avenue with Civic, carried the railway along the Causeway and over the Molonglo to Civic (the bridge was washed away in later years in a flood and the line abandoned), and commenced the construction of roadways around the hexagon at Civic, and around Ainslie. By 1920, he had started the city in a way which it would be difficult to alter. But alterations of principle soon followed.

(2) Period 1920-25

380. During the period 1920-25, Canberra was under Departmental administration guided by the Federal Capital Advisory Committee. Whilst the Government stated that the principles of the Burley Griffin plan were to be followed, the development during this period was at variance with some important principles of the Griffin plan.

381. Market Centre. Perhaps the most important variation was in regard to the two focal points of the central triangle to the north of the city, the one at Civic which Burley Griffin intended to be primarily a municipal centre, and the one of King's Avenue which he intended to be the market centre. At some stage during this period 1920-25 the idea for a market centre was abandoned and a decision made that the development at Civic embrace municipal and commercial interests.

382. Burley Griffin, in his Report Explanatory, indicated his intentions in regard to these two centres. His references to the "Municipal Offices Centre" were as follows:

"Municipal Offices Centre.

"The former of these points is assigned to the administration of urban affairs, public and private, where, grouped around the City Hall or Administration Block, are the General Post Office, Criminal and Civil Courts, Banks, and allied institutions."

"The Administrative Focus."

"Contiguous with the Municipal Official Centre may, therefore, be found the private offices and financial institutions, stock and insurance exchanges, chambers for corporate enterprises, and the professions."

His references to the Municipal Market Centre were as follows:

"Municipal Market Centre.

"The interval to the second of the municipal centres is considerable, to allow for indefinite expansion of both,

which are equally accessible from the railway, from the Capitol, from the residential sections, and especially from the agricultural and industrial suburbs. At this second point are the Central Station and the Public Produce Markets."

"The Mercantile Focus.

"To the Railway Station and Produce Market Centre will naturally be attracted private general mercantile establishments in the larger units, particularly wholesale, together with 'goods clearing', transfer systems, warehousing, and light manufacturing."

383. The reports of the Federal Capital Advisory Committee do not indicate why Griffin's idea for a Market Centre was abandoned. The final report simply stated - "The approved plan provided for two main centres - the Governmental and administrative centre on the southern side of the Molonglo River and the Civic centre and main commercial development on the northern side of the river". In preparing for the development of Civic Centre, it planned for commercial as well as administrative activities of the type contemplated by Griffin.

384. The Committee notes that the recent siting of the Australian-American War Memorial near the axis provided for the Market Centre is in keeping with this earlier decision of the Federal Capital Advisory Committee, and leaves no inference to be drawn other than that Griffin's original suggestion for a Market Centre at this apex of the central triangle has now been completely abandoned. It also notes that the decision to abandon the City railway extension has naturally had an important influence on plans for the development of this area.

385. Commercial Centres. Burley Griffin's idea for commercial activity was that it should border the main arterial routes. His preliminary plan shows such contemplated development with provision for lanes of 30 feet. In his Report Explanatory, he indicated that he expected that "such business necessarily attracted by easy accessibility, will tend to align itself on the most direct of the avenues connecting the focal centres", and that it could be "assumed to include in some instances not only the wide main thoroughfare frontages, but also, in an elastic limit, the frontages of the first and longest parallel avenue on either side".

386. When, therefore, Griffin planned for concentration of municipal activities to the North side, he would appear to have had in mind (1) Municipal offices and administrative chambers at Civic; (2) a Municipal Market at the other end of Constitution Avenue; and (3) Avenues of businesses connecting the two centres.

387. The Federal Capital Advisory Committee considered that block development of commercial business activity would be preferable to the ribbon development envisaged by Griffin and that provision of lanes particularly would be an unsightly feature. It, therefore, recommended the concentration of commercial activity at Civic Centre in the present block form of development. It was in this way that Civic Centre started as a hub of business activity to the North instead of being one end of a busy line of activity stretching along Constitution Avenue.

388. The development of shopping centres to the south of Canberra was similarly different from that Griffin had planned. Griffin had also envisaged business activity in the suburbs as being along the main traffic routes, but the Federal Capital Advisory Committee concentrated such activity at Manuka and Kingston, in the shopping block form of development in keeping

with that to the north. It also directed, as mentioned before, that the leases provide definite limits to expansion so as to avoid the development of interests inimical to the growth of Civic as the main business centre.

389. Why two such centres were decided upon so close together is a mystery. The minutes of the Federal Capital Advisory Committee show that the decision was made during the absence overseas of Sir John Sulman and that he, on his return, indicated his definite opposition to the action taken and directed that his dissent be recorded. The actual record in the minutes reads as follows:

"The Chairman expressed the opinion that the proposed East Lake* shopping centre was on the wrong site. He thought its location a mistake as it was too near the other site at Manuka. This was contrary to an important principle of town planning, as a mile radius should be served by one shopping centre. He desired that this objection be placed on record."

* Now known as Kingston shopping centre.

390. The decision to restrict the development of Kingston and Manuka was obviously due to anxiety not to let it appear that encouragement was being given to development of a type contrary to the Griffin principles. In this connection it might be noted that Griffin had earlier abandoned an idea for an Initial City in this neighbourhood. The confused commercial situation which has followed since the 1920's however, was not of Griffin's making, nor the result of his plan, but the consequence of the unhappy compromise thus decided upon by the Federal Capital Advisory Committee, which made Manuka and Kingston more than just suburban shopping centres, but tried to prevent them becoming main city centres. The commercial products of this unhappy "planning" have now outgrown their environment.

Provisional Parliament House

391. During this period approval was also given for the erection of the present provisional Parliament House in its present location, which is immediately in front of Camp Hill, the site set aside by Griffin for the permanent Parliament House.

392. When the question of the site of the provisional building was being examined by the Parliamentary Public Works Committee in 1923, Burley Griffin himself gave evidence and vigorously opposed the erection of such a provisional building and the site proposed. He pointed out that the site contemplated was within the area which he had provided for a "reservoir" - as can be clearly seen from his preliminary plan of 1913 - and he went on to say that if the building were erected on that site it would defeat the possibility of having the permanent Parliament House erected on Camp Hill. Further reference to this evidence and the effect of the present building upon future planning will be met later in this Report. The Committee wishes simply to point out at this stage that the erection of the provisional Parliament House on its present site has had a marked effect on the siting of the whole of the Government Triangle as envisaged by Griffin. As his evidence would indicate, it nullified his idea of a long reservoir in the central Mall. That it had a further effect on the siting of the buildings in this area was indicated by the fact that the approved plan of 1925 showed a very different lay-out for this area than that envisaged by Griffin.

393. In recent years, the placing of the King George V Memorial in front of the provisional Parliament House has set a further bar to any future realization of the original Griffin concept of the central Mall.

Other Variations

394. Reference has already been made to minor variations effected, such as in regard to road deviations as at Manuka Circle. (See Paragraph 253).

395. This early period saw the beginnings of Canberra's general development and necessarily decisions made then had important consequences. It was during this period that industrial activity was first suggested for the Causeway area. The present situation in the Causeway-Kingston area has already been referred to earlier in this report. (Paragraphs 280-295).

Variations between 1925-50

396. In the 25 year period between 1925, when the approved plan was gazetted, and 1950, there were only 8 separate occasions on which Notices of Variations were gazetted. In no case did the variations involve important matters of principle. Most of them were alterations either due to topographical considerations or the result of improved schemes for subdivisional lay-out.

397. It is interesting to note that in view of the relative unimportance of some of these variations, the Federal Capital Commission queried the necessity for following the statutory procedure in respect of them. An opinion in regard to one such minor proposal was sought from the Solicitor-General, who was informed that the Commission was anxious to avoid the necessity of publishing every minor alteration, and raised the question whether the amendment suggested must be regarded as a modification within the meaning of Section 4(2) of the Act.

398. On 16th June, 1926, the Solicitor-General, Sir Robert Garran, gave the following opinion:

"The plan of the lay-out of the City of Canberra, as published in accordance with sub-section (1) of section 4 of the Seat of Government (Administration) Act 1924, discloses in detail the roads proposed to be made in the city. The roads so disclosed are part of the "Lay-out" of the city.

"Sub-section (2) of section 4 authorizes the Minister to modify or vary the published plan, but the sub-section is quite definite that no such modification or variation shall be made until 30 days after publication of notice of intention to so modify or vary.

"Any modification or variation of the scheme of road communication specified in the published plan is in my opinion covered by sub-section (2) and can be made only in the manner provided by that sub-section."

399. It might be noted that in 1935 a further opinion was sought from the Crown Solicitor, as to whether "the removal of a portion of a street laterally 76 feet" would also constitute a variation. On 14th October, 1935, the Crown Solicitor replied:

"The situation of the street, the alignment of which it is proposed to alter, is shown with exactness on the published plan of the City of Canberra. The contemplated amendment of the plan would, in my opinion, be a departure from the plan within the meaning of sub-section 4 of Section 12A, and could only properly be made by modifying or varying the plan in the manner prescribed by that Section."

400. No further opinions have since been sought and the position therefore stands to-day that any alteration to the approved plan, irrespective of how minor it may be, must be shown as a variation in the manner provided for in the Act.

401. Some of the variations made over this period, though relatively unimportant, are interesting. On 20th September, 1927, for instance, the Minister gave notice of his intention to eliminate from the plan the markings in the University area. The reason given was that to erect buildings in strict accordance with the diagrammatic layout shown on the plan could not be justified as it would be particularly costly and to no apparent advantage. Also on the plan gazetted at that time was an alternative route for the railway - an insertion in the plan which quickly brought protests, and a motion for disallowance in the Senate. It was pointed out, however, that the alternative route was not intended as an amendment, but had been shown on the plan only for general information, as indicating proposals that had been made.

402. On 9th April, 1929, intended alterations were gazetted involving the removal of Brughton Street, from its former position, to 190 feet to the south-east. These alterations were proposed to admit of the most advantageous location of the proposed Church of England Cathedral, which was to be a building of the highest importance architecturally in the City. The former position of the street did not permit of the best architectural treatment, and the new position "suggested a vista would be afforded terminating in the dome of the Cathedral". The cathedral has not yet been built, and recently plans were submitted by the Church of England authorities in Canberra for the construction also on this site of an ecclesiastical Library. The Senate Committee notes with approval that the National Capital Planning and Development Committee kept in mind this earlier consideration of the best vista for the Cathedral building and suggested important alterations to the siting proposals submitted for the Library building so that the main vista would not be adversely affected.

403. On 9th June, 1937, the Gazette of Intention to Vary provided for the extension of the aerodrome to embrace a small area which under the Burley Griffin plan had been set aside for residential purposes. The dome was to be one of the most up-to-date in the Commonwealth. The same notice also advised of intended variations to permit of the building of the High School, an increase in the inner circle of Cullins Park to provide better means of access, and for a short strip of new road linking the Federal Highway and Yass Road. The variation in regard to the High School was later criticized in the press as "an unauthorised invasion of the reserved University area", and according to Mr. Daley, was one of the factors leading to the appointment of the National Capital Planning and Development Committee.

404. About the same time that criticism was being voiced in regard to the High School, Sir Charles Harr expressed the opinion that the erection of the Patent Office on its present site represented a departure from the principles of the Griffin Plan as provision had been made for governmental buildings in the Government triangle. The Departmental explanation was that the Patent Office was a specialized building to meet very technical requirements; that full consideration had been given to its placement in the government triangle but, as it was designed in a way difficult to incorporate in a scheme for administrative buildings along the lines indicated by Mr. Griffin, it was deemed advisable to locate it adjacent to the governmental area, but to give it a separate site in view of its unusual character.

405. The final variation of this period to which reference might be made was that gazetted on 7th March, 1940, which provided for the elimination of roads near Hums Circle. This variation served to provide the area required for the present Christian Brothers College.

Variations, 1950 to date

406. Since March, 1950, there have been ten separate occasions on which notices of Intention to Vary have been gazetted. The main variations involved, and the dates on which notices of intention were published in the Gazette, are as follows:

<u>Date of Gazetteal</u>	<u>Variation</u>
(1) 23rd March, 1950	Elimination of proposed northern extension of railway. Elimination of East Lake. Temporary development of Narrabundah prefabricated area.
(2) 1st February, 1951	Adjustment of streets to provide for proposed Tourist Terminal, Civic. Closure of part of Ducane Street, Manuka. New roads as first step in re-designing M. Longlo industrial area.
(3) 2nd August, 1951	Elimination of road linking Lonsdale Street with City business area. Subdivision for City business sites - Brisbane buildings and adjacent areas.
(4) 17th July, 1952	Reduction of Majura Avenue and portion of Macarthur Avenue from 200' to 100'. Variation necessitated by swimming pool at Civic. Road lay-out in M. Longlo industrial area.
(5) 11th September, 1952	Road between Kingston shops.
(6) 5th March, 1953	City Hill - inner road, and reduction of London Circuit from 200' to 100'. Inclusion of R.M.C. Military roads. Symonston farmlets.
(7) 11th June, 1953	Elimination of West Lake.
(8) 15th October, 1953	Adoption of Narrabundah prefabricated area road layout.
(9) 19th August, 1954	Reduction of Jerrabomberra Avenue from 200' to 100'. Amended road layout, western portion of new suburb of Duntroon. Lane at rear of new banking and professional chambers, Kingston.
(10) 4th August, 1955	New subdivisional layouts in Lynnham, Dickson, Deakin, and the eastern portion of new suburb of Duntroon.

407. Railway The decision of March, 1950, to eliminate the proposed extension of the railway to the north of the city was a particularly important one, as doubt and uncertainty relative to the railway had hindered planning and development to the north of the City for years. It was a decision long overdue. The official explanation which went with the papers tabled in the Senate was as follows:

"The modifications and variations of the Plan of Lay-out provide for the omission of the railway, as designed to run from the south of the city across the M. Longlo River through the city division and then northwards to join the

proposed railway to Yass. It is considered that under modern conditions, there is now no need for the provision of this expensive railway connection through the city, the reservation for which has adversely affected development of adjoining areas. It is considered that satisfactory provisions can be made for the main railway terminal to be located on the southern side of the city and that, in the event of it being ever desirable to provide a connection between a future railway line from Yass and the southern line from Queanbeyan, there would be little difficulty in finding a route that would not pass through closely developed areas of the city with the disabilities of land severance, disturbance and danger from level crossings or inconvenience from expedients to provide safe traffic crossings."

408. The Senate Committee endorses the decision made, and as indicated earlier in paragraph 293, suggests that now it has been made, further consideration should be given as to the desirability of removing the present railway terminal from the Hume Circle area.

409. The variation has made possible, as already advised, the opening up of the new McLonglo industrial area to the south of Canberra, and the abandonment of Griffin's idea of an industrial area to the north of the City around Dickson. It has also permitted plans to be made for the residential development of the area west of Mount Pleasant. Subdivisional arrangements for the new suburb of Dunroon to be developed in the vicinity of the Australian-American Memorial are among the variations listed above.

410. Lakes Scheme The gazettal of the variation for the elimination of East Lake in 1950 had also been long overdue. The official explanation given was as follows:

"The modifications to the City Plan include the omission of East Lake, the largest of the chain of ornamental waters provided for in the Burley Griffin Design. It is considered that the three large ornamental basins in the centre of the city and the Western Lake would make adequate provision for ornamental waters for the city, and that it is inadvisable to continue the provision for the large East Lake for which it may be difficult to provide adequate water supply. Moreover, the flooding of this area would eliminate a large proportion of the dairy farms upon which Canberra's milk supply substantially relies, besides holding up, for perhaps years, contiguous development. Expert opinion indicates that the omission of East Lake as planned need not adversely affect the beautification of the city and the satisfactory treatment of the McLonglo River above East Basin by means in harmony, from a landscape point of view, with the general spirit of the original design."

411. Whilst opinion is generally in agreement with the elimination of East Lake, it is, however, very divided indeed on the desirability of the elimination of West Lake, as gazetted in June, 1953. Considerable criticism has followed the decision to eliminate West Lake, and the Public Works Committee in its recent investigation into the Commonwealth Bridge question recommended that it be reinstated on the Canberra Plan.

412. The Senate Committee does not wish to traverse the action which preceded the elimination of this part of the Lakes Scheme from the approved plan, nor the evidence taken by the Public Works Committee in this respect. From the evidence given before the Senate Committee, it would seem that public opinion is rather equally divided on the desirability of retaining West Lake.

