

SENATE CANBERRA COMMITTEE.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT
OF CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra

THURSDAY, 10th February, 1955.

PRESENT:

The Chairman	(Senator McCallum)
Senator Benn	Senator Vincent
Senator Hannaford	Senator Wood
Senator Ryan	

MALCOLM JOHNSON MOIR,- Architect, c. Canberra, sworn and examined:-

THE CHAIRMAN.- I notice that you have a prepared statement. I think it would be advisable for you to read it now, and then we shall ask you questions.

MR. MOIR.- There are a few points in my statement that I may amplify as I read it. I have been asked to offer comment on the relationship of Canberra development to the original plan. I have lived in Canberra since the beginning of 1928. I am an architect by profession being a Bachelor of Architecture of the University of Sydney; a Fellow of the Royal Australian Institute of Architects, an Associate of the Royal Institute of British Architects and a member of the Australian Town Planning Institute.

I came to Canberra originally as an architect with the Federal Capital Commission and subsequently began private practice here. Since 1932 I have been associated with the company controlling the two cinemas. I am Managing Director of that company. I was for six years President of the Canberra Chamber of Commerce. I have been a member of the Parks and Gardens Advisory Committee, the Road Safety Committee, the Tourist Bureau Board and Tourist Advisory Committee, the Building and Grounds Advisory Committee of the Australian National University. I was the first President of the Canberra Area Committee of the Royal Australian Institute of Architects.

In the days of the Federal Capital Commission the Griffin plan seemed to be regarded as sacrosanct. I felt then, and still feel, that a complete overhaul and revision to bring it in line with modern traffic conditions would be desirable. I may say, in passing, that I do not think that the way of entrance to the city, as it now exists, was conceived in Griffin's time. He expected that traffic from Sydney to come in from the Queanbeyan side, and only the Melbourne traffic from the north. He had one or two ideas which, I think, modern town planning practice has discredited. One was ribbon development, and some of his main avenues were designed to carry buildings on either side of them which would, in themselves, generate a lot of traffic and probably cause bad conditions. In the days of the horse and buggy, those things did not matter so much.

I regard the plan as basically a splendid one for the site conditions of Canberra. However, any master plan must be flexible and fluid to suit changing circumstances and, from time to time should be reviewed by some very competent and experienced authority or group of authorities in the way the Washington plan has been and more recently that of Ottawa. Several cities have sought and received advice from outside experts such as Sir Patrick Abercrombie and Professor Holford. Those cities include London, Cambridge, Singapore and Johannesburg.

Since the war a large number of minor changes have been made in the Canberra plan without the prior knowledge of the local residents, and for that matter, anybody, I imagine, but the people concerned in making the changes. These seem to have related to details of planning to meet particular problems without the fullest consideration being given to the over-all plan of the city and their long range effects on it. These changes smack of expediency and do not seem to be the result of any close study of Canberra's problems.

As an average resident it seems to me that there is insufficient co-operation and understanding between the various sections of the administrative machinery. Of course, as a private citizen I don't know what is going on and perhaps I do not appreciate all the problems. I think the private citizens

For some of them at least should be kept in touch with planning and development. Some years ago the Chamber of Commerce had some liaison with the Department of the Interior but this is no longer the case. I have known instances where trees were planted where street lights were to go and other cases which demonstrate a lack of co-ordination between sections. I am sure, for instance, that the town planning section cannot be happy about the types of houses and their siting in newly developed areas. Well planned developments have been spoiled by poor houses unimaginatively placed. I cannot help feeling that Canberra's future would be brighter if all the units responsible for town planning, provision of streets and services, building and landscaping, co-ordinated their activities. This might be best brought about by the local division of the Department of Works being incorporated with the appropriate parts of the Department of the Interior as a special Canberra development Organisation. The examples of City Corporations as have been created to develop new satellite towns in England might well prove to be excellent prototypes. Such corporations could, at the appropriate future time, merge into a City Council.

A Commission of three to five experts meeting much more frequently for longer periods of time than the present National Capital Planning and Development Committee - even a full time Commission - might well be appointed. The function of this Commission would be more or less that of a city council, appointed, though, instead of elected, to settle policy, and the chiefs of the administration would then fill the roles equivalent to those of city engineer, city architect, and town clerk. It is said that too many cooks spoil the broth. But in the complexities of developing a city I think a number of well chosen heads are better than one. Changes must be kept in perspective and their repercussions recognised in advance.

I have always felt that the administering body should be able to plan well in advance - flexibly, of course, as circumstances change from year to year, but in such a way as to be independent of annual estimates and budgets.

SENATE CANBERRA COMMITTEE

The post war administrations have certainly produced action in many respects but in others the replacement of tortoise movement with that of the hare has left indelible marks on the city. Ill advised hostel construction, tardiness in stepping up the production of bricks and other materials, the adoption of poor housing designs and layouts, the elimination of West Lake from the plan, an apparent distrust of private enterprises' motives and responsibility can be cited in a general way.

Parliament has now realised its responsibility for the National Capital. Amongst people to whom I have talked in this city, the creation of this committee has caused considerable pleasure. It has been felt for many years that Parliament should have studied the city and kept a fatherly eye on its development. I am sure that there is great satisfaction that this committee has been brought into being. In the past the administration has often been powerless to do what it could have done. Encouragement of pre-planning for the post war years should have been given. This was given to Departments such as Post War Reconstruction and National Development while Canberra, the nation in microcosm, was largely ignored.