On the one hand there are those who feel that an observance of Griffin's Plan in this respect is desirable, and on the other hand there are those who feel that the elimination of the lake would lead to a better balance of the water aspect, and permit of utilisation of the area for other purposes.

413. The main impression gained by the Senate Committee, was that far too little real investigation has been made of the issues involved in the Lakes Scheme, and that too much uncertainty still appeared to exist. It noted that there had been no investigation conducted between the time of the Peake Owen Report of 1928 and the Wilson Report of 1953, upon which the Public Works Committee placed particular emphasis and upon which it based its conclusions. The Senate Committee's own feeling, expressed with some reluctance in view of the Public Works Committee's findings, is that insufficient official recognition and endorsement has been given to the Wilson Report to constitute it a satisfactory basis upon which to make a determination upon such a vital matter. The Lakes Scheme is the most important single aspect of the Griffin Plan, and there cannot be room for differences of opinion in engineering and mechanical aspects of the Scheme, such as still appear to persist.

414. The Senate Committee therefore recommends that at the earliest possible opportunity the Government should commission a panel of engineering experts to fully into, and report upon, all aspects of the Central Lakes and West Lake proposals. Definite decisions in regard to the Lakes have been delaying the implementation of the Griffin Plan, and endangering future development. Canberra has come to the stage where the implementation of the Lakes Scheme, be it on a modified scale or not, cannot be much longer postponed, and all the necessary vital enquiries should be conducted now. The Wilson Report, to which so much importance is attached, should be definitely affirmed or rejected, and the resultant necessary action taken in regard to the Lakes Scheme.

415. Narrabundah Pre-fabricated Area In the Gazette notice of 23rd March, 1950, containing the two important variations in regard to the City Railway and East Lake, there also appeared a relatively minor variation, consequent upon which provision was made for "the temporary development of subdivisinal streets for the purpose of a workmen's housing area consisting of prefabricated dwellings".

416. Reference has already been made in this report to this prefabricated area, which was established as a means of housing workmen needed for the carrying out of the 1948 programme for administrative transfers. The programme has failed, and the workmen have scattered and drifted away, or engaged in other employment, but the houses still remain and will continue to remain, just as the earlier Commission homes have remained in the Westlake and Causeway areas.

417. This earlier Gazette notice of 23rd March, 1950, related to "the temporary development of sub-divisional streets". The Gazette notice of 15th October, 1953, however, provided for "the adoption of the existing road layout, Narrabundah". And thus it is, as the Public Works Committee stated in its report on Commonwealth Avenue Bridge, "that important influences can grow from temporary expedients adopted in the early stages of plan formation".

418. The Senate Committee strongly opposes the permanent adoption of the layout of this area as being totally unsuitable in regard to road widths and proposed house allotments for Canberra standards, and it regards this one instance of variation by near stealth as being more than sufficient justification for the establishment of a Senate Standing Committee to safeguard the Canberra plan and standards.

419. Reduction in width of main avenues.— The Senate Committee is also opposed to variations of which notice of intention was given in the Gazettes of 17th July, 1952, and 19th August, 1954, relative to the reduction of Majura Avenue, Jerrabomberra Avenue and portion of Macarthur Avenue from 200' to 100'.

420. It has been stated that many of the 200' avenues are ornamental in purpose, rather than intended as main thoroughfares, and that, particularly where many converge at junctions, a considerable amount of area is devoted simply to road patterns. The Chief Town Planner, Mr. Gibson, advised the Committee that in some subdivisions roads accounted for 30% of the land utilized. Nevertheless, the Senate Committee is strongly opposed to any reductions in the widths of main avenues and thoroughfares as it believes these widths are in keeping with the garden city ideal and the standards expected of a planned national capital. It is frankly unable to see any real justification for the reduction of the avenues abovementioned; it considers the amount of land saved to be small compared to the loss of vista effect and of beauty, apart altogether from the very important utilitarian considerations of the possible traffic needs of the City generations hence.

421. City Hill The Senate Committee is of mixed feelings in regard to the variations notified in the Gazette of 5th March, 1953, relative to City Hill. In the first place, it feels that any action directed towards the clarification of thought in regard to the main elements of the Griffin Plan is to be applauded and encouraged. There has been far too little pre-planning and forward thinking altogether. In the second place, it is not in agreement with some of the action proposed.

422. Provision is made by one variation for an inner circle around City Hill. The Committee notes that this is really a reinstatement of the Burley Griffin provision for such an inner circle. Although Griffin made provision for this circle in his preliminary plan, and his final design before relinquishing his post as Federal Director of Design, it did not appear in the gazetted plan of 1925.

423. The Senate Committee is not in agreement with the second variation made in regard to this area - the reduction of London Circuit from 200' to 100', not only for the same reasons for which it opposes the reduction of Jerrabomberra, Macarthur and Majura Avenues, but also for the further reason that its reduction could be part of a scheme aimed at ultimate provision of shopping facilities on the inner part of this Circuit. The Senate Committee does not believe that any portion of this inner circuit should be given over to shopping centres, but should be reserved specifically for civic administrative and cultural purposes.

424. Tourist Terminal The variation of 1st February, 1951, providing a suitable site to the east of City Hill, near Ainslie Avenue, for a Tourist Terminal, is warmly commended by the Senate Committee. Reference to the better development of tourist opportunities will be made in a subsequent portion of this report, but it is desired to affirm here that a more suitably sited and more adequate Tourist Bureau is very much needed. The proposal of 1951 envisaged more than just a better Tourist Bureau. It envisaged a terminal for the airways, coaches and tourist cars, with adequate provision for rest rooms, toilets, luggage facilities, souvenirs, restaurant, writing materials and the like. The site provided has the advantage of being near the main transport routes, and the commercial area, as well as having parking facilities and avoiding the main areas of traffic congestion.

425. Nearly five years have elapsed since the variation was made, and a start has yet to be made on the buildings envisaged. This is in keeping, however, with the general failure of

developmental plans. It is to be hoped that when the situation is remedied Canberra will, indeed, have a tourist terminal worthy of the national capital.

426. Lonsdale Street The variation gazetted on 2nd August, 1951, eliminating the road link from Lonsdale Street to the City business area is also endorsed by the Senate Committee. It makes for better traffic regulation, and the enclosure of a minor industrial area as a separate precinct. For reasons indicated earlier, the Senate Committee also prefers to see this area closed off from the main commercial area. It is best hidden as far as possible.

427. Other variations The other variations listed, whilst interesting, are of a minor nature. The closure of part of Ducane Street at Manuka, for instance, was desirable to eliminate a traffic hazard in that area; experience showed that the road was unnecessary, and its closure had the further effect of giving greater scope for development in the adjoining sections. The new road and lane at Kingston, gazetted on 11th September, 1952, and 19th August, 1954, make possible the further development of the Kingston business area, as already referred to. Finally, it might be noted that the variation providing for the Symonston farmlets is in keeping with Griffin's ideas. In his earliest reports he referred to projected agricultural development in this area.

428. Although apparently minor in themselves, several of the variations listed have an important bearing on the Royal Military College, Duntroon, to which reference is made later in this report. For years the College has been seeking security of tenure, and the variations effected in March, 1953, relative to the College area, could be considered as an endorsement of its position. The variations for the lay-out of the new suburb of Duntroon, as gazetted on 19th August, 1954, and 4th August, 1955, are also interesting in view of evidence later discussed relative to the requirements of the College of land for manoeuvre purposes.

2. Main features of Griffin Plan still undeveloped

429. Little has been done to develop the main features of the Griffin Plan.

430. The city has grown, but its main features are wide open spaces that serve to puzzle tourists and uninformed residents alike. City Hill, Capital Hill, the Government Triangle, and the Lakes areas are still grassy stretches, while the Molonglo River still winds its way along its shallow bed. After forty years of city development, the important planned areas stand out, not as monumental regions symbolizing the character of a national capital, but more as graveyards where departed spirits await a resurrection of national pride.

431. What the Senate Committee finds most regrettable, is that so little thought has been given, and is being given, to the way in which these areas will be developed when the time is ripe. The city's administration seems to have been taken up too much with hand to mouth existence to worry unduly about the future of these areas. Until 1950, forward planning was practically non-existence, and since then it would appear to have been limited by the capacity of the Town Planning Section to function effectively under present administrative arrangements, under which it would appear almost impossible for final decisions to be made.

432. City Hill Reference has already been made to City Hill, to commercial development around Civic, and the variations made in the approved Plan. It could justifiably be expected, the Senate Committee felt, that in this area of proposed municipal activity, there would be some certainty regarding the shape of things to come.

When evidence was taken, however, there was found to be no certainty whatever. At various odd times since its constitution in 1938, the National Capital Planning and Development Committee had given consideration to City Hill, mainly at the instigation of Mr. Harris, but never with any semblance of near finality.

433. The Senate Committee notes with approval that the Chief Town Planner, Mr. Gibson, in 1951, a few years after his appointment, presented for the consideration of the National Capital Planning and Development Committee a suggested plan for the over-all development of this area. The Assistant Secretary (Planning and Development) of the Department of the Interior, informed the Senate Committee, however, that no decision had been made in regard to the development of the City Hill area, and that he was unable to say what buildings would go on it.

434. The Department of the Interior would appear to be immediately concerned with the provision of suitable sites for Civic offices. In the opinion of the Senate Committee they should have been placed on this area years ago. In the present nebulous state of forward planning, however, there is no knowing whether they will be within the City Hill area or somewhere along Northbourne Avenue. Continued delay will doubtless see the situation resolved by the provision of some site unrelated to any overall plan for the area, for the simple reason that there is no approved overall plan. It is long past the time when this sort of situation in a rapidly expanding planned city should have been rectified.

435. Government Triangle Here again a similar position exists. The one permanent building on this area is only now under construction, and, as previously indicated, it will provide office accommodation for but a portion of staffs yet to be accommodated in Canberra. The evidence given before the Senate Committee, however, clearly indicates that relatively little consideration has been given to the further buildings which must be constructed within a few years if further resort to temporary expedients is to be avoided.

436. The present provisional Parliament House and the King George V Memorial have marred the plan for the Government Triangle put forward by Griffin, and administrations since Parliament was transferred to Canberra seem to have avoided the area for fear of making mistakes. Notwithstanding the explanation given of the Patent Office site, the Senate Committee feels it could well have been placed in the Government Triangle, but it appreciates the reluctance of administrative officials to site it there in the absence of an approved overall plan of the area. The same reluctance will continue until there is such a plan.

437. Griffin's sketch plan of the area provided for a central terrace court with ornamental pool and fountain, with departmental buildings along the sides. In his Report Explanatory he referred to the area as follows:

"The ensemble presents excellent opportunity for cumulative massing.

"The central terrace court of the Government Group lies, 35 feet above the lowest terrace, from which it is separated by the buildings along the waterway frontage, but to which access is given by ramps at ends and flights of steps between the structures.

"The court terrace, however, is carried on the roof of a central building of the waterway embankment, which projects into the Basin, crowned toward the water by an open colonnade, surmounting a slight bank of steps to afford an open forum, beneath which the structure serves as a launch entrance or 'Water-gate'."

438. In 1928 preliminary consideration was given to the area by the Civic Design Committee, and the plans submitted at that time are apparently still subject to consideration. The subject was again raised in 1944 in the National Capital Planning and Development Committee, and two further sketch studies prepared. In 1954, the National Capital Planning and Development Committee considered a sketch layout submitted by the Chief Town Planner, but still no decision has been made in respect of it or the earlier plans. The situation today is that there are several suggested plans of the area, but no finality whatever.

439. When asked by the Senate Committee why nothing had really been done in relation to the Government Triangle, Mr. Waterhouse, Chairman of the National Capital Planning and Development Committee replied that no plan has ever been endorsed by the Government as to the ultimate layout. He went on to say that "Before an effective plan could be devised, it would be necessary to have some intimation from the Government as to the buildings that they think might occupy that area".

440. It would appear to the Senate Committee that there is far too much wandering around in circles in the planning field, and to relieve this a body should be established with power to take the necessary initiative and actually make decisions.

441. Capital Hill Since the Public Works Committee enquiry of 1923, in relation to the erection of the Provisional Parliament House, there seems to have been very little thought in regard to Capital Hill.

442. Burley Griffin's plan for this area provided for a "Capitol" on the summit, with residences for the Governor-General on the one side, and the Prime Minister on the other. Parliament House was to be on a lower level at the head of the Government Triangle on the site known as "Camp Hill", in direct line with the axis running from the "Capitol" to the summit of Mt. Ainslie.

443. No development has taken place in regard to this area, except for the provision of temporary workmen's quarters and the laying of the foundation stones of the commencement column in 1913, and it appears in the centre of Canberra as a huge vacuum.

444. The Senate Committee is interested in three aspects of this area, namely:

- (1) Future plans for the main buildings on and near the summit,
- (2) Buildings around the perimeter, and
- (3) Immediate temporary treatment.

445. In regard to future plans for the main buildings on the hill, the Senate Committee feels that the time has come when the Burley Griffin's Plan for this area should be reviewed. It feels that the permanent Parliament House should not be constructed on Camp Hill where Griffin intended, but on Capital Hill on the site allotted to the "Capitol". It notes from the original report submitted by Griffin with his plan for the city that Griffin himself had considered such an alternative, and even stated that it might be preferable. His own preference, for the "Capitol" on top of the hill, was primarily due to the fact that he considered the Parliament Houses needed to accommodate two Houses would not lend itself easily to the architectural treatment required for the site.

446. Much can be said on this subject, which came under very interesting discussion when the plans for the construction and siting of the provisional Parliament House were being examined in 1923. Opinion at that time was fairly evenly divided on the subject, but the Senate Committee finds support for its attitude in the opinion of the late Right Honorable William Morris Hughes, who stated:-

"The building on Capital Hill, whatever it be, will dominate the landscape and be the most prominent architectural feature in the lay-out of the city. Having regard to the architectural features of Rome, Athens, Washington, and all the other great capital cities of the world, the most important building in Canberra should be that in which Parliament sits Therefore the dominating site at Canberra should be utilized for Parliament House."

447. With these sentiments the Senate Committee agrees. It is to be noted, moreover, that the existence of the present provisional Parliament House, which has marred the vista from Camp Hill, is itself a serious objection to the placing of the permanent building on the original site.

448. That there are some physical difficulties associated with the construction of a large Parliament House on Capital Hill is obvious. Much of the earlier criticism of such a proposal was based on the amount of levelling of the summit which would be required. Difficulties of this nature would now appear less important, however, with modern earth moving equipment available. The Senate Committee is therefore of the opinion that Griffin's nebulous plan for a "Pantheon" should be discarded, and plans prepared with Parliament House as the dominant feature of Capital Hill.

448a. The opinion given by Dr. Langer supports the Committee's view. After studying the aspect from the top of Capital Hill, he said, "I measured in grades the appearance of the Australian and American War Memorials in order to get the reciprocal height and bulk of the proposed Parliament House which would be required at the end of the axis. I came to the conclusion that a tall, wide and impressive building is needed to fulfil the function of a focal point at the end of the long vista".

449. Until a definite decision is made in regard to the building on the summit, no precise plans can be prepared for the overall treatment to be given to Capital Hill, nor in respect of many of the adjoining vacant spaces, particularly around the perimeter of the hill. The Committee feels that the question of the buildings around the perimeter particularly should not be indefinitely left in abeyance, but should be integrated into a master plan for the future development of Canberra at the earliest possible opportunity. Assuredly provision must be left for unforeseeable contingencies of the distant future, but this provision itself should be part of such a master plan.

450. Pending development of the area, the Committee recommends tree planting and landscape treatment to give the hill a more attractive appearance.

451. The Main Vistas Mr. Harrison, a member of the Committee appointed by the Australian Planning Institute to submit a special report to the Senate Committee, was critical of the lack of attention given to Griffin's main vistas. People coming to Canberra, he said, do not become aware of what the city is really about in terms of town-planning and landscaping. It should be possible to stand on Capital Hill, in the centre of radiating avenues, or on the top of Mount Ainslie, at the other end of the main axis, or on City Hill, and feel that one is on a spot of some importance. All of these places, however, are undeveloped, difficult of access, particularly Mount Ainslie, and the vista views are all obstructed or marred in some manner.

452. "One of the cleverest things Griffin did", stated Mr. Harrison in his evidence, "was to develop a scheme which does not depend for its realisation on the construction of grand buildings. It does not require Commonwealth Avenue, Constitution Avenue or

King's Avenue to be lined with great buildings to express themselves Griffin's scheme depends on landscape architecture as a setting for the public buildings like jewels in the landscape. It is not an architectural composition but a landscape composition."

453. The Senate Committee agrees with Mr. Harrison that with relatively little expenditure, the beauty and attractiveness of the vistas could be made much more discernible from the main points, and it feels that the little effort and money involved would be amply repaid by the greater appreciation of the fundamental principles of the city's plan which would be gained by Canberra's citizens and the many tourists visiting the city. It does not believe, however, that architecture is unimportant.

454. Dr. Langer, in his evidence, was concerned with the architectural treatment of the vistas, and suggested that instead of efforts being diffused in an attempt to give architectural emphasis to all three vistas ranging northwards from Capital Hill, attention should be directed primarily to the proper treatment of the central axis, running through the Government Triangle and the centre of the ornamental lakes to Mount Ainslie. The Senate Committee agrees that this is the axis to which most attention should be directed, and feels that it could be made more effective immediately by a more distinctive landscape treatment of the Anzac Park area; it recommends that in the forthcoming development of the new suburb of Duntroon to its east, this area receive attention, as the present treatment does little justice to this main vista. The Committee also feels that care should be taken in the development of the adjacent suburban area to ensure that the residences fronting Anzac Park should also be worthy of their location.

455. The Senate Committee has noted that the vista from City Hill along Constitution Avenue has a major defect in that there is no dominant building or outstanding physical feature to close the avenue. The King's Avenue-Constitution Avenue junction was the weak point of Griffin's central triangle and his city plan. Griffin took Capital Hill and Civic Hill as two focal points of his central triangle, and the Capital Hill-Mount Ainslie axis as the bisecting line. The junction of King's Avenue and Constitution Avenue was based on the completion of the triangle, and not on any outstanding physical feature. The fact that it is in a hollow has served to render difficult its adequate treatment. The siting of the Australian American Memorial, the now dominant feature of this area, some distance along King's Avenue away from this junction point, while giving emphasis to the Capital Hill-King's Avenue vista, has served to throw the City Hill-Constitution Avenue aspect completely out of focus.

The Committee's Conclusions

456. The Committee has arrived at two main conclusions in regard to this aspect of its enquiry:

- (1) That the modifications and variations made in the past to the original plan have not been subject to adequate Parliamentary surveillance, and that many modifications have been made that should have been the subject of searching Parliamentary enquiry; and
- (2) That present administrative arrangements are totally inadequate to permit of satisfactory forward planning. The two main organizations dealing with planning can make recommendations only. The Town Planning Section of the Department of the Interior has no authority to make decisions, and the National Capital Planning and Development Committee has no power to veto decisions of which it disapproves.

457. To remedy these shortcomings, the Committee recommends:

- (1) That a Senate Standing Committee on Canberra be provided for the purpose of maintaining a constant watch on the development of Canberra.
- (2) That the administrative machinery be so overhauled that adequate forward planning can be carried out. If an authority of the type recommended in this report were constituted, this should follow.

D. ADEQUACY OF THE PRESENT PLAN.

458. It is now becoming generally recognised that Canberra is being built to a splendidly conceived plan. In earlier years this plan was criticised as being too extravagant in its conception, as envisaging a population that could not be reached in an inland city, and as being too grandiose. As the population now grows, however, the true worth of Griffin's vast conceptions is becoming manifest, and the brilliance of his foresight more plainly apparent.

459. The Senate Committee cannot too strongly emphasize the need for the approved city plan to be studied more fully in conjunction with Griffin's overall scheme, and for forward planning to take into account Griffin's thought on particular aspects. The more one studies Griffin's plan and his explanatory statements, the more obvious it is that departures from his main principles should not be lightly countenanced. The Committee is in agreement with the statement made by the President of the Australian Planning Institute, Mr. Veale, that "The principal features of the Griffin plan should be maintained at all costs. It is a grand plan and something we should hold on to."

460. For this reason, the Senate Committee attaches as Appendix B to this report a copy of the Original Report made by Griffin in 1912 when he submitted his first design. This Report has not previously been published; it is earlier than the Report Explanatory, referred to in this report, which was published in Parliamentary Paper No. 346 of 1914-15-16, and though the greater part of it is almost identical with the later report, it is in many respects more detailed and illuminating. It should be studied in conjunction with the statement issued by the Commonwealth in 1911 when inviting designs for the National Capital. (See Appendix A.)

461. For purposes of reference and record, the following maps are also attached - the original design of 1912, the Preliminary Plan of 1913, the last amended plan, dated 1918, prepared by Griffin prior to his ceasing duty as Federal Director of Design, the gazetted plan of 1925, the approved plan with recently proposed amendments and, finally, an overall zoning plan for a projected population of approximately 110,000 people, as prepared for the Committee by the Department of the Interior. Reference to this overall zoning plan will be made later.

(1) Opinions regarding need for a revised plan.

462. Whilst pointing out the value of the Griffin plan, the Senate Committee stresses that some modern trends could not be envisaged by Griffin. Therefore the Committee considers that the plan should be modified from time to time so as to conform with these modern trends and developments in town planning.

463. Modifications, when made, must of course be made to the approved plan, which is now the legal plan. As previously indicated this approved plan is only a blue-print of road lay-outs, and in this respect it has severe limitations, even though the Griffin plan does serve as a guide to zoning.

464. The weakness of the present gazetted plan was referred to by Professor Winston. A planning scheme today, he said, is more than such a blueprint of the road lay-out. It makes allowances of continued change and development, and it deals clearly with such essential matters as main traffic roads, zoning and the allocation of the main industrial and commercial centres, and the provision of the various kinds of open spaces and recreation areas.

465. Many witnesses were asked therefore whether they believed the present plan should be completely overhauled and revised in the light of modern conditions by experts specially commissioned to do the job.

466. Mr. Waterhouse, Chairman of the National Capital Planning and Development Committee, considered the present statutory plan eminently satisfactory. Other witnesses, like Mr. Scollay and Mr. Harrison believed it should be reviewed by a group of experts. Speaking for the sub-committee of the Australian Planning Institute which submitted a special report to the Senate Committee, Mr. Harrison said -

"The first thing that struck us was that the gazetted plan of 1925 is not a planning scheme but is merely a pattern of roadways and water areas. It does not reflect all of Griffin's ideas of the development of the National Capital. It is certain that many of Griffin's ideas will have to be reviewed in the light of 40 years' planning experience but we feel that the review needs to be done by the most skilled town planners, civic designers and landscape architects that it is possible to obtain. It is not that we felt that Griffin's plan is bad but that it needs a sympathetic review to enhance the good features that have been neglected and to change the bad features that are still capable of being changed."

467. If any criticism of the plan is justified, said Mr. Harrison, it is in the planning of the residential areas; "it does not require town-planners today to tell the ordinary layman that formality carried to a ridiculous point is not much of an idea in residential areas". (Members of the Senate Committee who have difficulty in finding where to cross the streets when walking from Hotel Kurrajong to Parliament House feel that it is not much of an idea either where pedestrians generally are concerned.)

468. Dr. Langer took the view that a revision of the plan should be entrusted to one man only. "Let one capable man", he said, "have a go and then scrutinise his work, and tear it to pieces and throw it away, and invite another capable man to have a go. But let one man do the thing and then let it grow into team work."

469. Mr. Farrington's views were similar to those of Dr. Langer in that he thought that the actual planning could only be done satisfactorily by a competent individual, who should be "a free agent, and not an appointed public servant." He felt such a person should be a member of a representative commission controlling the city's development generally. A commission which does not have such a man on it, he said, cannot study questions in detail because it does not have the time to do so.

470-1. Whilst the Senate Committee considers that a review of the plan either by a group of experts or an expert could do little harm, and that in matters such as this fresh opinions and criticism are to be sought and encouraged, it feels for its part that better purpose would be served by strengthening the permanent planning arrangements. The principles of the Griffin Plan are now so well entrenched that little purpose would be achieved by any drastic revision; it would seem to the Committee, as Professor Winston stated, that a progressive planning authority is now more important than a new plan.

472. The Senate Committee found that although a great deal of forward planning had, in fact, been done by the Town Planning Section, much of the work there performed lacked formal approval and acceptance. At the Committee's request, the Chief Town Planner prepared a map showing projected development for a population of approximately 110,000 people (see Appendix "H").

473. Reference to much of the information given in regard to this plan has already been made when dealing with "roads and bridges" in an earlier part of this report. In addition to the figures of suburban population there mentioned, the Chief Town Planner indicated that an extra 10,000 people would also be provided for at Dickson, 7,000 at Lync and 7,000 at South Red Hill. Shopping and district centres are provided for in selected areas.

474. This map exemplifies the type of forward planning which the Senate Committee feels should be going on continuously. As Mr. Gibson stated, the map will now be the basis of further planning, but being a purely skeleton plan, the details for particular areas are not yet complete. The map does, however, serve to give clarity and direction to planning, and the need for it has been so obvious that the Senate Committee was surprised to find that it had not been prepared prior to its request. Shown on the map are projected ring roads, and these appear to have received little previous high-level consideration, notwithstanding their integral connection with the development of the industrial area, and the need to divert through traffic away from the centre of Canberra.

(3) The need for greater public awareness.

475. The lack of certainty in planning in the past would appear to have resulted in a tendency to keep planning matters unduly confidential, and it has often been difficult for the public to obtain adequate advance information on projected development. The Senate Committee appreciates that with the present lack of decisiveness in planning, officials are naturally reluctant to make definite statements, but it feels that this situation is not in the best interests of the city's development. It is very much in sympathy with the suggestion made by the National Council of Women that the Canberra plan should be kept constantly before the Canberra public, that alterations to it should be given the fullest possible publicity and that information on prospective development should be given well in advance.

476. The suggestion also put forward by the National Council of Women that Town Planning exhibitions should be held regularly to inform the Canberra people of what is planned for them is one, too, which the Senate Committee commends.

The Committee's Conclusions.

477. In regard to the adequacy of the Canberra plan, the Senate Committee has therefore arrived at the following four conclusions -

- (1) That the Griffin Plan is a well conceived plan, and little purpose would be served by any drastic revision.
- (2) That the provision of a strong and progressive planning authority is more important at this stage than a review by a temporary body of experts.
- (3) That a long-range overall zoning plan should be kept constantly under review as a guide and target for future development.
- (4) That information on City planning should be more readily available to the public, and civic interest and discussion encouraged.

E. THE FUTURE DEVELOPMENT OF CANBERRA

1. The Aim of Future Development

478. It was suggested to the Committee that a decision should be made now as to what was to be the aim in regard to future development.

479. It was contended that although the city was founded primarily to be the National Capital, the Seat of Government and the centre of administration, it had now grown in such a way that other functions not only should be considered, but were demanding urgent attention.

480. Before very long some determination must be made as to the future function of Canberra as a city. The Committee considers there are three possibilities.

- (1) The retention of Canberra purely as a Seat of Government and as an administrative, cultural, and educational centre of the nation; this would involve planning for industry catering solely for the needs of the city.
- (2) The development of Canberra as a regional commercial centre for that section of South-East Australia bounded by Yass, Tumut and Canberra; this would involve planning for industries necessary for such a regional centre.
- (3) The development of Canberra as an industrial city which would involve not the prohibition but the fostering of all types of secondary industry possible of establishment, having regard to Canberra's close proximity to the Snowy Mountains power scheme, and the factors associated with the coming atomic era.

481. These possibilities are now discussed in reverse order.

Canberra as a possible Industrial City

482. The Senate Committee is of the opinion that little consideration need be given to this possibility, as it is opposed to the very purpose of Canberra.

483. Burley Griffin's statement in his Report Explanatory is expressive. The prime purpose of the Capital City, he said, is not an intensive commerce of the throng, but the housing of various specialised deliberative and educative activities. A similar sentiment was expressed by Sir John Butters in his evidence. In his opinion it would be contrary to the fundamental conception of Canberra, if it became anything like an industrial city. "The atmosphere of Canberra", he said, "should not be associated with high pressure commercialism or industry".

484. With these sentiments, the Senate Committee agrees.

Canberra as a Regional Centre

485. The case for Canberra as a regional centre was very ably put to the Senate Committee by Mr. Rudduck and Mr. McKay of the Department of National Development. These officers pointed out that Canberra was already well on the way to becoming a centre for education, religious and cultural interests, and commercial and tourist activities, all of which they suggested should be fostered. What they particularly wished to assert, however, was that Canberra should also be developed as a regional industrial

centre, their attitude being that whether or not the development of industry was actively sponsored, it would take place as the city grew, and it was better therefore that it be controlled and directed along the most satisfactory lines.

486. Mr. Rudduck invited the attention of the Committee to the fact that the population of Canberra had increased 87% since 1947, rising from 15,000 to over 28,000, a rate of growth greater than in any other city of the south-eastern part of New South Wales, except Cooma. Wagga Wagga, a very thriving city in the Riverina area, had increased 25% over the same period. It was not unlikely, Mr. Rudduck stated, that in view of plans being made for Departmental transfers, the city's population would reach 100,000 in the next 20 years. Consequently, Canberra would exercise wider regional influences, even though its development was ill-balanced, and would become a regional centre for an area bounded by Yass, Tumut, Cooma, Bega, Bateman's Bay, Braidwood and Bungendore. If its development as such were recognised, a more accurate assessment of future population could be made, planning for the use of land and the making of internal roads would be easier and communication with outside centres could be developed in a co-ordinated fashion. The advantage to the nation would be decentralisation of industry, the need for which had been stressed by all political parties. The advantages to the A.C.T. would be cheaper goods, greater avenues of employment and more diversity of interests.

487. The lack of balance in Canberra's social development was demonstrated by the 1954 Census figures. These figures showed that there were 13,780 persons in the A.C.T. work force. Of these 50% were public servants or professional people; 13% were engaged in building and construction; approximately 7% in commerce; just over 6% in manufacturing; 8% were classified under amusement, hotels, cafes, etc; 4% were engaged in primary production. This development was ill-balanced by normal standards, but it could be expected for many years to come that Canberra's work force would be predominantly public servants. A better balanced social and economic life could, it was stated, be achieved by the greater encouragement of industry.

488. It was not suggested that industry should be encouraged indiscriminately in view of the high cost of transport and the limited resources of the Territory generally. The Snowy River project, however, when completed, would provide abundant power. The aim should be to develop the clean type of manufacturing processes the products of which have a high value compared to their weight, such as foods and beverages, textiles and clothing, sporting goods, shoes, bags, boots and the like. Although Canberra has nearly always been short of labour, a city of even 30,000 to 50,000 should, it was claimed, be able to support manufacturing development of this nature.

489. That Canberra be actively developed as a regional centre is not a new idea. Mr. Daley advised that in 1946 officials of the Department of the Interior were invited to a conference sponsored by the Department of Post-War Reconstruction to consider propositions for Canberra's development as such a regional centre for the south-eastern part of New South Wales, and for the establishment of industries dealing with the products of the area. An enormous amount of work had been done on the subject by the Department of Post-War Reconstruction, but the Department of the Interior took the view that it was wrong to reduce Canberra from a national to a provincial level, that nothing should be done to impair its special character as the city of legislation and of national administration, and that if Canberra were developed as a regional centre, it would become a focal point for every industrial dispute in New South Wales.

490. The Committee believes that the increase of population as a result of the transfer of public servants, the growth of educational institutions, and the development of the tourist trade will provide a large market for local manufacturers; such an industry as printing, for instance, would naturally extend because of governmental and educational needs. But the deliberate increase of manufactures for purposes unconnected with the primary purpose of the capital is to be deprecated. The Committee is of the opinion that the most serious objection to the planned development of Canberra as a regional industrial centre is that it would entail Commonwealth expenditure for the benefit of one State, and Commonwealth acceptance of responsibility for the establishment of industries which would be required to serve a region far beyond the Capital Territory.

491. The Senate Committee's views in this regard are shared by the sub-committee of the Australian Planning Institute. In its special report it stated -

"The development of Canberra according to its functions as the National Capital is a single objective. Any other function the City assumes by reason of its geographical position in relation to an important region of New South Wales or which is given it to secure social and economic balance, must be supplementary to this function and be fostered and controlled accordingly".