All the mistakes of the past cannot be corrected but some can and it is from Parliament that inspiration to electrify progress and funds to bring it about must spring. But continuity must be assured. Thus Ministerial control, which, by the nature of the political structure must change character with personality, must largely give way to the steady planning and realisation of a concept of a really beautiful and useful city up to the point where its residents can carry it on. There is a target size for Canberra when all the public service to come here arrives. After that, Canberra will grow as Australia grows. A ten-year plan, for example, might anticipate Australia having a population of say 12,000,000, and Canberra one of, say, 60,000 and preparations might be made for this while wiping out all the back-logs, housing shortages and the like. Then would come the time when growth would be normal for such a city and, at that time, the responsibility for it to be transferred to the people.

SENATE CANBERRA COMMITTEE

I have a few more notes which I should like to add to my statement. They refer to points that I rather skimmed over. I said I felt that Ministerial control was not the right thing. I think this is borne out by the fact that it is fairly clear that the cooperation between the various departments here, particularly Works and Interior, is not perfect, and that despite the fact one minister controls the two departments and might have been expected to produce that liaison and cooperation.

SENATE CANBERRA COMMITTEE.

Mr. Moir (Continuing). - I have said something about private enterprise possibly being able to do more to help Canberra in its developmental stages. I think that in one respect, private enterprise has been completely prevented from doing more. I refer to housing. It is often asked, "Why don't private people build houses here?". Private enterprise has to compete against the rental basis that the Government has been able to impose and which, I believe, is in the neighbourhood of 5 percent on capital cost. I think it is obvious that private enterprise would be unable to build houses to compete with such a rental, especially with interest rates so high. The only hope for private industry to do the job in Canberra is if the Government can make cheap money available so that capital will be invested.

I agree that Canberra's population density has been too low in the past but I question whether it will be satisfactorily improved by the provision of 8-storey blocks of flats and other tall buildings. I think that the type of house that has been erected in the postwar years in European countries might well have been a better guide to us than jumping from spread out cottages to highly concentrated housing units.

To sum up I say first that I should like to see a revised master plan evolved on the advice of ranking world town planning authorities and the establishment of some form of city corporation or commission to instrument the master plan. Finance should be assured for a five to ten-year plan of development as has been done for the Snow Mountain scheme. Municipal government should be achieved at an appropriate time and residents given a greater share in moulding the destiny of the city of which they have become integral parts. The local member of Parliament should have full voting rights and a voice in the law-making and general administration of this city.

THE CHAIRMAN. - I am glad that you have mentioned the matter of full voting rights. I doubt whether this committee has power to report on that matter but we shall bear it in mind.

You have said that you believe a complete

SENATOR CANBERRA COMMITTEE.

overhaul and revision of the plan is necessary for traffic reasons. Can you give some specific instances?

MR. MOIR. - I have mentioned the fact that Griffin expected the greater portion of the incoming traffic to approach the city from the south. I believe that the volume of traffic being carried by the one main entrance to the city, Northbourne Avenue, will become too heavy and that, sooner or later, other roads will have to be provided.

THE CHAIRMAN. - From the north side?

MR. MOIR. - Yes. Probably there will be one to the east of Mt Ainslie, bypassing the city, for heavy traffic, and one perhaps from the Melbourne side, skirting Black Mt. As it is, all traffic passing through has to go through the bottle-neck at Civic Centre, or, when there are two bridges - if there are to be two bridges - it will be bottle-necked into two avenues across the lake.

THE CHAIRMAN. - It is the width of the road that matters, is it not?

MR. MOIR. - Yes, but with Civic Centre planned as a commercial centre, it should not have through traffic.

THE CHAIRMAN. - The traffic could skirt Civic Centre and be directed perhaps to a four or six-lane roadway.

MR. MOIR. - I think that a two-way road might be sufficient. A 200-ft avenue should be adequate if it has relieving roads to the east and west.

THE CHAIRMAN. - But people may not use the relieving roads. For instance, in Melbourne, there are numerous bridges over the Yarra but most of the traffic seems to come to a bottle-neck at Princes Bridge.

MR. MOIR. - In this case, coming from Sydney, travellers might be encouraged by a reduced mileage to use a certain route and discourage from using Northbourne Avenue by the use of traffic-slowing media such as turn-abouts. Of course, heavy traffic, such as semi-trailers could be definitely routed away from the city area.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - With regard to the plan in relation to sit' conditions, you think that possibly could be modified? Would you reduce the number of circles?

MR. MOIR. - Yes. However, I do not think that, in the main, the plan should be touched. I feel that Griffin took advantage of the topography of the city skilfully although I believe there are places where he over-estimated the effect of the contours. Those could be ironed out in some instances. Generally speaking, however, I do not think the general conception of the city could be improved. I feel that the thing that guided Griffin was the fact that a river susceptible to flooding flowed through the valley and that therefore the land adjacent to the river could not be used for building purposes.

THE CHAIRMAN. - Griffin designed the city from maps and information given to him before he had actually seen the place?

MR. MOIR. - Yes.

THE CHAIRMAN. - You have mentioned changes that smacked of expediency. Can you give one or two examples?

MR. MOIR. - Yes. Take, for instance, the development of the Brisbane Building and Newcastle Building to the east of the present shops at Civic Centre. The general idea of zoning the shopping to the east of the main thoroughfare, Northbourne Avenue, may be very good, but I am afraid it was planned without thought of the overall development of the great area of Civic Centre and that the development will be lop-sided for many years to come. I believe that the whole thing should have been studied before one section was planned. I have read in the press certain criticisms of Lonsdale Street which I think is another example of expediency. Inability to open up other minor industrial areas in time led to the utilising of what was the old railway line reservation.

THE CHAIRMAN. - You consider that when the population of Canberra reaches about 60,000 full self-government should be accorded?

MR. MOIR. - The city will have grown up enough to carry on because the development will have reached a point where the gradual growth of the nation will call for a major operation.

THE CHAIRMAN. - You do not think that we should try to make Canberra a really big city? You think that a population of

SENATE CANBERRA COMMITTEE.
from 60,000 to 100,000 is a reasonable target?

MR. MOIR. - I think so, but of course if Australia were to become a nation of 50,000,000 or 60,000,000 people we could not control the growth of the administrative centre. Washington's population jumped enormously.

THE CHAIRMAN. - We do not need to worry whether Canberra will be a big city or not? It will be quite big enough for most purposes whatever we do?

MR. MOIR. - Yes.

THE CHAIRMAN. - The main thing is to get balanced development?

MR. MOIR. - Yes. Get the main features of the plan on the ground so that Canberra exists.

THE CHAIRMAN. - Do you consider that all architecture in the city should be modern? Is the use of period architecture belonging to the past permissible at all?

MR. MOIR. - That becomes a matter of taste. I was associated from 1941 to 1950 with the building of the American Embassy buildings. They are in a period style but to follow a period style slavishly is often uneconomical and illogical because methods of construction that were the limits of man's knowledge in the past have been passed now and much of the craftsmanship that went into buildings in period styles is no longer available to us. At the American Embassy we had the greatest difficulty in getting craftsmen to do work that was essential to carry on the spirit of the job. I am at present involved in a somewhat similar problem in a building for the South African Government which desires a structure in the Cape Dutch style. I do not think there is anything seriously wrong with it but I think it is a bad principle to ape a past style if you can do a job more efficiently in a simpler fashion.

THE CHAIRMAN. - The American Embassy is one of the buildings in Canberra that I happen to like very much. What is the general reaction of Canberra people to it?

MR. MOIR. - I think it is generally admired.

THE CHAIRMAN. - I think it is the most striking building in Canberra.

MR. MOIR. - It is the most beautifully finished building in Canberra. There is some very good craftsmanship in it.

THE CHAIRMAN. - Apart from that, would it be possible to introduce into a modern building, using all modern methods, something of the spirit and feeling of a former age?

MR. MOIR. - Whilst I hesitate to speak again of my own work I believe that in doing so at least I am not criticising the work of others. I am doing a job at present for the Dutch Government. We are trying to achieve some Dutch feeling in it without altogether aping the work of Holland. We are using materials as close as possible to those that would be used in Holland. For instance, we are importing such things as ceramics which are characteristically Dutch. The building will smack of Holland but it will not be aping Dutch styles.

THE CHAIRMAN. - I hope that all the embassies will do that. I understand that quite a number of them want to do it. In what way do you think that the National Capital Planning and Development Committee has fallen short?

MR. MOIR. - I do not think it has met often enough or for long enough. I understand that frequently it has not got through its agenda. In other words, it has not had time to investigate things on its own account. It has just dealt with problems put to it by the Government and when it has finished its couple of days meeting it has passed on.

THE CHAIRMAN. - But the members of the committee are competent and conscientious? There is Mr. Waterhouse, for instance.

MR. MOIR. - Yes. I have a high opinion of Mr. Waterhouse.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN . - We are thinking of things like the Fine Arts Commission of the United States, for instance. Do you think that some such body as that should have the final voice on any public buildings in Canberra?

MR. MOIR . - I think that would be a very good idea, but I feel that it is the little bread and butter jobs around Canberra, the Lonsdale Streets, that want to be watched. That is why I should like to see a body that scrutinised everything. It is invidious for one man, no matter how competent he is, - say the City architect - to have to sit in judgment on scores of buildings ^{by different architects} and to say, "I do not like your work, but I do like yours." If there is a sort of jury of competent people, they can probably criticise without making it a personal affair. If the National Planning Committee had dealt with all the buildings I think it would have been adequate, but it could not have done so in the time it had to meet.

THE CHAIRMAN . - Would you have a body that could design any type of building - a cottage, public building and so on?

MR. MOIR . - Yes, but it must be catholic in its taste. One ^{member} ~~body~~ might like modern and another traditional, and there is nothing to say that each is completely right.

THE CHAIRMAN . - You might be good enough to give us your opinion of a few of the buildings we have all seen. What do you think of the eight storey flats?

MR. MOIR . - I think they are not a very good idea. I am sure the cost per square foot of the building will be considerably higher, and there is the constant maintenance item of running lifts, which must be added to rentals. I think that a building of that height, just poked up in the landscape anywhere, is a pity. If buildings of that style were erected in Canberra to accent the city's form, I think it would be very desirable, but not one over at Braddon and another at O'Connor, without any rhyme or reason.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN . - I think that St. John's is a very fine historic building and that it really ought to have a rustic atmosphere. It should have plenty of ground. They have put ~~some~~ wood and brick flats near it. What do you think of the construction of those flats? Their appearance and their location?

MR. MOIR . - I do not admire them. I do not think it was a very wise choice of construction method. I doubt whether their proximity to the Church is very serious. It is probably a pity, but I think if the present Rectory could be removed to the grounds up on the other side it would be a big advantage in the future. I do not think the presence of houses so close need matter.

THE CHAIRMAN . - What distance away are they?

MR. MOIR . - I should say they would be 200 yards away from the Church property. There is a graveyard in between.

THE CHAIRMAN . - I always think it is a special place because it is an old country Church that was built when this was a country area.

MR. MOIR . - Not much sympathy has been given to those things in the local administration. We saw the old building where the Police Station is pulled down to make way for something else, and now Glebe House has been pulled down. We wanted the administration to spare that building, and if not the building, to spare a little grove of elms around it. The elms have not been pulled down yet, but the building has been, and the bricks are being used for another building. It was a historical spot that might have become ^{the} home of a body such as the British Medical Association or the Institute of Architects. It would have cost very little money to do it up.