492. Active encouragement of industries not necessary for the city's development, whilst considered to be undesirable in view of the city's national character, would also be objectionable from the viewpoint of nearby cities and the States alike. Whatever form it took, encouragement would seem to involve some subsidies, be it only in the provision of cheap sewerage and water services, which themselves are the result of taxpayers' money. The officials of the Department of National Development themselves admitted that nearby cities would probably be resentful.

493. For these reasons, the Senate Committee feels little purpose is served by further talk of developing Canberra as a regional industrial centre, and it is frankly puzzled at the insistence that such industrial development should take place in Canberra, when only six miles away in New South Wales is the town of Queanbeyan, where encouragement of industry would probably not only be welcomed, but appear to serve equally as satisfactory a purpose, without any national or constitutional considerations to complicate matters.

Canberra as a National Centre

494. In sharp contrast to the objections which may be raised to Canberra's development as an industrial city, or as a regional centre of industry, are the considerations which make it most desirable that Canberra be developed as a national tourist, educational, cultural and religious centre. Developments to this end are entirely in keeping with the city's character as the Seat of Government and the administrative centre, and would foster the development of an admiration and affection for the nation's capital.

495. Reference has already been made to the remarkable educational facilities available in Canberra (see paragraphs 332 to 335), and the Committee notes that the city has already become the headquarters for at least one religious body.

496. Tourist Centre. In the field of tourist activity, however, the city has many remarkable advantages. The development of the tourist traffic may well be considered to have only just begun, notwithstanding that the traffic has trebled since 1950, and is still mounting rapidly.

497. In 1954, some 240,000 people visited Canberra, staying an average of two days and spending about £1,250,000 in the city. It could well be that in the years to come, the tourist trade will become, as in Washington, a very vital source of income. It is Washington's second source of revenue, the Government payroll coming first.

498. The Tourist Bureau situated at Civic does a very good job under difficult circumstances. For a period it was primarily the concern of the commercial interests in Canberra, but in recent years has come under Departmental control. It maintains a register of some 200 homes with emergency accommodation for about 350 beds to meet peak time holiday traffic, when the limited hotel and residential accommodation in Canberra is totally inadequate to cope with requirements. Last year it handled 25,000 "bed nights". It also sold some 30,000 maps and guide books.

499. Generally, Canberra's facilities for tourists are underdeveloped, except, perhaps, for car servicing, which is now adequately provided for by a large number of garages situated to the north of the city.

500. The catering and commercial facilities, until recently very poor for tourists, are improving with Canberra's growth, but the opportunity does not seem to have been taken of fully exploiting the tourist trade. The city lacks the vigorous business approach such as is found, for instance, in the Blue Mountains area, and is without adequate first class hotel accommodation and proper facilities for tourists.

501. The main tourist attractions at present are consequences of the development of the city as a national capital rather than attractions specifically developed to encourage tourists. Canberra has been too busy with its own growth to worry unduly about visitors. For instance, although the city has its many natural attractions, it has as yet few developed areas for tourists to frequent, the Tourist Camp at Turner and the reserve at the Cotter River being the only areas with facilities.

502. Two features of Washington, stressed by Mr. Odgers, could well be followed in Canberra. The first is its Cherry Blossom Festival, which lasts a week each spring and attracts some 500,000 tourists. The second is the practice that at some time during their High School education every American youngster should have the opportunity to visit Washington. It would also seem that persons visiting Washington cannot be there long without having its importance as the capital of the American nation fully brought home to them, by the buildings, the guides and the residents alike.

503. A suggestion in keeping with Canberra's pastoral atmosphere and of interest for the tourist trade was that made for the development of bridle paths and horse tracks around the outskirts of the city. It was stated that Canberra could well have a Rotten Row like London and a Prater Ride like Vienna. Australian examples of this type are the Tan Tracks around the Botanical Gardens and Government House in Melbourne, the track in Centennial Park, Sydney, and the Green Belt in Adelaide.

504. The city's natural lookouts have no cairns or monuments and it is remarkable that in Canberra that there is nothing to commemorate the designer of the city, Burley Griffin. It has been said that Canberra itself is a memorial to him, but nevertheless something on the top of one of Canberra's lookouts might also be appropriate. One witness suggested the top of Red Hill as being the lookout most frequently used, but the Senate Committee would suggest that such a monument might be placed on the top of Mount Pleasant (with the Military College on one side,

perhaps appropriately in view of the minor war of the early city plans), because that lookout, standing near and above one apex of the central triangle, would overlook the central lakes and the Government triangle, and give a splendid view of the Parliamentary building.

505. The development of the Snowy Mountains scheme has given an added impetus to Canberra tourist trade. The whole of the Canberra-Cooma area could well become a great National Tourist Park.

506. Cultural Centre. In recent years Canberra has become the meeting place for scientific, cultural and fellowship meetings and conferences. For instance, the Australian and New Zealand Association for the Advancement of Science held its Conference with 1,300 delegates for a week in Canberra last year, and it is now the practice for the Australian Political Summer School to be held regularly in Canberra each year. Commercial and business associations and others are also realising the benefits of Canberra as a meeting place, and the Committee was advised that during the present year meetings have been or will be held of the Ophthalmological Society of Australia, the Printing and Allied Trades Employers' Association of Australia, the Association for Adult Deaf and Dumb Education, the Australian Esperanto Society and the Australian Apex Clubs.

507. As indicated earlier in this report, Canberra is, however, sadly deficient in such cultural institutions as an Art Gallery, Concert Hall and Legitimate Theatre. Representatives of the Canberra Art Club, the Canberra Repertory Society and the Canberra Philharmonic Society, in giving evidence before the Committee, stressed the desirability of better facilities to replace the present temporary accommodation available for their activities at the Riverside Halls. The Art Club representative, Mrs. Frankel, stated that in the absence of a permanent Art Gallery there is no satisfactory building for showing works of art, and no encouragement for any public spirited citizens to donate paintings to the National Capital.

508. A suggestion was made to the Committee that, under a modern method, art displays and concert and repertory facilities could be provided for in the one building. This method involved the construction of the main stage and seating facilities for repertory, concert, operatic or other such purposes, and the construction of a large foyer which would be used by patrons during intervals and be hung with works of art. In this way it was suggested, art was brought closer to the patrons. The Senate Committee commends this suggestion as having many advantages and considers that buildings of this nature could serve many purposes.

509. One of the requirements listed by the Commonwealth on 30th April, 1911, in its invitation to competitors in the Canberra design competition, was that they should allocate "appropriate areas, suitably situated and embracing sites" for a National Art Gallery and Library, a Museum, a National Theatre, and a Stadium. The Committee notes that Griffin provided for these, as well as for an Opera House, and other cultural buildings, in the public garden and domain area to the south of Constitution Avenue. He showed his galleries, however, as the Galleries of Graphic Art, and the Galleries of Plastic Art, in separate buildings, and likewise provided for a Museum of Natural History and a Museum of Archaeology.

510. Although no conclusive proposals have yet been forthcoming, the Committee notes that consideration has in fact been given by the authorities in the past to the provision of a Repertory Theatre and an Art Gallery. At one stage money for an Art Gallery was voted on the Estimates. In 1941 the Art Advisory Board studied the site provided by Griffin for a Gallery, decided that it was

suitable, and recommended that a Gallery be erected there as an entirely distinct building. It had previously been proposed that it be incorporated with the Library. At one stage discussion also took place on the question of whether a Theatre could be provided for in the future Australian Broadcasting Commission building, the site for which was to be near the York Park area opposite East Block.

511. It was suggested by one witness that permanent buildings of a cultural nature would be "white elephants at this stage of our development", and that Canberra, being a young city, could not have everything immediately. As the Senate Committee sees it, however, Canberra is not merely an ordinary city, and being the Capital city of Australia, its standards should not be regarded as simply those of a city of about 30,000; there are also some 250,000 visitors to Canberra each year to be considered. As soon as it is reasonably practicable, the necessary cultural buildings should be erected.

512. The Senate Committee's views in this connection were endorsed by the members of the Commonwealth Art Advisory Board, from whom the Committee took evidence immediately before completing this report. Mr. Ashton referred to the need for a gallery in the following words:

"I do not hesitate in saying that we feel that it is most important that we have a national gallery, and the sooner it is provided the better. I want visitors to Canberra to be able to visit a national gallery as visitors in Washington can do, and to be able to go away feeling better citizens and knowing something of the art of the nation."

513. Industries associated with the Capital. The Committee does not wish to be dogmatic in regard to the establishment of industry associated with the city being primarily the Seat of Government, but it sees no reason why such industries as high class printing and book-binding, the printing of music, manufacture of musical instruments, good quality furniture, high-class pottery and china, and other industries associated with the arts and crafts could not be promoted and encouraged in the capital city so as to provide suitable avenues of employment in certain cases.

The Committee's Conclusions.

514-515. The Committee's conclusions regarding the "aim" of the city's future development are therefore as follows:

- (1) A highly industrialized city is incompatible with the prime purpose of the capital city.
- (2) Canberra should not be actively encouraged to become a regional industrial centre for a section of New South Wales.
- (3) Every encouragement should be given towards the development of the city ^{as a} tourist, cultural and educational centre: and that to this end
 - (a) Certain cultural institutions, the details of which are given later in this report (Recommendation 72) should be established as soon as practicable.
 - (b) A more positive approach should be taken to encourage tourists.
 - (c) The industries referred to above (paragraph 513) and others of a like nature should be encouraged.

2. Problems of Future Development.

(a) Atomic Warfare.

516. The threat of possible atomic warfare presents the most difficult of all problems to planners and administrators, not simply in Canberra but the world over.

517. Reference to this problem has already been made earlier in this report when dealing with hospital facilities. It was then stated that whereas Burley Griffin's plan called for the grouping and placing of important buildings in the most prominent positions, protection against atomic warfare suggested dispersion.

518. The Committee sought expert advice on this matter and discussed the issues freely and informally with the Director of Civil Defence, Brigadier Wardell. As the problems involved are still being studied, it suggests, as mentioned earlier, that the Town Planning authorities should have close liaison with the Department of Civil Defence in regard to planning and constructional matters.

(b) The Royal Military College, Duntroon.

519. The Senate Committee heard a considerable amount of evidence relating to the Royal Military College.

520. The College was established in 1910, before plans had even been invited for the lay-out of the National Capital, and in its earlier days, the cadets had the whole of Canberra, then undeveloped, on which to exercise. The College authorities are now watching with some anxiety, however, the spread of suburban development towards its boundaries, over land on which it formerly held manoeuvre rights; as the College has no security of tenure, they are anxious that its boundaries and rights to adjacent land for manoeuvre purposes be clearly defined.

521. According to the evidence given by the Commandant, Major-General I.R. Campbell, the College has been endeavouring to obtain from the Department of the Interior, the following three safeguards -

- (a) A clear legal entitlement to the present area held as the grounds of the College proper. (See area marked A - approximately 367 acres - in map attached as Appendix "I").

The Department of the Interior had advised the Department of the Army by letter dated 29th December, 1953, that it was not the practice for Commonwealth land to be held by Departments under a separate documentary title, but that all such land was vested in the Commonwealth as owner. The Commandant advised the Committee that he was not seeking an increase in the area allotted to the College proper as it was adequate for foreseeable needs, being sufficient to accommodate 600 cadets, as compared to the 250-300 normally in residence. What he was anxious to secure was a vesting of the area in perpetuity to the College in the same way as the Australian National University had control of its particular site.

- (b) The retention of an existing dog-leg fence as the western boundary of the College.

The Department of the Interior had advised that it considered the high tension lines which are slightly to the east of and below the ridge running northwards from Mount Pleasant as being a convenient line of demarcation for the western boundary of the College. The Commandant was opposed to this for two reasons. First, it left the way open for possible future residential development bordering this high tension line, and overlooking the main buildings and cadet quarters of the College. Secondly, it took from the College some of the ground which it had been accustomed to regard as College land, and which it could well use for College purposes.

- (c) A lease covering the areas of nearby land which the College had been accustomed to use for manoeuvre purposes. (Areas B, C and D on map).

Suburban development was already approved for much of the area marked B, to the west of the College and Mount Pleasant. The Commandant thought the College could sacrifice that portion to the west of the north-south line from the Australian-American Memorial to Mount Ainslie, but he claimed that the rest was poor country, hilly, rugged and fairly heavily timbered, unsuitable for residential purposes, but ideal as a College manoeuvre area. He asserted that the College needed that area as well as the areas formerly used to the immediate north of the College (marked C and D on the map) to permit the College to function efficiently. Portions of the northern areas, however, also came within the City plan and were intended to be utilized by the Department of the Interior at some future date for residential purposes. Finally the College also needed a continuance of its lease over some 11,000 acres some distance away to the east of the College, which appeared to present no problems.

522. The Senate Committee felt that particular consideration should be given to the representations thus made by the Royal Military College, as there was a tradition and sentiment attached to it which made its continued existence on its present site in Canberra most desirable. The Commandant had put it forward as a proposition that unless the College obtained security of tenure and manoeuvre rights in the areas sought, its future existence as a College was jeopardized.

523. The Committee noted that the Burley Griffin Plan allowed for military establishments around the area where the College now stands, and that he even contemplated the College occupying the look-out on Mount Pleasant. To one side of the upper lake, he said, "are the grounds of the present Military College, with the steep bald knoll of Pleasant Hill - the highest crest within the City - their most conspicuous feature. This may be crowned either by a future development of the Military College, or, citadel like, given over, together with the adjacent slopes, to the Military Post, with its armories, arsenals, drill-halls, and barracks, commanding the railway lines, overlooking the entire City, and flanking the gap eastward towards the sea." The Committee does not feel that modern-day thought would consider the extension of military development on Mount Pleasant as thus contemplated by Griffin to be either desirable or justified; it appears to be much more suitable for a tourist look-out, commanding as it does one of the best views available in Canberra of the Central Lakes and Government Triangle areas. The Committee was, however, impressed by the sketch submitted by Griffin with his original plan, showing Mount Pleasant as having a dominating military building.

524. Mr. Rogers, Assistant Secretary (Planning and Development) Department of the Interior, in reply to questions relative to the claims made by the Royal Military College, made the following points -

- (a) He restated the Commonwealth objection to the vesting of lands in perpetuity to any Commonwealth Department.
- (b) With regard to the retention of the dog-fence as a western boundary to the College, he indicated that the present power line made a more convenient and definite line of demarcation which would be even more pronounced when it was duplicated; it was the main high tension line for the southern district, including Canberra, Yass and the Burrenjack area. As to the fears of the College that residential development might overlook the College area if it were left as the boundary, Mr. Rogers stated that the plans for the subdivisional layout of the area west of the College provided for a reserved strip 300'-400', stretching along the top of the range, between the College and the residential areas, so that no development of the type feared by the College would actually take place.
- (c) Relative to the desire of the College to retain leases for manoeuvre purposes over adjacent lands, Mr. Rogers stated that no guarantees had ever been given to the College authorities that they would always have the right to manoeuvre within adjacent areas, as the attitude of the Department was that when these areas were, in fact, needed for residential development, then such development must take

place, and the College necessarily forgo its manoeuvre rights. He failed to see how the existence of the College was jeopardised by the loss of such rights in those areas when there were some 11,000 acres readily available for use to the east of the College.

Committee's Conclusions.

525. Whilst sympathetic to the Royal Military College, the Senate Committee feels that the Department of the Interior has, in the main, taken the only action it could reasonably take in this matter, and that the actual existence of the College is not, in fact, jeopardized by the development that is taking place. It notes that the road layout of the College was endorsed by a variation of the approved plan, gazetted on 5th March, 1953. The Committee agrees with the view that as the city grows and space is needed for residential development, it would be unreasonable to expect these areas to be retained simply for manoeuvre purposes.

526. In one respect, however, the Senate Committee does suggest a variation of the action proposed by the Department of the Interior. It is one which should not affect the plan of development prepared by the Department, but which should go a considerable distance to meeting the final objection of the College authorities in regard to the high tension line boundary. The Senate Committee recommends that of the reserved strip of land provided for in the Departmental plans between the College and the suburban development to the west, that part which lies north and east of the new road which will bisect the reserved area should be included in the College lands. This will still mean that the new approaches to Mount Pleasant look-out, and the whole of the look-out area itself will be outside the College limits, and that the look-out area will still be a reserve section - all of which the Senate Committee regards as important. The Royal Military College on the other hand will retain nearly all the land it has been accustomed to regard as its own in the past, because the road referred to virtually follows the dog-log fence. This new road to the north should, for the Department of the Interior purposes, be equally as clear and convenient a line of demarcation as the high tension line suggested.

527. To further clarify the position of the Royal Military College, the Senate Committee also recommends that the College should be advised in unambiguous terms that -

- (1) The boundaries of the College as suggested above are guaranteed;
- (2) The area immediately around the Mount Pleasant look-out will be a reserve, and residential development will not be permitted to overlook the College grounds in that vicinity.
- (3) Adjacent lands may be utilized by the College for manoeuvre purposes only for such period as they are not required for residential purposes, and that ultimately the College will probably be required to manoeuvre only within its own area or on land outside the city boundaries to the east.

528. Development within College. - The Senate Committee was surprised to find, when investigating the claims made by the Royal Military College, that the development of the College area was not subject to review by the Department of the Interior or by the National Capital Planning and Development Committee. So far as the Town Planning Section of the Department of the Interior is concerned, this area is a blind spot on the city map. The only action that the Department of the Interior has taken in regard to this area in recent years, apart from supplying electricity and minor services, has been to gazette the variation of the city plan, endorsing the present College road layout.

529. When more buildings are needed by the College, the Department of the Army requisitions on the Department of Works, which then constructs the buildings on the sites made available to it by the Royal Military College authorities. The Committee was advised that this allocation of sites was made in accordance with a master-plan of the area held by the Department of the Army.

530. Construction within the Duntroon area has not always been of a commendably high standard, although it does contain many pleasant homes; and much of the attractiveness of the College has been marred by some poor quality houses and buildings, particularly along the route to the aerodrome. The Commandant mentioned that he was concerned at this aspect, and was endeavouring to have the position improved.

531. Running through the College area to the aerodrome is a narrow, busy road, which is already a traffic hazard, and which will become dangerous when further College buildings planned for areas bordering it are constructed. This road is used by city vehicles en route to the aerodrome, particularly by those from the south of Canberra, as it provides a shorter route than the new road to the north from near the War Memorial. The College authorities have tried unsuccessfully to have it closed to through traffic. Mr. Rogers advised that the Department of the Interior agrees that it is an unsatisfactory situation, but up to the present it has not been practicable to close it. It is proposed to substitute for that road another road which would keep completely free of buildings at Duntroon.

532. The Senate Committee suggests that the building of the new road should not be long deferred, and that the present road running through the College should be closed to through traffic as soon as possible.

(c) Leasehold and Freehold.

533. The main legal provisions in regard to leasehold in the Australian Capital Territory are contained in Section 9 of the Seat of Government (Administration) Act 1910-1927, which provides that -

"No Crown land in the Territory shall be sold or disposed of for any estate of freehold, except in pursuance of some contract entered into, or the right to enter into which existed before the commencement of this Act"

and in the following Sections of the City Area Leases Ordinance -

"Terms and conditions of lease. 12.- A lease shall be -
(a) for such period not exceeding 99 years; and
(b) subject to such covenants and conditions as to rent and otherwise,

as the Minister determines or as are prescribed."

.....

"Re-appraisal of land. 25.- (1) The unimproved value of land included in a lease shall be re-appraised by the prescribed authority during the twentieth year in the term of the lease and during each twentieth year thereafter.

(2) During the period of twenty years next after the year of re-appraisal, the lessee shall pay as rent Five pounds per centum per annum of the re-appraised value or of the unimproved value of the land as determined on appeal under this Ordinance."

534. The first auction sale of city leases was held on 12th December, 1924, when 289 residential and 104 business sites were offered. At 30 June, 1955, the total number of 99-year leases granted (as distinct from short term leases) was as follows :-

Residential	2,319
Business.. .. .	206
Industrial	94
Special purposes (churches, schools, legations, etc.).. ..	59
	<u>2,678</u>

535. The early reports relative to the city's development are interesting, demonstrating the far-sighted attitude taken by the early administrations in regard to the importance of leasehold as the means by which a great deal of the city's cost would eventually be met. The Federal Capital Advisory Committee in its final report dated 25th May, 1926, advised as follows :-

"Constant representations were made to the Government by various bodies to throw open the City lands for the erection of business and other premises by private enterprise, and, at the request of the Minister, the Committee on several occasions made special reports dealing with the subject. The Committee took the view that the City lands constituted one of the principal assets of the Commonwealth at Canberra, and that a better rental basis could be obtained when further development and proper services - such as water, sewerage, and electric supply, roads and tree-planting - were available..... It thought that if a few leases were granted in the early stages, rentals might be established on a low rate which could not be re-adjusted for a number of years."

536. In his final report to the Minister, dated 2nd November, 1929, Sir John Butters stated under the heading of "Land Administration" -

"The existing legislation provides for the funding of all the developmental losses in the Territory, including interest and the cost of all land and services. It is obvious that the framers of this legislation contemplated that at some point in the history of the Capital sufficient return would be obtainable from the revenues of city lands to pay interest, not only on the original cost, but on all developmental cost."

537. Under the provisions of the Real Property Ordinance land is registered on lines similar to the Torrens system, and lessees are provided with leasehold certificates of title, with little restriction upon their transfer. By these means lessees are enabled to obtain reasonable returns for any improvements which they effect, while the Commonwealth gains by the accretion in land values, as the city develops as a result of Commonwealth expenditure. It is a system that can be mutually advantageous, whilst protecting the Commonwealth from the problems and difficulties experienced in other Capitals when land resumptions were required under freehold land tenure.

538. Re-appraisals. - With this background, the Committee wishes to refer to a particularly interesting submission which it received from Mr. J.A. Carrodus, a former Secretary to the Department of the Interior, in relation to the re-appraisal of leasehold values.

539. Mr. Carrodus stated that during recent years, a number of residential leases had become due for re-appraisal, the first period of twenty years having elapsed, and he claimed that those leases which had been re-appraised before 1951 received much more favourable treatment than those dealt with since 1951. Whereas leases re-appraised before 1951 were only slightly increased in value, those re-appraised since that time have been increased as much as 100% and 200% in some cases. He cited one recent case where the unimproved value had been raised from £525 to £1350, and another where it had been increased from £435 to £1200, and stated that these increases were due to a change in the method of valuation in recent years. The valuers appointed to do the recent re-appraisals, he said, have based their valuations on the total prices (i.e. reserve price plus premiums paid) of leases sold at auction in 1951, 1953 and 1954, a basis of valuation which he considered "unsound and definitely unfair to the lessee".

540. Mr. Carrodus then wrote as follows, under the heading of "Leasehold and Freehold" -

"The Government has announced from time to time that it is its policy to make the conditions of leasehold in the A.C.T. approach free-hold as nearly as possible, and that the main reason for leasehold is to ensure that the Government retains ownership of the land.

"Under freehold, the original price paid for the land is the final expenditure. If the block is large enough, it could be sub-divided and a profit made on the original expenditure. Any appreciation in the

value of the land accrues to the owner. The loss of interest on the purchase price is more than recouped by increased value.

" Under the leasehold system at present operating in the A.C.T. the lessee pays the Government rental at the rate of five per centum per annum of the unimproved value of the land. This means that the lessee pays the full unimproved value of the land in 20 years.

" If there were no re-appraisements, the lessee would pay the Government by way of rent the full unimproved value of the land five times during the currency of the lease.

" Should the re-appraised values of the leases mentioned above be allowed to stand, the lessees will be called upon to pay the Government £1875 and £1635 respectively during the first 40 years of the leases. They will also have to pay further amounts during the ensuing twenty years periods of the lease.

" Under freehold the two blocks of land referred to could have been purchased at £525 and £435 respectively and that would have been the final payment.

" In view of the foregoing, a sound case could be made out for no re-appraisal during the currency of the Lease, seeing that the lessee pays the original unimproved value of the land five times. Such payment should cover any appreciation in the value of the land.

" However, should it be considered desirable that the provision for re-appraisal should be adhered to, then the conditions in regard to payment of rent and their effect should be borne in mind, and any increases in value should be kept as low as possible. They certainly should not exceed the reserve prices fixed by the Minister for similar blocks."

541. The Senate Committee considered the views thus expressed by Mr. Carrodus to be of particular importance to its enquiry, and relevant to evidence of a similar nature given before the Committee by Mr. East, representing the Canberra Chamber of Commerce. Accordingly, it forwarded the statement made by Mr. Carrodus to the Department of the Interior for comment.

542. The reply forwarded by the Department of the Interior just prior to the completion of the Committee's enquiry contained the following comments -

"The method of valuation has not changed. The increase is due rather to the growth of Canberra and the general rise in land values. Valuation re-appraisals made prior to 1951 had regard to decisions of the Appeal Board given in 1945 in respect of a number of appeals against 1944 re-appraised values, and were also influenced by the 'Pegging' of land values under National Security (Economic Organisation) Regulations.

" The view is expressed by Mr. Carrodus that the valuers 'use the total price (i.e. the reserve price plus the premiums paid) to compute the value of the block to be re-appraised'. In giving its decision in the *Herald and Weekly Times Limited v. the Minister*, which had been heard by it on 4th November, 1954, the Appeal Board commented:-

'Mr. Keith Escott, who made the reappraisal of the subject land at £1,350,..... relied upon sales which had taken place between 1951 and 1954. He discounted the 1951 sales by 20% to allow for the very keen demand at that first post-war sale ...'

" The Appeal Board appointed under Section 27 of the Ordinance provides an independent tribunal at which the re-appraised values, and the basis of valuation, may be subjected to examination and subsequent determination by the Board."

"Probably the origin of the system of leasehold tenure in the A.C.T. was so that the Commonwealth could retain control of the land to prevent development of a kind inconsistent with the conception of Canberra as the National Capital. By including the provision requiring re-appraisals of unimproved values during each twentieth year of the lease the Commonwealth reserves to itself the possibility of deriving some benefit from any appreciation of values which by its work and expenditure in developing Canberra it is itself very largely creating. Under freehold title this appreciation would accrue to the owner often without any effort on his part. The Commonwealth of course may on the contrary suffer a loss of rental if at any time values decline.

"The effect of the absence of reappraisals of value at 20 year intervals would be to pass to lessees the opportunity to gain in any sale of a lease from the enhancement in land value very largely created by the Commonwealth in developing Canberra."

543. Committee's Comment. - The Senate Committee realises that the issue raised by Mr. Carrodus is a vital one, which affects every lessee in the Territory, and that it will doubtless be the subject of much consideration and discussion as more and more leases fall due for re-appraisal. It feels, however, that the Department of the Interior has properly and correctly stated the Commonwealth's position in regard to the general principles involved, and that it must endorse its comment.

544. This accretion of leasehold values as the City grows and develops is a strong argument in rebuttal of the criticism of excessive governmental expenditure made by those opposing the full development of the National Capital. The development of the city is bringing its own return in enhanced land values.

545. The Committee therefore concludes with the final comment made by Mr. Carrodus in his statement. "Seeing that the Government acquired the land on which Canberra is being developed for approximately £4 per acre", he said, "the residential lessees are paying a handsome contribution to the original cost of the land". As the Department of the Interior replied, "lessees have also gained the benefit in improved amenities and enhanced values, of the considerable Commonwealth expenditure incurred in the development of Canberra."

II. FUTURE GOVERNMENT OF CANBERRA.

546. The conclusions reached by the Senate Committee in the foregoing parts of this report were that the present administrative arrangements were unsatisfactory and that the present National Capital Planning and Development Committee had been unable to function in the manner expected of it.

547. As the development of Canberra in a manner befitting the National Capital and the early completion of departmental transfers are now the two most important problems to be resolved, the Committee cast about for the best method of securing these two aims.

548. Evidence and suggestions given by witnesses before the Committee have already been outlined in an earlier part of this report, and before setting out its final conclusions, the Committee wishes to refer to the forms of government and administration already in operation in other National Capitals such as Washington and Ottawa, and to recommendations recently made to the Minister by the A.C.T. Advisory Council.

1. Government in other National Capitals.

(a) District of Columbia (Washington).

549. The present form of government of the District of Columbia was created by an Act approved by Congress on June 11th 1878. Under this Act the District was made a municipal corporation with the right to sue and to be sued.

550. The Act provided for three Commissioners, two to be selected by the President from persons residing in the District of Columbia, and the third, to be known as the Engineer Commissioner, to be an officer detailed by the President from the Engineer Corps of the United States Army. The Civilian Commissioners held office for the term of three years and the Engineer Commissioner for a period at the pleasure of the President, which is usually about four years.

551. To permit of efficient handling, the various municipal functions are divided among the Commissioners whose individual actions are approved by them sitting as a Board. The Engineer Commissioner, for example, deals, inter alia, with construction, highways, vehicles and traffic. The various departmental heads make recommendations to the Commissioner in charge of their respective departments, who then brings these recommendations to meetings of the Board of Commissioners held twice weekly. The Secretary of the Board of Commissioners acts as Executive Officer of the Board.

552. The Act provided that the expense of government should be borne 50 per cent. by the Federal Government and 50 per cent. from the revenues of the District of Columbia raised by taxation, a method of finance which remained in force until 1921, when the proportions were changed to 40 per cent. by the Federal Government and 60 per cent. by taxation. In May 1938 this finance provision was repealed.

553. In 1950 the Federal Government contributed only 12 million dollars of a total budget estimate of 102 million dollars for the District.

554. The Board of Commissioners does not control all municipal duties, some of which are vested in local Boards. The Public Library is managed by a Board of Trustees appointed by the Board of Commissioners, and the public schools by a Board appointed by the District Justices. Other municipal duties are also exercised by Directors.

555. All legislation affecting the District must be passed by Congress after being considered and reported on by the Senate and the House Committees of the District of Columbia. The advice of the Commissioners is usually asked in connection with such legislation.

556. The District has the status of a municipal corporation as well as a branch of the Federal Government, and it also performs many State functions. In this respect it has no parallel in any other city of the United States. The Commissioners are advised by a Citizens Advisory Council but the residents have no vote, no representation in Congress and no vote in the election of the

President. Between the period 1871 and 1875, the District had a delegate in the House of Representatives but he had no right to vote. The three Commissioners administer the District, and although they are said to have "ordinance powers", they do not legislate. Legislative powers in regard to the District are retained by Congress.

557. The National Capital Planning Commission. - In July 1952 the present National Capital Planning Commission was established as a successor to the former National Capital Park Commission. It was created to be a central planning agency for the appropriate planning, orderly development, and re-development of the national Capital, and for the conservation of its important natural and historic features.

558. It is composed of twelve persons - 7 ex officio and 5 appointed. The ex officio members include the Chief Army Engineer, the Engineer Commissioner of the District, the Commissioner of Public Buildings, the Commissioner of Public Roads, the Chairman of the Senate Committee of Columbia and the Chairman of the House of Representatives Committee. The five appointed members are citizens well qualified and experienced in city or regional planning. All members serve in an honorary capacity. The Commission has a small staff with a Director at its head and from time to time it retains expert consultants.

559. Its activities include the preparation, adoption and amendment of a comprehensive plan for the national capital, and the acquisition of such lands as are necessary and desirable for the development of parks, play-grounds, etc.

560. The Commission of Fine Arts. - The Commission of Fine Arts was created by an Act of Congress dated the 17th May, 1910. It is an advisory body on matters of art which makes recommendations on the artistic aspects of the design and erection of public statues, fountains, monuments and like projects. It renders advice in the selection of artists for the execution of such works and upon all questions of art concerning the Federal Government. It also approves all plans for public buildings and parks and controls the erection of private buildings in certain parts of the District. It is composed of seven "well qualified judges of the fine arts", appointed by the President for terms of four years.

(b) Ottawa.

561. The Federal District Commission Act of 1926 provided for the administration of Ottawa, a city with a population of about 200,000, by a Federal District Commission consisting of 20 persons appointed for a term not exceeding five years; 18 of the members are appointed by the Governor-General, one by the city of Ottawa and one by the adjacent city of Hull, which has a population of 43,000, and lies across the river from Ottawa in the province of Quebec. The members appointed by the Governor-General include one member for each province.

562. The Commission is a body corporate and has power to make by-laws. The Commissioners are unpaid. The function of the Commission is to co-ordinate the construction and developmental work in the national capital district, and to approve proposals for the erection, alteration and location of Governmental buildings or buildings erected on Government land by any person. The Governor-General may grant approval where the Commission has refused it.