THE CHAIRMAN . - I feel that perhaps antiquarianism can be carried a bit too far, nevertheless, I always regretted the pulling down of old Scots Church in Sydney, because it was a very fine place.

MR. MOIR . - I think that the country can stand a few Burdekin Houses.

THE CHAIRMAN . - You referred to obtaining the services of a

world-wide planning authority. Is Sir Patrick Abercrombie still alive ?

MR. MOIR . - Yes. He is getting on in years. I should say he is about 70 odd now.

THE CHAIRMAN . - Would you bring a man from abroad, or do you think we might have suitable people in Sydney?

MR. MOIR . - I am sure we have competent people here, but someone with a clear mind on the subject might be better. Ottawa got a Frenchman by the name of Gruber, or something like that, who spent only six months or so there.

THE CHAIRMAN . - And India did the same?

MR. MOIR . - In designing the new capital of Punjab they had Chandigarh, Coleridge from France, and his brother, and Maxwell Fry and ^{James} Drew from England, and they made a sort of composite group of world figures. I spoke to some friends of mine who saw it recently, and they say it is a very beautiful place. I do not know a great deal about it myself. Professor Holford, of course, is a younger man. He was associated, I think, with Abercrombie on the London Plan.

THE CHAIRMAN . - There may be some slight difference of opinion on the Committee about the various divisions between private and public enterprise, but I think we all agree that both are necessary. I had the impression that private enterprise in Canberra was a bit more lethargic than in some parts of the Commonwealth. What is the reason for that ?

MR. MOIR . - I think that is quite correct. It has been somewhat ^{discouraged} ~~discouraged~~ by the fact that there has been no room for expansion until the last two or three years. Since before the War no land ^{had} ~~has~~ become available for shop expansion. I daresay shop people tended to become stuck in the mud because they could neither expand themselves nor was there competition coming in to spur them on. In the last few years, of course, we have had some land made available, and the next eighteen months should see

SENATOR CANBERRA COMMITTEE.

a very considerable brightening up of shopping facilities and in the whole spirit of the place. The private business man here has felt so frustrated over the years because of his inability to get anywhere with administrations, past, present, and probably future, that he has not become a good civic figure. For instance, when we have tried to organise things in this place - say a Carnival for the Spastic Centre - instead of 200 business people throwing their weight into it, perhaps 20 would do all the work. That is an unfortunate thing, but it has been largely inculcated in the people by the knowledge that they have no say in their own affairs.

THE CHAIRMAN . - Do you think that encouraging private enterprise is not a question of spending more Government money but rather giving them more freedom and more opportunity to express themselves?

MR. MOIR . - Yes.. Citing a personal example again; some years ago when Senator Collings was Minister for the Interior, he granted a company of which I am Managing-Director a site for another theatre, next to the Civic Theatre. Building permits existed at that time and we were not able to start to build. In 1951, the re-planning of the area called for the resumption of that block to make a street, and until last November, I think it was, we did not get a replacement block. In all those ensuing years we were ready to go into the question of building an extra Theatre here, but we were frustrated from 1951 to 1954. We are just starting on the process now. Canberra is under-seated in Theatre accommodation. We would have had a building open two years ago if we had been given the opportunity.

SENATOR VINCENT . - The report that you have tabled states that the master plan in relation to Canberra must be flexible and fluid to suit changing circumstances and from time to time should be reviewed by some competent authority. I take it by that statement you do not mean that there should be any great changes in the plan?

MR. MOIR . - Not necessarily, no.

SENATOR VINCENT . - Would I be right in saying that one of the
C.4. 229 MR. MOIR.

SENATE CANBERRA COMMITTEE.

main characteristics of Canberra, to a layman, is the parklike or pastoral effect that one gets when viewing the City as a whole ?

MR. MOIR . - Yes, a garden city idea.

SENATOR VINCENT . - Do you approve of that characteristic?

MR. MOIR . - I think it can be carried too far. For one thing the maintenance bill that future administrations will have to meet will be out of all reason. Although there are many trees here, there are very few parks, very few places for people to go for recreation. From the point of view of posterity's pocket, I would like to see some of the planting reduced. As we need wider roads it will sometimes mean robbing the plantation at the side of the road to widen the ~~main~~ *passage*.

SENATOR VINCENT . - Would you agree with me if I suggested that this pastoral characteristic is due to an attempt to make this a typically Australian City?

MR. MOIR . - I would not go so far as to say that. There is no other city in Australia like it, so I do not think it is typically Australian.

SENATOR VINCENT . - There are certain Australian sentiments that we are endeavouring to exploit and foster here?

MR. MOIR . - Yes. The garden city idea, forty or fifty years ago, was the ideal for city development and was exemplified in England at places such as Port Sunlight and Bournemouth . It has proved to be a little uneconomic, and the idea has been modified in other places.

SENATOR VINCENT . - How would you measure the economics of a Federal Capital?

MR. MOIR . - That is a very difficult question. What is the responsibility of the Government to the seat of Government?

SENATOR VINCENT . - When you say it is uneconomic, I suppose you measure that by the volume of objection to the public money spent on it, or something like that?

MR. MOIR . - No. When I say it is uneconomic, I mean that

if the people of this place were rated as they possibly should be they would be paying enormous rates, but the Government is carrying as its own responsibility a lot of the cost of roads and services.

SENATOR VINCENT . - Do you agree that we should attempt to persevere with this pastoral atmosphere in proceeding with the development of Canberra?

MR. MOIR . - Yes, but in a modified form. There are quite a lot of streets where there is plenty of lawn and trees. The maintenance of those lawns must be enormous. I do not think we will be able to provide the water to keep them alive in the future. If roadways are widened, as traffic probably will dictate, we will only have a fringe of plantation which is a much more feasible thing to maintain. You will still have your trees and a lot of beauty but not such a parklike atmosphere.

SENATOR VINCENT . - Do you think it would be possible to preserve that atmosphere. We had a witness here yesterday who doubted whether it could be continued indefinitely.

MR. MOIR . - In the past we have discussed in the Parks and Gardens Committee ways of planting streets which would allow the plantations to be reduced. For instance you can plant trees on the hedgeline of the private allotment, which means that you do not have to devote street space to the planting. There are narrow streets in Canberra where the track will take only two vehicles side by side or passing one another, and there is a plantation with trees in the middle of it. If those trees had been planted on the hedgeline you would have achieved the same effect and the street could have been narrower overall or the roadway wider. Then there is the possibility with certain types of streets of planting down the middle and having one row of trees instead of two, which is common here.

CANBERRA SENATE COMMITTEE.

There are quite a number of different ways of treating streets. In Los Angeles they plant ivy to ^{as} ~~the~~ ^{cover} ground level. It needs no cutting or watering. They have to clean it of rubbish, but that is one way of getting green foliage and the fresh look of a planted street without high costs.

THE CHAIRMAN.- The trees do not need watering?

MR. MOIR.- No, not when they are established, but sometimes the wrong trees are planted. In one or two streets, Camdon box trees were planted. When the roots reached down 20 or 30 ft. the trees died because they could not get ^{enough} water ^{for their needs} ~~at that depth~~.

SENATOR VINCENT.- Subject to modifications, we should endeavour to preserve the garden-like aspect of Canberra?

MR. MOIR.- Yes, I think it is probably an improvement in some of the new suburbs, particularly the type of buildings is considered.

THE CHAIRMAN.- Are the trees designed to hide the buildings or to beautify the city?

MR. MOIR.- They should not be there to hide the buildings, but they have that value.

SENATOR VINCENT.- Would you agree that the eight-storey flats will tend unduly to emphasise those buildings to the detriment of some of the more important public buildings?

MR. MOIR.- I thoroughly agree with that suggestion. Definitely they will be detrimental.

SENATOR VINCENT.- Do you agree that the erection of tall buildings that are not public buildings would tend to get away from the pastoral atmosphere that has been created in Canberra?

MR. MOIR.- No. If they are properly situated, tall buildings would not detract from the general appearance of the city, but they must be skilfully placed. On the main avenues, where bigger trees are planted, tall buildings would be appropriate. However, many aspects of tree planting have not been watched. Big trees have been put in narrow streets and little trees have been planted in wide streets.

SENATOR VINCENT.- Do you agree that the person who planned the trees did a great job for Canberra?

MR. MOIR.- Yes, very good.

SENATOR VINCENT.- The Committee has been told about the north-south axis. Do you believe that the main traffic bridge in due course, having regard to the flow of traffic from north to south and the probability that other bridges might be planned, would tend to create a bottleneck along that axis?

MR. MOIR.- It could, not on its own account because the bridge could be made wide enough to carry the traffic, but in relation to the roads leading to the bridge. That is why I mentioned that one of the most important things in our planning might be the methods of routing traffic around those two major bridges.

SENATOR VINCENT.- There is a danger that a bottleneck could arise there?

MR. MOIR.- It could. Specifically, there is one modification in the plan that should be given consideration. Constitution Avenue, instead of finishing as it does ~~in~~ the Griffin plan, should be swung round to ^{the} ~~fit~~ into the bridge more directly. That would make a difference in routing traffic from the north-east over Commonwealth Bridge to the south-west. However, those are things that any competent planner would see now if he had freedom to make a modification. It would not involve a great deal of work. The roads concerned are only partly made, and there are no buildings along them. Now is the time to do that work.

SENATOR VINCENT.- Do you think that it would be advisable to construct roundabouts at important crossings?

MR. MOIR.- I believe that they are very valuable, but not necessarily at major central points. I advocated a roundabout at the intersection of Ipima Street and Northbourne Avenue about seven years ago. That would have obviated traffic problems there and the flashing lights that are now installed at that point. There are some bad intersections in Canberra, because of obstructions and for various ^{other} reasons. There is a roundabout at the Hotel Canberra.

I think that roundabouts are useful where a road crosses a major road. They are being installed in such places in England, but opinions on roundabouts are mixed. They slow down traffic.

SENATOR VINCENT.- You have suggested that Canberra could be best developed by the creation of a developmental organisation. Do you mean one central body?

MR. MOIR.- Yes.

SENATOR VINCENT.- Responsible for all aspects of building and development?

MR. MOIR.- Yes, similar in effect to the Snowy Mountains Authority.

SENATOR VINCENT.- Could not the existing Capital Planning and Development Committee be charged with that responsibility?

MR. MOIR.- I think so if the members were in a position to give enough time to the work.

SENATOR VINCENT.- Do you think it would be a full time job?

MR. MOIR.- Very close to it. Certainly it would not be a job that could be done in two days each month.

THE CHAIRMAN.- You have said that the present organisation could not complete its agenda.

MR. MOIR.- That is my information. I have had matters put off for two or three months.

SENATOR VINCENT.- You have suggested that one method of overcoming the difficulty with private building would be the provision of cheap money by the Government. Can you expand on that suggestion?

MR. MOIR.- Perhaps I am not too clear about it myself. I meant that as the Government borrows money at a low rate of interest, if it wants to see some impetus given to development in Canberra by private enterprise it should lend money at a low rate because of the competition of its own low rentals.

SENATOR VINCENT.- You mean that the Government should lend money to a person who wants to build a house at a low rate of interest?