563. The Minister for Finance may pay to the Commission 300,000 dollars a year for a period not exceeding fifteen years from the 1st April, 1947, to be expended for the purposes of the Act, and if this sum proves insufficient, he may provide further sums not exceeding 3 million dollars.

2. Advisory Council and its recommendations.

564. Reference has already been made to the Advisory Council of the Australian Capital Territory, which has always functioned as an active body. In June this year the Council issued a report recommending the creation of a Legislative Council to discharge the legislative functions of the Territory

within proper limits of local jurisdiction. To give effect to this it recommended that :-

- "(a) the Seat of Government Administration Act, Section 12, should be amended to provide for a Legislative Council to make ordinances having the force of law in the Territory. The portion of Section 12 which preserves to Parliament the right of disallowance should be retained;
- (b) new provisions be inserted in the Act to define the manner in which the law-making power shall be exercised, the constitution and method of election of the Legislative Council, and its powers to control its own officers and to order its own procedure;
- (c) it be provided that ordinances passed by the Council shall be sent to the Minister for submission to the Governor-General, and shall take effect from the date of assent or on a day provided in the Ordinance;
- (d) the Legislative Council should retain the present function of the Advisory Council of advising the Minister on Territory matters.
- (e) the Legislative Council consist of 12 members, six of whom shall be nominated by the Governor-General, and six of whom shall be elected by the voters of the Territory;
- (f) the Governor-General shall appoint a member of the Council to be the first President of the Legislative Council, and subsequent Presidents shall be elected by the Council;
- (g) the term of the Council shall be three years."

565. The Advisory Council was also of the opinion that it was desirable to centralise in a single authority the responsibility for the conduct of the Territory, and recommended that the Administration of the Territory should be unified under the direction of a Minister with power to delegate functions.

566. The Senate Committee has paid particular attention to these recommendations as they have been made by a body of elected local representatives conversant with the background of Canberra's development and acquainted with its local needs, and made after the examination of a number of authoritative witnesses.

567. In making the recommendations, the Advisory Council pointed out that when it was constituted in 1930, the Commonwealth Government then hoped that it might be possible at the expiration of twelve months to give the citizens of Canberra a greater degree of self-government. The Committee notes that since that date the number of local representatives on the Advisory Council has been increased from three to five, and Canberra has obtained representation in the House of Representatives by a Member having restricted voting powers.

568. The question of the responsibilities and the division of functions in a Commonwealth capital is not an easy one, as the Advisory Council realised. It is difficult to draw clear cut distinctions between Commonwealth, State and Municipal activities. Whilst considering that it was both practical and desirable for a Legislative Council to be created, the Advisory Council was unanimously of the opinion that it was not practical immediately to vest in a local form of Government the authority to control and administer local affairs.

569. In this connection, the Senate Committee noted that in 1949, Mr. Cole, the Town Clerk of Hobart, at the invitation of the Government submitted a report on Civic Administration of Canberra. In making his report, recommending a form of municipal Government, he drew a line, however, between the municipal and governmental functions, without commenting on the governmental functions. His report has been criticized therefore as not covering all aspects of the problem.

The Committee's Conclusions.

570. In making its recommendations the Committee was faced with the following problems :-

1. The provision of a form of administration which would permit of unified direction and co-ordinated action, and which should have as its purpose the early completion of departmental transfers to Canberra.
2. The need for the city to be developed in a manner befitting a national capital with the protection of architectural standards and aesthetic values.
3. The need to safeguard the principles of the city plan whilst at the same time provide for adequate forward planning, and the making of modifications or variations where desirable.
4. The need to ensure that action taken to secure the protection of architectural standards and to safeguard the principles of the city plan will not unnecessarily hamper or delay the accomplishment of the departmental transfers, and the necessary development of the city.
5. The need for some form of local government and local expression in the making of decisions affecting the city's development.

571. Bearing these problems in mind, the Senate Committee has come to the conclusions hereunder :-

Government Administration.

572. As already advised, the Committee believes that the administration of Canberra should be placed under a centralised authority controlled by a single Commissioner responsible to a Minister of State, and with powers similar to those of the Snowy Mountains Hydro-electric Authority. The Committee believes that the Snowy Mountain Authority has proved to be an eminently successful method of dealing with the task entrusted to it, and it feels that a similarly successful job could be done in Canberra if one man were entrusted with the task of seeing that the work actually was done. There is a common saying that what is everybody's business is nobody's business, and the Committee would aim to ensure that the proper development of Canberra and the successful completion of remaining departmental transfers be definitely the task of one person.

573. The Committee believes that Parliamentary responsibility should be exercised through a Minister, and recommends that the authority be responsible to a Minister holding a separate portfolio for the Australian Capital Territory.

574. As the evidence already given has indicated, unless the authority here recommended is given adequate financial resources, there can be no guarantee of any success and accordingly the Senate Committee has also recommended that embodied in the Act setting up the authority there should be a clause guaranteeing finance, and also a provision enabling the Treasurer to make advances for the purposes of carrying out a long-range programme of construction. In this connection, the Committee invites attention to the financial provisions operating in Ottawa, where the Commission which there functions is granted a certain sum for a period of up to fifteen years with an understanding that if more money is required it will, in fact, be made available.

575. The next question was that of adequate control of architectural values and the city's planning principles. The difficulty in the past has been lack of high level control and decisiveness, and to overcome this fault of earlier years, the Committee recommends that exercising authority immediately below the Commissioner there should be six permanent technical directors comprising a town planner, surveyor, landscape architect, building architect, building engineer and a roads and services engineer, who shall advise the Commissioner on those aspects of the city's development pertaining to their respective professions.

576. In these six directors the Committee feels it has covered the six main aspects of the city's planning and development. The town planner, the landscape architect and the roads and services engineer are all rated highly in this proposed organisation and deliberately so. The Committee considers it unnecessary to elaborate on the reasons for this aspect of the recommendation except to say that in its opinion the town planner particularly has been undervalued in the present city administration. It feels that instead of being a very subordinate member of the city's organisation, he should have an administrative status giving him executive authority subject only to the control of the administrative head.

577. These six directors working under the co-ordinating direction of the Commissioner, and, it is suggested, regularly meeting and conferring together on all aspects of the city's development, should form a body capable and authoritative enough to ensure a vigorous execution of any programme of development that may be endorsed by Cabinet. Each in his own sphere would be responsible for the preservation of standards and the execution of the overall programme.

578. The Artistic Standards Committee. - The Committee believes that the co-ordinated activity of these directors working under a Commissioner will ensure efficiency. The Commissioner should be free to act in most matters without waiting for the advice of an external body, and directed only by the policy laid down by the responsible Minister. Experience has shown, however, that public authorities sometimes ignore artistic standards, and in their anxiety to get things done they not infrequently do things that are wrong - and the evil they do "lives after them". The Committee, though willing to trust a Commission to do the ordinary work of building a city and carrying on routine administration, thinks that a special body, with clearly defined powers, should be set up to preserve artistic standards.

579. The National Capital Planning and Development Committee was given an impressive list of functions and no authority. It could not always persuade the administration to do what it knew was right, or prevent it from doing what it knew was wrong. The Committee therefore decided to recommend the setting up of a body whose sole function should be to maintain artistic standards in the grand plan of the city and the major buildings. It is content to allow a good deal of individual freedom in the building of homes and smaller buildings, and to leave such supervision as is necessary to the Commission.

580. After studying the work of various Commissions which operate in Washington, U.S.A., the Committee decided to recommend that a body to be called The Artistic Standards Committee be set up, with functions similar to those of the Commission of Fine Arts at Washington. It would not have the power to retard the development of the city, and would not be consulted on minor matters. It would, however, have the duty of advising on the siting and planning of major buildings, and if its advice was rejected, the power of forcing the issue to be brought before Parliament.

580a. The Committee should consist of architects, town planners, artists and connoisseurs. The distinction between the matters on which its advice must be sought and those on which the Commissioner is free to make his own decision should be clearly set down in the Statute or Ordinance under which it will operate.

Local Representation.

581. Earlier in this report reference was made to evidence recommending the establishment of a corporation of the English New Town type, and it was then indicated that one of the advantages of such a corporation was that it permitted a considerable amount of local representation. The Committee did not feel that a corporation of this nature would fully meet the needs of a situation such as that now existing in Canberra, and that local representation on a developmental body would probably lead to a less effective type of control.

582. The Committee feels, however, that the time has arrived when, as recommended by the Advisory Council, there should be set up in the national capital a Legislative Council to discharge legislative functions at the State level. In Appendix "K" of this report, it sets out the legislative functions which might be given to such a Legislative Council.

583. The Legislative Council as thus recommended should, the Committee feels, prove an adequate vehicle through which the people of Canberra will be able to give expression to their views on the manner in which the development of the city is being effected. The Committee suggests that the Commissioner of the authority be the President of this Legislative Council, and that the six nominated members of the Council, apart from the Commissioner, be also chosen from the authority. They could well be the six directors. In this way there could be a complete liaison between the authority on the one hand and the elected representatives on the other, with the opportunity given for a thorough exchange of opinions and advice in regard to Canberra developmental matters.

Municipal and other bodies.

584. It has already been noted that the Advisory Council recommended that at this stage of Canberra's development, it was not practicable to vest the administration of local affairs in a municipal body. The Senate Committee feels, however, that the desirability of the eventual development of such a municipal body and also of a shire body should be kept constantly in mind so that at an appropriate date in the future, power may, in fact, be delegated to bodies of this nature.

Parliamentary Oversight.

585. Finally, the Senate Committee feels that there should in future be a constant Parliamentary oversight of the national capital's development. Parliament in the past has shown a most regrettable lack of interest in Canberra's development, and the Committee feels that the charge of neglect should not again be directed at Members. It suggests that there should be set up a Senate Standing Committee on the development of Canberra consisting of seven Senators with powers to call for persons, papers and records, and it suggests that this body should maintain a constant oversight of Canberra matters.

586. The Committee feels that the suggestions thus given above form an overall picture for administrative responsibility, local representation and effective oversight that should ensure the early fruition of a national capital in keeping with the high ideals of the city's early founders.

Financial considerations.

586a. The Committee is aware that many of its recommendations will entail increased expenditure of public moneys, and it makes these recommendations fully conscious of this fact. The Committee believes that the people of Australia are only too desirous of ensuring that their National Capital shall be a city of great beauty and dignity, fit to rank with the other great capitals of the world, and will not begrudge the wise expenditure of their money for this purpose. The only alternative to such an additional expenditure is the indefinite continuance of a capital half-built, and an administration dispersed between several cities, entailing in themselves a wasteful use of public moneys and a loss of administrative efficiency.

RECOMMENDATIONS

Parliamentary Responsibility.

- (1) That Governmental control of Canberra be through a Minister holding a separate portfolio for the A.C.T. (save and except certain Commonwealth services such as those carried out by the Postmaster-General's Department, the Civil Aviation Department, and the Attorney-General's Department).
- (2) That Parliamentary oversight be exercised by a Senate Standing Committee on the Development of Canberra, consisting of seven Senators with power to call for persons, papers and records.

Government Administration.

- (3) That the present system of divided departmental control of Canberra be replaced by a single Authority to be known as The Canberra Authority, and that to this end new provisions be inserted in the Seat of Government (Administration) Act providing for its establishment.
- (4) That the Authority be constituted by a Commissioner, be a corporation sole with perpetual succession and an official seal, have power to acquire, hold and dispose of real and personal property, and be capable of suing and being sued in its corporate name.
- (5) That the Authority be responsible to the Minister for the administration, planning, construction and development of the Federal Capital, and have powers, subject to necessary modifications, similar to those prescribed under Section 14 of the Seat of Government (Administration) Act, 1924.
- (6) That the Authority be assisted by six permanent technical Directors comprising a Town Planner, Surveyor, Building Architect, Landscape Architect, Building Engineer, and a Roads and Services Engineer, who shall give such advice and assistance to the Commissioner as the Commissioner requires and shall perform such duties as the Commissioner directs.
- (7) That the Authority be empowered to engage professional men, and seek the best expert advice on any matter pertaining to the development of the city.

Finance.

- (8) That the Authority be guaranteed, by an appropriate provision in the enabling Act, sufficient finance to permit it to carry out a long-term balanced programme; and that the Treasurer be enabled to make advances to the Authority for the purposes of the Act.

Administrative Transfers.

- (9) That the enormous waste of public moneys and lack of departmental efficiency occasioned by the carrying on of administration in the three cities of Canberra, Melbourne and Sydney, be not allowed to continue indefinitely.
- (10) That the plan known as "Operation Admin" be accepted as a firm obligation on the part of the Government, and steps taken to ensure its completion by 1985.
- (11) That the Government also take steps to bring to Canberra, and establish in the Federal Capital, the following institutions :-
 1. The High Court of Australia.
 2. The Federal Arbitration Court.

3. The Commonwealth Bank.
 4. The Australian Broadcasting Commission.
- (12) That Ministers of the Crown, during their term of office, make their homes in Canberra, and that appropriate housing accommodation be provided accordingly.

Artistic Standards Committee.

- (13) That the National Capital Planning and Development Committee be abolished.
- (14) That an Artistic Standards Committee be constituted to advise on planning, architecture and city beautification, and to consist of artists, architects, and eminent citizens whose good taste and sound judgment make their advice valuable.
- (15) That it be obligatory for the Authority to seek the advice of the Artistic Standards Committee in regard to major public and other large buildings, and in respect of other major aspects of the development and construction of the city; these duties to be clearly defined and fully set out in the enabling Act.
- (16) That the Artistic Standards Committee have the right to veto any submission made to it in pursuance of the above policy, and upon such veto being intimated to the Minister, the Minister shall place the whole question before the Parliament for determination.

The Canberra Plan.

- (17) That Section 12A of the Seat of Government (Administration) Act relative to the modification or variation of the plan of the city and its environs, be retained.

Legislative Council.

- (18) That a Legislative Council be established to discharge the legislative function of the A.C.T. at a State level in respect of the powers suggested in Appendix "K"; the Governor-General to have the right to delegate further powers, and Parliament to retain the right of disallowance of any ordinance.
- (19) That the Legislative Council consist of 13 members, comprising 6 nominated by the Governor-General, 6 elected by the voters of the Territory, and the Commissioner of the Canberra Authority who shall ex officio be President of the Council.

Future Municipal Bodies.

- (20) That there be established as Canberra's development and circumstances warrant :-
- (a) a Canberra Municipality for the City of Canberra, and
 - (b) a Shire Council for the balance of the A.C.T.
- both bodies when constituted to be responsible to the Minister through the Canberra Authority.
- (21) That these authorities have power to deal with such matters, at local Government authority level, as are delegated by the Minister from time to time.

Construction.

- (22) That immediate steps be taken to encourage the production of bricks from sources near Canberra, and the production of basic materials by private enterprise within the A.C.T.
- (23) That large-scale contractors be encouraged in order to cope with the lag in the construction of buildings and essential services.
- (24) That, to attract and retain the labour force required for the construction of the city, married men in the essential trades be guaranteed early allocation of houses, or the opportunity of building them for themselves; and that single workmen be provided with more attractive quarters, including comfortable messing accommodation.
- (25) That sufficient housing sites always be kept available in order to prevent the payment of competitively high lease premiums.
- (26) That the type of accommodation known as "service flats" be provided for single members of the community as an alternative to hostel accommodation.

Parks and Gardens.

- (27) That action now be taken to ensure the reservation of park areas in perpetuity.
- (28) That reserved land that is unlikely to be used for its permanent purpose for some considerable time be treated temporarily with trees and shrubs.
- (29) That forward planning be proceeded with to enable early planting in keeping with the main aspects of the city plan.

The "pastoral" or "garden" atmosphere of Canberra.

- (30) That the importance of the "pastoral" or "garden" atmosphere of Canberra be kept before future administrations; and that the tree patterns, wide streets, and particularly the policy of siting each of the important public and semi-public buildings in its own spacious parklands be recognised as important factors which must govern the future planning and development of the city.

Population Density.

- (31) That the policy of 50' frontages and severely reduced street widths be abandoned.
- (32) That the construction of flats be the main method by which increased density should be secured.
- (33) That blocks of flats be so constructed as not to dominate the skyline to the detriment of public buildings: that the dominating features be public and ecclesiastical buildings.
- (34) That more two-storied homes be built.