MR. MOIR.- Yes, but I believe that the Government could adopt the method that is used in America under the Federal Housing

CANBERRA SENATE COMMITTEE.

Authority. The Government merely guarantees loans from lending bodies, such as insurance companies to reputable private groups. The Government does not actually lend the money but it guarantees the loans. It is done in the States in Australia ⁱⁿ ~~by~~ building societies which receive money from insurance companies under Government guarantee. In the Federal field, the Commonwealth Government should do that.

SENATOR VINCENT.- Do you consider that Canberra is adequately provided with theatres?

MR. MOIR.- No, at present it is under seated.

SENATOR VINCENT.- How many more theatres do you suggest?

MR. MOIR.- Usually it is considered that there should be a theatre seat available for one in ten or one in twelve of the population. There are 30,000 people in Canberra, and we have only 2,000 theatre seats. We are about to start to build a new theatre with 1,000 seats. That will strike a desirable ratio when it is finished if the population does not grow too much in the meantime.

SENATOR VINCENT.- For how long have you been trying to get this theatre built?

MR. MOIR.- We obtained the first site just after the war, but building controls prevented us from starting. Then the site was resumed early in 1951. It was only late last year that we were allotted a substitute piece of land.

SENATOR VINCENT.- Can you tell us why it took so long?

MR. MOIR.- No, I cannot say why.

SENATOR VINCENT.- It was not a delay on your part?

MR. MOIR.- I kept urging the authorities to grant a piece of land.

SENATOR VINCENT.- How long did it take before they granted the land?

MR. MOIR.- I could not say. The Minister for the Interior made a statement in November, and I took exception to what he said. I went to see him. He said he would look into the matter. About three weeks later I received a letter granting us the land. I did not go to ask why there had been a change in their views, but I imagine that he

looked into it and saw that our request was reasonable.

SENATOR VINCENT.- Can you give us an idea how long it took from first to last?

MR. MOIR.- We received a letter from the Government in 1951 stating that another piece of land would be made available to us. We got a piece of land in November 1954.

SENATOR VINCENT.- It took exactly three years to get the land?

MR. MOIR.- Yes.

SENATOR VINCENT.- Was your company at all times willing and able to proceed with the construction of a new theatre?

MR. MOIR.- Yes, I was constantly approaching the Administration to grant us a piece of land.

SENATOR VINCENT.- Have you any news on the desirability of establishing secondary industries in Canberra?

MR. MOIR.- I think that industries that serve the city as it grows should be established here. Industries for the manufacture of fibrous plaster, steel fabrication and concrete pipes are already here, but scores of others could assist and cheapen the development of the city. I think it is important that outlets for employment should be provided for the children of Canberra so that they could take up other work outside the public service.

SENATOR VINCENT.- Apart from those mentioned would you advocate a policy on the part of the Government to encourage additional secondary industries?

MR. MOIR.- No, so long as the industries that were established gave enough outlet for the youth of Canberra.

SENATOR VINCENT.- You would not advocate this city gradually developing into a fairly large manufacturing centre?

MR. MOIR.- I hope it never will. It is a cultural and educational centre and I do not think it should become a manufacturing city.

SENATOR VINCENT.- Can you tell us why it takes so long to build a building in Canberra?

MR. MOIR.- I do not know that it takes much longer than it does elsewhere in Australia except that we have had serious

CALIFORNIA DEWANE COMMITTEE.

shortages of bricks, aggregate for concrete, cement and steel. Those shortages still arise periodically. Yesterday I could not buy 3/8ths reinforcing steel. A few weeks ago there was no cement. Now and again the machinery at the gravel quarry breaks down, or there is a diversion of material to special jobs and blue-metal cannot be obtained for weeks. Those difficulties are probably more noticeable here than in Sydney although they exist there too. Since the war building takes a long time.

SENATE CANBERRA COMMITTEE

SENATOR VINCENT.- Is the private contractor in Canberra subjected to any bottlenecks by the Government in regard to the acquisition of materials?

MR. MOIR.- Yes, in relation to those two items that I mentioned, particularly brick, which is in very poor supply. A priority is given to housing and some types of government construction, but the private builder has to take his quota, which is quite inadequate to keep his bricklayers going.

SENATOR VINCENT.- Do you mean that the private contractor has to take second place after the government contractor?

MR. MOIR.- Not to the government contractor, but to that type of job. I do not say that they would give preference to an unimportant government job, but housing and schools do get a priority.

SENATOR VINCENT.- Is there anything to prevent the private contractor from ordering his materials direct from Sydney?

MR. MOIR.- No, except the cost. A lot of bricks are brought from Bowral. They cost approximately £7 a thousand more on the site, so, unless the private investor is prepared to face up to that extra cost, he must ~~get~~ ^{await} the local bricks. Sometimes they take some of each. It is a question as to whether it is more economical to pay a lot of money and to get the bricks very quickly, or to wait and get the cheaper local bricks.

SENATOR VINCENT.- Do you think that the large administrative block that is now being built is taking an unduly long time to finish?

MR. MOIR.- It seems to me to be taking a long time. It has been re-planned and altered so often that I really cannot offer an opinion as to whether the time is reasonable, but it does seem to have taken a very long time.

SENATOR RYAN.- You stated that you were a member of the Parks and Gardens Advisory Committee, which is one of the many bodies with which you were connected. I presume that you have had a few years service on that committee?

MR. MOIR.- Yes. It has fallen into disuse. It has not been abolished, but it has not been encouraged. For many years, when Mr.