Architectural Control.

- (35) That no more temporary buildings be erected.
- (36) That all governmental buildings be designed by highly qualified architects, and be of the highest possible architectural standard; no style to be adopted which will be in danger of "dating".
- (37) That in the grouping of building in the future, as in the government triangle, care be taken to ensure that the style or period of each component is in harmony with the whole.

- (38) That a greater degree of architectural control be exercised in regard to buildings erected for minor industrial purposes.
- (39) That at the earliest possible opportunity consistent with the supplying of housing requirements, the present temporary houses at Causeway, Westlake, and later Narrabundah, be removed.

Roads and Bridges.

- (40) That the recommendation made by the Public Works Committee for a more direct road from the northern end of the proposed King's Avenue Bridge to Civic be re-examined in the light of the Griffin Plan proposals for this area.
- (41) That the widening of Adelaide Avenue and the provision of alternative approaches from Yarralumla be proceeded with at an early date.

Industrial Areas.

- (42) That offensive or noisy industries constituting a public nuisance be moved from Lonsdale Street to the Molonglo industrial area.
- (43) That no additional Governmental industries or buildings be planned for or constructed in the Kingston industrial area, and that the present industries there be progressively removed to the Molonglo industrial area.
- (44) That consideration be given to the clearing of the whole of the Kingston-Causeway industrial area; the removal of the Railway Station to an area nearer the new industrial centre and a re-designing of the whole Hume Circle area for residential development.
- (45) That consideration be given now to the reservation of land for future industrial purposes at other extremities of the city.

Shopping Centres.

- (46) That the planning of narrow streets between shopping blocks, as illustrated by East Row, City, be re-examined in the light of traffic hazards.
- (47) That more attention be given to and more adequate provision made for business servicing requirements.

Suburban Development.

- (48) That shopping and community services similar to those at Kingston and Manuka, i.e. cinemas, hotels, etc., be planned in other suburban areas of Canberra, e.g. Yarralumla, O'Connor and Ainslie, with the provision of proper parking areas, the small shopping centres in these latter suburbs being altogether inadequate for the future development of the city.

Hospital Accommodation.

- (49) That, whilst the present policy of enlarging the existing hospital be continued with, future hospital needs be examined in the light of defence requirements.

Education.

- (50) That a vigorous programme of school development be proceeded with, and that the ultimate responsibility of the administration to provide education for all children in the Federal Capital be more fully accepted and provided for.

Communal Amenities.

- (51) That the situation whereby Canberra has only one adequate public hall, the Albert Hall, be remedied by the provision of a community hall containing a dance hall and at least four conference chambers.
- (52) That as soon as practicable, the local cultural organizations of Canberra be provided with more adequate facilities than those available to them at Riverside, but that those cultural organizations be invited to accept some degree of responsibility for, and participate in, the capital expenditure involved in the provision of these facilities.
- (53) That additional recreational areas similar to the Cotter reserve be developed outside the City area.
- (54) That the development of Central Park be hastened.
- (55) That an early decision be made in regard to the provision of a Showground.
- (56) That Westbourne Woods be not used as a golf course, but retained as a semi-woodland recreation reserve.
- (57) That immediate consideration be given to the provision of sites for more hotels, the Committee being of the opinion that Canberra needs at least four more hotels immediately of a size and in localities to cater not only for the citizens of Canberra, but for the increasing number of visitors to the city.
- (58) That the decision to permit the construction of a second cinema at Civic Centre be re-examined with a view to this cinema, together with at least one other, being erected immediately in suburbs that are now situated long distances from the existing theatres.

Variation of the City Plan.

- (59) That the following variations of the City Plan providing for -
 - (a) the permanent adoption of the road layout in the Narrabundah pre-fabricated area;
 - (b) the reduction of Majura Avenue, Jerrabomberra Avenue and portion of Macarthur Avenue from 200' to 100';
 - (c) the reduction of London Circuit from 200' to 100';be reversed.

The Lakes.

- (60) That the examination of the question of the lakes be proceeded with immediately; and that the final decision be implemented as soon as possible; but that the provision of the three central basins be regarded as obligatory.

City Hill.

- (61) That plans be now drawn up in respect of the treatment of that portion of the city known as "City Hill" so as to provide for the proper siting - within adequate parklands - of such buildings as may be required for the following purposes, namely :-
 1. The Legislative Council of the A.C.T.
 2. The Local Government Authorities of the A.C.T.

3. The Superior Civil Courts and the Criminal Court and the Courts of Inferior Jurisdiction of the A.C.T.
 4. The City Hall, to provide for large public gatherings, musical recitals, etc.
 5. Any other building that may be required in respect of the Civic Administration of the city of Canberra.
- (62) That the area of land enclosed by London Circuit be reserved exclusively for the above purposes, and that no shops or commercial establishments whatsoever be permitted to be erected therein.

Government Triangle.

- (63) That the question of the buildings to go on the Government Triangle, and siting and parking problems of the area, be thoroughly examined and a master-plan of the area decided upon as a working basis.

Parliament House.

- (64) That the site of the permanent Parliament House be on top of Capital Hill, in lieu of the site proposed by Griffin.
- (65) That consideration be given now to the construction of a permanent Parliament House.
- (66) That the area between State Circle and Capital Circle be reserved exclusively for public buildings, each to be set in its own spacious parklands, and so as not in any way to interfere with the vistas of the various avenues to the permanent Parliament House.

Main Vistas.

- (67) That attention be given to the better development of the capital's vistas, and that the main look-out points of the city be developed and made more accessible to permit of a better appreciation of the city's planning principles.

Canberra Plan.

- (68) That a long-range overall zoning plan be kept constantly under review as a guide and target for future development.
- (69) That information on City planning be made more readily available to the public.

Future Development of the City.

- (70) That assistance be not given to the development of Canberra as a regional industrial centre for a section of New South Wales.
- (71) That encouragement be given to the development of the city as a cultural, educational and tourist centre.

Cultural Development.

- (72) That steps now be taken for the establishment of the following institutions in Canberra :-
1. A National Art Gallery.
 2. A School of Fine Art for the training of artists, the intention

being that the Government should so endow the School to enable scholarships to be awarded to the most promising art students throughout Australia each year.

3. A National Theatre, for presentation of Drama.
 4. A School of Drama, established along similar lines to the School of Fine Art.
 5. A Conservatorium of Music.
 6. An Opera House, which should also be suitable for the presentation of Ballet.
 7. A National Museum.
- (73) That appropriate sites be immediately chosen and reserved for the various buildings that may be required in connection with these establishments, and that special consideration be given to the site originally selected by Griffin for some of these institutions.

Atomic Warfare Problems.

- (74) That close liaison be maintained between the city developmental authorities and the Department of Civil Defence, so that the officials responsible for the construction of Canberra may be kept fully informed of latest information in regard to defence in the event of atomic warfare.

Royal Military College.

- (75) That the boundaries of the Royal Military College be permanently reserved as recommended in paragraph 526; that the area immediately around the Mount Pleasant look-out be kept as a reserve; and that adjacent lands be used by the College for manoeuvre purposes only until such time as they are required for city developmental purposes.
- (76) That the existing road through the College to the aerodrome be closed as soon as possible.

ACKNOWLEDGMENTS.

The Committee expresses its thanks to all witnesses for their valuable evidence, the preparation and presentation of which, the Committee appreciates, took much of their time. It also thanks the officers of the several public Departments in Canberra for their ready assistance in providing material and information when requested by the Committee, particularly the officers of the Department of Works and the Department of the Interior, from whom many statistics were sought.

Appreciation is also expressed of the valuable report submitted by the Australian Planning Institute on certain aspects of the evidence given to the Committee. This report is attached as Appendix "J".

In particular, the Committee places on record its very real appreciation of the services of its Secretary - Mr. R.E. Bullock - Usher of the Black Rod and Clerk of Committees of the Senate. Members are indebted to this competent officer for the enthusiastic and tireless way in which he facilitated the work of the Committee.

John A. McCallum
Chairman.

Canberra,
September, 1955.

[Handwritten signatures]
R. Ryan
R. S. [unclear]

LIST OF WITNESSES.

- Arkwright, F.J., Public Servant; representing the Australian Capital Territory Branch of the Commonwealth Public Service Clerical Association.
- Armitage, J.A.M., Secretary, Australian Clay Products Association.
- Ashton, W., Chairman, Commonwealth Art Advisory Board and practising painter.
- Bailey, R.G., Solicitor, and Chairman of the Advisory Council of the Australian Capital Territory.
- Brophy, J.J., Commonwealth Auditor-General.
- Butters, Sir John, Company Director and former Chairman, Federal Capital Commission.
- Campbell, Major-General I.R., Commandant, Royal Military College.
- Campbell, R., Director, National Gallery of South Australia and member of the Commonwealth Art Advisory Board.
- Chapman, Major A., Deputy Commander, Royal Engineers.
- Colman, G.A., General Manager, J.B. Young Ltd.
- Corbett, Professor A.H., Professor of Engineering, Royal Military College, Duntroon.
- Curran, H.E., Painter; representing the Australian Capital Territory Trades and Labour Council.
- Cusack, J.J., retired coach builder and garage proprietor.
- Daley, C.S., retired, former Assistant Secretary, Department of the Interior.
- Davis, E. Colin, Director, Timber Development Association of Australia.
- Dickins, J.M., Geologist; representing the Australian Capital Territory Parents & Citizens' Council.
- Dunbar, W., Director, Government Tourist Bureau, Canberra.
- Dunk, W.C., C.B.E., Chairman, Public Service Board.
- East, S.G., Chartered Accountant; representing the Canberra Chamber of Commerce.
- Eldridge, Lt. Col. R.T., Officer-in-Charge of Administration, Royal Military College.
- Farrington, C.J., Architect and Town Planner.
- Fitzhardinge, L.F., Reader, Australian National University; representing the Canberra and District Historical Society.
- Fizelle, M., Assistant Director of Works, Canberra.
- Frankel, E.M., Hon. Secretary, Canberra Art Club.
- Fry, R. McD.; representing the Australian Capital Territory Engineering Company.
- Garran, J.C., Farmer and grazier; representing the Canberra Repertory Society.
- Gibson, T.R.S., Chief Town Planner, Department of the Interior.
- Gleeson, L.T., Public Servant; representing the Australian Capital Territory Parents and Citizens' Council.
- Godfrey-Smith, A.A., Manager-producer, Canberra Repertory Society.
- Goodes, H.J., Assistant Secretary, Department of the Treasury.
- Goodman, R.D., Research Scholar; representing the Australian Capital Territory Parents and Citizens' Council.
- Gulson, A.L., General Manager, Gulson's Brick Company, Goulburn, and Councillor of the Australian Clay Products Association.
- Harris, R.J.K., Architect and Town Planning Consultant; former member National Capital Planning and Development Committee.
- Harrison, P.F., Senior Lecturer in Town and Country Planning, University of Sydney.

- Herman, M.E., Architect and Town Planner.
- Hewitt, C.S., Assistant Secretary, Department of the Treasury.
- Horgan, Mrs. J., housewife; representing the Australian Capital Territory Branch of the National Council of Women.
- James, J., Assistant Director of Works, Australian Capital Territory.
- Jennings, A.V., Managing Director, A.V. Jennings Construction Co. Pty. Ltd.
- Kennedy, J.B.; representing the Master Builders' Association of the Australian Capital Territory.
- King, H.W.H., Reader in Geography, Australian National University.
- Knight, W.H., Assistant Transport Manager, Department of the Interior.
- Kuner, M., Director, Australian Capital Territory Engineering Company.
- Lind, W.J.H., Assistant Secretary, Department of the Interior.
- Lindsay, D.E., Director of the National Gallery of Victoria.
- Lowe, T.H.H., Public Servant, representing the Canberra Repertory Society.
- McCay, F.L., Senior Projects Officer, Department of National Development.
- McCauley, F.J., Trade Union Secretary; representing the Australian Capital Territory Trades and Labour Council.
- MacDonald, A.J., Public Servant; representing the Australian Capital Territory Branch of the Commonwealth Public Service Clerical Association.
- McDonald, W.D., Chairman of the McDonald Construction Company Ltd.
- McLaren, W.A., Secretary, Department of the Interior.
- Mezey, G.J., Mechanical Engineer.
- Moir, M.J., Architect, and General manager, Capitol Canberra Picture Theatres Ltd.
- Mulherin, K.J., Public Servant; representing the Australian Capital Territory Progress and Welfare Council.
- Mulpooney, J.L., Public Servant; representing the Australian National Football League, Canberra.
- Mussen, N.H., Architect.
- O'Brien, His Grace Eris, Roman Catholic Archbishop of Canberra and Goulburn.
- Odgers, J.R., Second Clerk Assistant, Department of the Senate.
- Pratt, D., Member of the Commonwealth Art Advisory Board and practising Artist.
- Pryor, L.D., Superintendent, Parks and Gardens, Department of the Interior.
- Robson, R., Foreman Painter; representing the Canberra Philharmonic Society.
- Rogers, J.N.C., Assistant Secretary and Surveyor-General, Department of the Interior.
- Rowe, R.; representing the Canberra Chamber of Commerce.
- Rudduck, G., Assistant Secretary, Department of National Development, and President, Canberra Area Committee of the Royal Australian Institute of Architects.
- Scollay, E.J., Architect; representing the Association of Architects, Engineers, Surveyors and Draughtsmen of Australia.

- Shakespeare, A.T., Editor of "The Canberra Times" and a member of the Advisory Council of the Australian Capital Territory.
- Smith, D.C., representing the Master Builders' Association of the Australian Capital Territory.
- Smith, H.H., Architect and Town Planner.
- Spate, Professor O.H.K., Professor of Geography, Australian National University..
- Stanner, Dr. W.E.H., Bursar of University House, Australian National University.
- Strahan, M., Teacher of Modern Dancing.
- Taylor, R.M., Director of Works, Australian Capital Territory.
- Towndrow, Professor F.E., Dean of the Faculty of Architecture and Building, New South Wales University of Technology.
- Ure, R.M., Principal Architect, Department of Works.
- Veale, W.C.D., Town Clerk of the City of Adelaide, and President of the Australian Planning Institute.
- Waight, A.G., Clerk.
- Warde, Mrs. S.E., Public Servant.
- Waterhouse, B.J., Chairman, National Capital Planning and Development Committee.
- Watters, F.J.; representing the Master Builders' association of the Australian Capital Territory.
- Wigmore, Mrs. L., housewife; representing the Australian Capital Territory Branch of the National Council of Women.
- Winston, Professor D., Professor of Town and Country Planning, University of Sydney.
- Withall, L., Federal Director of the Associated Chambers of Manufacturers of Australia.

APPENDICES

- "A" - Invitation to Competitors : Design of Canberra.
- "B" - Griffin's Original Report, 1912.
- "C" - Griffin's Original Design, 1912.
- "D" - Griffin's Preliminary Plan, 1913.
- "E" - Griffin's last amended Plan, 1918.
- "F" - Gazetted Plan, 1925.
- "G" - Approved Plan, 1955.
- "H" - Overall Plan : projected population of
approximately 110,000.
- "I" - Map relative to evidence given by Royal
Military College.
- "J" - Report of special sub-committee, Australian
Planning Institute.
- "K" - Legislative Powers which might be given to a
Legislative Council.

Note: Appendices "A" to "I" are attached to the tabling
copy only of this report.

APPENDIX "J"

THE DEVELOPMENT OF CANBERRA

A STATEMENT BY A COMMITTEE OF THE AUSTRALIAN
PLANNING INSTITUTE

This statement has been prepared for the Senate Committee on the Development of Canberra. It represents the results of a study of the evidence submitted to the Senate Committee and of the present state of the National Capital.

The members of the Institute Committee were as follows:

Walter Ralston Bunning, Architect and Town Planning Consultant;
Chairman, New South Wales Town and Country Planning
Advisory Committee.

Roderick David Lovat Fraser, Chief County Planner, Cumberland
County Council, Sydney.

Peter Firman Harrison, Senior Lecturer in Town and Country
Planning, University of Sydney.

assisted by Mr. Walter Geoffrey Faithfull, Officer in Charge
of Planning, Cumberland County Council, as executive
secretary.

The statement is divided into four parts:

PART I The National Capital - The Purpose of Canberra.

PART II The National Capital Plan - Failure to Materialise.