SENATE CANBERRA COMMITTEE

Lane Poole was Inspector-General of Forests, it met regularly in an honorary capacity and advised on the planting of the streets. The very early planting was done by a Mr. Weston, who was seized with the necessity of covering the paddocks in the valley very quickly, and he planted rather thickly. The stage was reached at which they had to be thinned out, and everybody wrote letters to the press criticising the vandalism of removing trees. The trouble was that they had planted them so closely that they were not getting a proper chance to develop. The committee was brought into being as a sort of back-stop to the Superintendent. It also advised on the planting of new areas. For instance, it evolved the idea of planting all the main avenues that were named after capital cities with eucalypt which was characteristic of the State. It was a sensible idea, which may not have been a very good one, but it resulted in bigger trees being planted in the main avenues. I mentioned that point before. Those responsible had been inclined to place trees like Chinese elms in Commonwealth Avenue, which seemed rather inappropriate. They are very beautiful trees in themselves, but they are more suitable for narrow streets.

SENATOR RYAN.- During the time that you were a member of the committee, did you consider the establishment of a national park or public reservation, or public domain, adjacent to the city for the convenience of the residents of Canberra?

MR. MOIR.- We gave a lot of time to the establishment of the botanical gardens, which are beyond the National University and at the foot of Black Mountain. Some consideration was given to a zoological park beyond the forestry school on a peninsula in a bend of the river, and to various other small parks, and the planting of small squares in the residential areas. There are pocket handkerchief squares around which have been erected houses. One of our ideas was to plant an area near the Hotel Kuorojong as an autumn and a spring park, with all the flowering trees in one area and all the coloured foliage trees in the other area. That idea was not taken up. Instead, an aluminium telephone exchange has been built there. That is land that we could have turned into a very beautiful

SENATE CANBERRA COMMITTEE

park and a great tourist attraction, but it has been ruined by that building.

SENATOR RYAN.- I had in mind the establishment of a national park that would meet the requirements of Canberra. We have one on a smaller scale at the Cotter river, but it is so far out of Canberra that many of the residents of the city are denied the opportunity of participating in the facilities that are provided. Did your committee consider, at any time, whether a similar reservation could be provided in Canberra itself?

MR. MOIR.- We looked at the area which is adjacent to Commonwealth Bridge and along the shores of the future lake, and behind the Roman Catholic Cathedral, which is now known as Central Park. The Institute of Architects suggested that it should be called Griffin Park, because it that is where there should be some memorial in this city to the man who designed it. We looked at that area many years ago with a view to providing a site for the establishment of a kiosk or perhaps a restaurant with a dance floor overlooking the lake, and children's wading pools and various other facilities that would make it a family picnic ground. However, it would not be large enough to serve the whole city. The Committee looked at other sites also. There has been no dedication of parks. The land has been converted temporarily to park land, but at any time the Government may take it over and sub-divide it for housing.

THE CHAIRMAN.- Do you recommend that definite areas should be dedicated as parks, never to be used for any other purpose?

MR. MOIR.- Yes.

SENATOR RYAN.- The need for providing parks and reservations was incorporated, to a degree, in the original charter. Possibly, you would agree that the establishment of such reservations should be an inalienable right?

MR. MOIR.- There are several parks in Canberra. At the top of Melbourne Avenue, at the foot of Red Hill, there is one called Latrobe Park, but it has never been developed as a park. It is just a barren paddock in which people dump rubbish. There is another one near the end of Hobart Avenue called Collins Park,
W. J.

SENATE CANBERRA COMMITTEE.

which is surrounded by Tasmania Circle. That has been planted with a number of pine trees, but it does not constitute a park in the sense that people would ever want to go into it. It is just a thickening of trees. Probably they are not dedicated parks, but so far nobody has suggested using them for any other purpose.

SENATOR RYAN.- When the need arises in the course of time, they may be available for this purpose.

MR. MOIR.- If we had the equivalent of Hyde Park and Centennial Park in Sydney, and the parks that are in Melbourne, it would be much better. They should be permanent parks, and not built on with telephone exchanges or any other building as an expediency.

SENATOR RYAN.- Do you think it is possible that such a park could be established in, say, the Molonglo basin, which could extend down into the Molonglo valley?

MR. MOIR.- Certainly. If a little development were done, I am sure that private enterprise would be happy to provide a restaurant or something in the nature of a nightclub. I do not suggest a cabaret, which would be very noisy, but some place at which people could obtain a meal or refreshments. The man who owns the kiosk at the Cotter River has done all right, and a similar type of man would establish one in the city if he were given the opportunity. Of course, there would need to be some development of the area by the Government. That is where a park trust might be established, as has been established in other places.

SENATOR RYAN.- Such a reservation in the Molonglo valley would be subject to inundation in the event of flood.

MR. MOIR.- It would not come down below flood level. There is plenty of land above flood level.

SENATOR RYAN.- Then there would be an engineering question in relation to the control of the flood.

MR. MOIR.- It might be more expensive to control it effectively than it would be to have the lakes. In the latter case, you would have the lakes with a lake shore.

SENATOR RYAN.- Do you know of any specific reason why the basin schemes have not been implemented?

SENATE CANALS COMMITTEE

MR. MOIR.- I do not know of any reason other than that it would involve the expenditure of a certain amount of money, and I think that successive governments have thought that their maybe criticism of spending money in Canberra on something that was in no way reproductive.

SENATOR RYAN.- In what way would it be necessary to have large expenditure?

MR. MOIR.- I do not think the expenditure would be as great as probably they have imagined. I think it is only a question of building a couple of weirs and of having the lakes after the first flood. Some engineers have offered contrary opinions, but a report was submitted recently which suggests, I understand, that the lakes could be flooded without any fear of subsequent evaporation making them unpleasant after a dry season.

SENATOR RYAN.- Quite adjacent to the main we could have a reservation for public purposes?

MR. MOIR.- Yes.