PART III Present Administrative Machinery - Lack of Direction and
Co-ordination in Planning and Design.

PART IV Proposals.

PART I - THE NATIONAL CAPITAL - THE PURPOSE OF CANBERRA

The function of Canberra has been described in the constitution as the Seat of Government of the Commonwealth. The interpretation of this simple statement given in the conditions of the International Competition for the planning of Canberra was:

"The Federal Capital City will be the permanent seat of Government of the Commonwealth of Australia, the place at which the Federal Parliament will meet, where all Commonwealth legislation will be enacted, and where the Governor-General will have his residence. The city will, therefore, be primarily the official and social centre of Australia."

Since then, Australia has taken its place as one of the foremost nations of the world. In two world wars it has built an Australian tradition based on the qualities of courage, leadership and initiative. In peace, it has distinguished itself in world trade and international relations and in the fields of art, science and sport.

In a Commonwealth of sovereign states, strong and independent, no more fitting means of expressing national unity and spirit exists than in the National Capital. The City of Canberra, built according to the principles conceived by Walter Burley Griffin, will be capable of demonstrating Australia's stature as a nation - to Australia's citizens and to visitors from other countries.

The building of the City of Canberra is therefore a project of great magnitude and significance. It is a national development project requiring the utmost skill and vision in planning and administration and is the direct responsibility of the Federal Government, representative of the citizens of the Commonwealth.

The Federal House of Parliament and the residence of the Governor-General as the nation's first link with the British Crown, are the key points of the National Capital. Those together with the Embassies, the Australian National University and the Australian War Memorial are institutions which truly express its purpose. The Capitol², a National Art Gallery, Library, Theatre, Museum and similar institutions serving as repositories of Australian achievements in the different fields of the Nation's activity must in time be added. The planning, architecture and development of the City and its buildings including the houses, shops, schools and other domestic establishments must be exemplary of the high quality of Australian materials, skill and craftsmanship.

All Australian citizens, regardless of their place of residence, whether it be Canberra or Camooweal, are of equal status in their responsibility for the development of the National Capital.

The development of Canberra according to its function as the National Capital is a single objective. Any other function the City assumes by reason of its geographical position in relation to an important region of New South Wales or which is given it to secure social and economic balance, must be supplementary to this function and be fostered and controlled accordingly.

² "Centrally located, the Capitol is (on) an extensive hill park and has a function, either for popular reception and ceremonial, or for archives and commemorating Australian achievements rather than for deliberation or counsel; at any rate representing the sentimental and spiritual head, if not the actual working mechanism of government." Griffin's Explanatory Report, October, 1913.

PART II - THE NATIONAL CAPITAL PLAN - FAILURE TO MATERIALISE

Griffin's Plan of 1912 won the international competition because it embodied, above all others, a central idea in civic design which would express in the finest possible way the heart of the new nation.

This idea was derived from a close study of the site formation and a deep sympathy with the national and aesthetic aspirations of the founders of the Commonwealth.

Griffin came to Australia in 1913 and until 1920 was Federal Capital Director of Design and Construction, during which time he made a closer study of the site. While it resulted in many modifications to the domestic areas of the Plan, this study strongly confirmed the national features. Indeed, nearly half a century of planning experience since can add nothing to its quality.

It is a theme, simple yet grand, which owes little to its historic antecedents at Versailles and Washington. The design of the Capital as Griffin conceived it was based on the major axis from Capital Hill to Mount Ainslie bisecting a triangle formed by Commonwealth, Kings and Constitution Avenues containing the formal water feature of Molonglo Basin.

This is the central theme which placed the Griffin Plan above all others, the grand idea without which the Plan of Canberra has no meaning.

This is the dramatic essay in civic design which alone distinguished the Canberra Plan and places it on the first rank of world capitals, a brilliant combination of mountains and lake, axis and avenue to form a noble composition. It embodies the heart, the brain and the spirit of the Nation, the most important area of land in the 3,000,000 square miles of the Commonwealth.

But after 40 years of development let the Nation's citizens stand at any of the four key points and try to find the magnificent vistas promised by the Plan, try to travel the broad avenues with the grand-sounding names They may well ask "Where is the National Capital?"

Yet this should be the visual expression which all citizens might hope to see and remember; instead there is the great anti-climax of grazing and paddocks and desolation.

Clearly, there has been serious neglect of the National property because the development of the Capital has been more concerned with domestic requirements of a rapidly growing population.

The arrangements proposed by Griffin for the domestic parts of Canberra were, even for 1912, of somewhat doubtful validity. The geometric formality of the central idea, when extended to the residential suburbs becomes absurdly extravagant but, except for minor modifications, strenuous efforts have been made to preserve or respect these relatively unimportant features of the Plan, even at the expense of sound planning.

The residential requirements of Canberra are not greatly different from those of any Australian city. Housing development under the ideal conditions of the Australian Capital Territory should afford an opportunity to show, by example, how residential areas can and should be built. Their value as examples, however, depends on keeping costs at least comparable with those of ordinary suburbs. In this respect they fail.

On the other hand, the standards of housing and living area amenity enjoyed by Canberra residents are better than those of any city in Australia because, it seems, finance for development is not subject to the severe limitations which restrict local government activities elsewhere.

This may be justifiable in the National Capital as long as a proper balance between national and domestic features is maintained. For instance, the new swimming pool will cost over £300,000. Little more than one-fourth of this cost applied to landscaping could make the national features of the Plan intelligible.

PART III - ADMINISTRATIVE MACHINERY - LACK OF PLANNING DIRECTION AND CO-ORDINATION

The unbalanced growth of Canberra is an example of the common misconception of town planning - that the plan is an end in itself. A town plan cannot materialise successfully unless it includes a programme of work and is kept under constant review although the ultimate aim may remain unchanged. In the development of the National Capital, the process of review and supervision should be maintained at all times and at all levels, from the broadest considerations of the overall plan down to the smallest details of tree planting, paving and sign-posting.

The gazettal of the Canberra Plan in 1925 was obviously intended to give it legal backing. The Gazetted Plan is, however, not a plan but merely a pattern of roads and avenues. It gives no hint of how, or in what sequence, it should be built-up. It has the grave disadvantage of giving the impression that Canberra is planned for all time, and that no further planning design is necessary. Nothing could be further from the truth.

There has in fact been no review of the Plan since Griffin's final revision in 1918. That is to say that after nearly 40 years there is no person or group in a position to take the view and exercise the executive power that was required of Griffin.

The development taking place is the work of a number of different sections of different departments, each carrying out its own responsibilities in its own particular way with little sense of the contribution it should be making to a properly designed development of the Capital.

The various officials responsible for the subdivisions, buildings, roads, services, landscape and street furnishings, carry out their work more or less independently; there is no complete planned design or sequence of operations for the Capital as a whole, neither does it seem to be the responsibility of anyone to formulate such a scheme.

Never since the adoption of the Griffin plan has there been sufficiently close and skilled supervision of the growth of the city. The Federal Capital Commission came closest to the ideal, but even this body did not have continuous and responsible skilled assistance.

After the abolition of the Commission in 1930, Canberra had no planning advice whatsoever until the National Capital Planning and Development Committee was set up in 1938 with the express purpose of safeguarding the plan. This Committee has insufficient authority. The Department of Works and Interior can submit matters to it, but are not bound by its recommendations. Evidence has been given to show that the Committee, in spite of its composition and its laudable purpose, has been by-passed and ignored in some important matters such as the West Lake decision.

A small secretariat between the departments has been established to co-ordinate development. But, in spite of secretariats or inter-departmental committees, there will inevitably be difficulties in divided authority in planning and design. It is quite impractical for architecture and building design in one department to be independent of planning design in another.

This is not to say that the Departments of Works and Interior are failing in their respective domestic tasks in the Territory. Indeed, as far as construction and administration are concerned, there is little to criticise. The defect lies in the failure to give overall planning and design sufficient importance in the development of the Capital.

It is clear that the failure of the National Capital Plan to materialise after 40 years is due to lack of balance in development with too much emphasis on relatively unimportant domestic features. This lack of balance in turn is due to lack of appreciation of the national features of Canberra and the need for properly co-ordinated priorities in development.

PART IV - PROPOSALS

The development of Canberra, because of the City's importance as a symbol of a country's unity, strength and character, places it in the front rank of national responsibilities.

Parliament itself should be directly responsible; not through any department whose functions extend beyond Federal Capital Territory, but through a Parliamentary Standing Committee whose sole task should be to control the development of the National Capital.

This Committee should have and exercise the authority necessary to ensure that all aspects of developmental policy, planning and design are properly considered and related before being dispersed as tasks among the various departments and sections of departments responsible for their execution.

The exercise of this authority would encroach very little if at all upon the main responsibilities of the present departments concerned with the Australian Capital Territory. Development is at present mainly carried out by the Departments of Interior (Administration) and Works (Construction). Neither Department is, by its very nature, equipped to concern itself with all those aspects of the design and development of the Capital which are so necessary if it is to fulfil its rightful destiny.

The constitution of the Committee should primarily aim to provide effective representation of national interests but, at the same time, allow representation of the departmental instrumentalities most concerned. For these reasons it is suggested that a Chairman and four members be drawn from the Senate with the Minister for Works and the Minister for the Interior, and also the Member for the Australian Capital Territory to form a Committee of eight.

The Committee should be required to take the best advice available on all matters relating to the Capital. Specialists in such subjects as regional development, town planning, civic art, architecture, surveying, sculpture, landscape and traffic engineering should be consulted as required irrespective of whether they are Commonwealth or State officers or private practitioners. In certain cases competitions might be conducted.

Initially the Committee should be required to engage at least one consultant of the highest qualifications in Civic Design, if necessary from overseas, to assist in the establishment of a policy from which the Committee and its staff could continue their

work. It should have as its principal executive a fulltime Director of Planning and Design assisted by a highly qualified technical and administrative staff.

The Director of Planning and Design would be responsible for carrying out a continuous review of the Plan in general and in detail and with his staff would form the permanent nucleus upon which the departmental and other consultants would rely for the collection of necessary information and the definition of particular problems which they may be called upon to solve.

This statement has not dealt with the many details of design and development which have been mentioned critically by witnesses before the Senate Committee. Our review of the evidence and our knowledge of the situation has brought us to the conclusion that the unsatisfactory state of Canberra's development is due primarily to present inadequacies in organisation. It is clear that control by an authority representative of the nation and acting on the best available advice is essential to achieve the best results.

This may not mean that every aspect of the Capital will be beyond criticism, but it will ensure that the finest skill and effort will be devoted to the building of the Nation's capital city.

APPENDIX "K"

Legislative powers which might be given to
a Legislative Council

A. Powers which would not be given

1. Certain Commonwealth Acts apply in the Australian Capital Territory and it is not suggested that the Legislative Council be empowered to cover any part of the relevant fields. Sections 5, 6 and 7 of the Seat of Government (Administration) Act apply the Conciliation and Arbitration Act, the Australian Industries Preservation Act, and the Secret Commissions Act, in each case deleting the limitation to inter-State transactions contained in the Act.
2. Other important Commonwealth statutes applying of their own force cover the following fields:
 - (a) Banking
 - (b) Bankruptcy
 - (c) Crimes (those special crimes covered by the (Commonwealth) Crimes Act)
 - (d) Civil Aviation
 - (e) Posts and Telegraphs (including Broadcasting)
 - (f) Customs and Excise.
3. In addition the Legislative Council would not be given legislative competence in the following fields:
 - (g) Finance - including taxation of any kind (rates, stamp duty, taxes on registrations of motor vehicles etc.)
 - (h) Land tenure and land alienation
 - (i) Public Service - including Police
 - (j) Parks and Gardens
 - (k) Roads
 - (l) Public Utilities - Buses - Water - Electric Power
 - (m) Commonwealth property and buildings.
4. The Legislative Council would have no executive or administrative functions.

B. which
Powers/might be given

5. This would still leave an impressive list of legislative functions which could be enumerated. Moreover, if it was made clear that the Governor-General was free to withhold assent in any case, there would not be any need for a reservation provision.
6. The list mentioned in paragraph 5 could include:

Administration and Probate
Adoption of Children
Animals and Birds Protection
Apiaries
Apprenticeship
Auctioneers
Bank Holidays
Building
Business Names
Cemeteries
Companies
Courts (Petty Sessions, Coroners)

APPENDIX "K" (cont)

Crimes
Dentists
Dogs
Education
Explosives
Fire
Fish Protection
Guns
Hawkers
Health
Hospitals
Inebriates
Insane Persons
Instruments (bills of sale etc.)
Liquor
Lotteries
Marriage (matrimonial causes generally)
Meat
Medical Practitioners
Mining
Moneylenders
Motor Traffic
Noxious Weeds
Plant Diseases
Poisons and Dangerous Drugs
Police Offences
Pounds
Public Baths
Registration of Births, Deaths and Marriages
Statistics (local)
Stock
Theatres and Public Halls
Timber Protection
Trading
Weights and Measures
Wild Flowers and Native Plants Protection
Workmen's Compensation

SENATE SELECT COMMITTEE ON THE DEVELOPMENT
OF CANBERRA.
EVIDENCE GIVEN.

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Ashton, W., Chairman, Commonwealth Art Advisory Board and practising painter.	11	1887 - 1914
Bailey, R.G., Solicitor, and Chairman of the Advisory Council of the Australian Capital Territory.	9 9	1578 - 1589 1641 - 1656
Brophy, J.J., Commonwealth Auditor-General.	6	1037 - 1061
Butters, Sir John, Company Director and former Chairman, Federal Capital Commission.	5	781 - 818
Campbell, Major-General I.R., Commandant, Royal Military College.	2	250 - 271
Campbell, R., Director, National Gallery of South Australia and member of the Commonwealth Art Advisory Board.	11	1887 - 1914
Chapman, Major A., Deputy Commander, Royal Engineers.	2	250 - 271
Colman, G.A., General Manager, J.B. Young Ltd.	6	948 - 970
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Curan, H.E., Painter; representing the Australian Capital Territory Trades and Labour Council.	8	1366 - 1401
Cusack, J.J., retired coach builder and garage proprietor.	6	1029 - 1036
Daley, C.S., retired, former Assistant Secretary, Department of the Interior.	4	529 - 577
Davis, E.C., Director, Timber Development Association of Australia.	8	1321 - 1342
Dickins, J.M., Geologist; representing the Australian Capital Territory Parents & Citizens' Council.	6	971 - 999
Dunbar, W., Director, Government Tourist Bureau, Canberra.	9 9	1541 - 1551 1630 - 1640
Dunk, W. E., Chairman, Public Service Board.	4	481 - 514
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Frankel, Mrs. E.M., Hon. Secretary, Canberra Art Club.	6	1000 - 1013
Fry, R. McD.; representing the Australian Capital Territory Engineering Company.	8	1475 - 1499
Garran, J.G., Farmer and grazier; representing the Canberra Repertory Society.	6	1014 - 1028
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Godfrey-Smith, Mrs. A.A., Manager-producer, Canberra Repertory Society.	6	1014 - 1028
Goodes, H.J., Assistant Secretary, Department of the Treasury.	9	1609 - 1629
Goodman, R.D., Research Scholar; representing the Australian Capital Territory Parents and Citizens' Council.	6	971 - 999
Gulson, A.L., General Manager, Gulson's Brick Company, Goulburn, and Councillor of the Australian Clay Products Association.	10	1785 - 1803
Harris, R.J.K., Architect and Town Planning Consultant; former member National Capital Planning and Development Committee.	5	741 - 780
Harrison, P.F., Senior Lecturer in Town and Country Planning, University of Sydney.	11	1840 - 1886
Herman, M.E., Architect and Town Planner.	5	850 - 889
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Jennings, A.V., Managing Director, A.V. Jennings Construction Co. Pty. Ltd.	9	1500 - 1540
Kennedy, J.B.: representing the Master Builders' Association of the Australian Capital Territory.	7	1255 - 1278
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Lowe, T.H.M., Public Servant, representing the Canberra Repertory Society.	6	1014 - 1028
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Pratt, D., Member of the Commonwealth Art Advisory Board and practising Artist.	11	1887 - 1914
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Robson, R., Foreman Painter; representing the Canberra Philharmonic Society.	7	1170 - 1173
Rogers, J.N.C., Assistant Secretary and Surveyor-General, Department of the Interior.	3 3 10	272 - 329 424 - 430 1804 - 1833
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Senate Select Committee on
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