SENATOR HANNAFORD.- You stated that you were a member of the Tourist Bureau Board and the Tourist Advisory Committee. Is there close liaison between those two bodies?

MR. MOIR.- One succeeded the other. Until a few years ago, the Tourist Bureau was controlled jointly by the Chamber of Commerce and the Department of the Interior. As it grew, the financial contribution of the Department of the Interior became so overwhelmingly great that it took over the thing completely and put the Director on the payroll of the Department of the Interior. They abolished the board and set up the Advisory Committee, and I went automatically from one to the other because at that time I was President of the Chamber of Commerce and was representing that body. After six years as President of the Chamber of Commerce, I withdrew from that board.

SENATOR HANNAFORD.- You must be familiar with the advantages of having a live tourist organisation in Canberra.

MR. MOIR.- Yes.

SENATOR HANNAFORD.- Do you think the present position

SENATE CANBERRA COMMITTEE

is sufficiently exploited? I ask that question, because I am dismayed at the few people who seem to be visiting Canberra at the present time, which, after all, is a holiday period.

SENATE CANBERRA COMMITTEE.

MR. MOIR - It is my impression that since the Department of the Interior took the Tourist Bureau over, its activities have become somewhat circumscribed. It may be due to a reduction of money spent on literature for distribution to encourage people to come here, or it may be due to staffing. I do not know. But it is my impression that they had not shown the initiative as a bureau which existed in the earlier stages when it was a small thing, and when a lot of members of the Chamber of Commerce assisted the director day by day in doing his job.

SENATOR HANNAFORD. - You think that the position could be considerably improved?

MR. MOIR. - There is just something like the Government stroko about it now. It was a live body once, and it is my impression now that it is like a lot of State tourist bureaus ...

SENATOR HANNAFORD. - Do you think that the New South Wales Tourist Bureau would not co-operate, or facilitate the development of tourist attractions here?

MR. MOIR. - It does not encourage tourists to come to Canberra, I think. I do not think that much is done in the States to encourage tourist traffic to come here. There is a body consisting of representatives of State tourist bureaus which meets every year and until at least the last couple of years they have never invited the representative from Canberra to their Australia-wide deliberations. Canberra was out on the fringe of things.

SENATOR HANNAFORD. - You mentioned in your statement that since the war, a large number of minor changes had been made in the Canberra plan without the prior knowledge of the local residents. We were given to understand by Mr. McLaren that before any modification of the Griffin plan was contemplated, there was a certain procedure which went through the House and that we, as senators or members of Parliament, should have been sufficiently informed on the subject. Judging from your remark here, there is very little publicity given to any change or modification of the original plan that takes place from time to time.

SENATE CANBERRA COMMITTEE

MR. MOIR. - In my own case, none whatsoever. The classic example is the removal of West Lake from the city plan. I think I am as much in touch with things here as most people, and I had no idea that they had removed it from the plan until I saw some reference to it in the report of an Advisory Council meeting, when they referred to a ribbon of water. I found it had been gazetted some time before. I do not read the Government Gazette, and I did not know about it. The plan ~~was~~ ^{allowed} a dotted line taking the place of a black line, which was sufficient to wipe that ^{Lake} ~~out~~ of the whole conception of Canberra.

SENATOR HANNAFORD. - I take it, then, that it does not fit in with your own ideas on the subject, that is, the substitution for West Lake by a ribbon of water.

MR. MOIR. - No, I think that is the greatest of pities, because I think that West Lake was the one beautiful natural lake with the high Black Mountain coming down to the water's edge. The lake would be big enough for rowing races. In West Lake you could get a measured mile in two directions across it. The centre basins, when crossed with bridges, will only be nice big ornamental pools, if you like. You will be able to go out on them in canoes or may be in skiffs but if you wanted to sail a boat, West Lake was the place where you would have had the opportunity to do so. That would have meant a beautiful place for people to take their children for picnics around the shores, and people would have been able to swim in it because it would have been pretty safe, and shallow. One of the criticisms was that it would have been too shallow. The area contains good alluvial soil and a lot of it would have been bulldozed out to deepen the lake, and the soil used for gardens and lands elsewhere in the city. It would not have been a costly job. But to change the plan in that way, without giving any publicity to it, is a great pity. It makes the public feel resentful. They like to feel that this city in which they live is going along in a way that enables them to keep their finger on the pulse of things. You cannot help feeling resentful when things are changed in a

SENATE CANBERRA COMMITTEE.

dictatorial fashion without any very good reason being advanced for them. As many experts say that West Lake was feasible as said that it was not feasible. I tend to believe the people who say that it is feasible. I have talked to men here in Canberra who were here in the very early days and collected a lot of data on rainfall, riverflow and evaporation, and I know their views. I am not an expert who can stand up and give figures on this matter.

SENATOR HANNAFORD. - You agree with the idea of a previous witness that a ribbon of water, as proposed to be substituted for the West Lake, will be at times inadequate to control the spread of flood waters and that whether there is a lake or a ribbon of water, excess water will flow out on to the racecourse in any event.

MR. MOIR. - Frankly, I do not understand the ribbon of water. If it is to be kept full of water all the time, it means another weir, and it becomes a little lake. As to whether it will control the flood waters I cannot say; but it does not seem likely that it would.

SENATOR HANNAFORD. - Without extensive levee-ing?

MR. MOIR. - Yes. And it would have to be kept full of water, or it would be a horrible concrete drain.

SENATOR HANNAFORD. - That particular aspect is a valuable point. There is another matter. You mentioned sky-line buildings. I am inclined to agree with the idea that comparatively isolated sky-line buildings will be incongruous. I am thinking of the city of Adelaide at the present time, although I do not want to hold that up as an example to the rest of Australia, but from a vantage point in a distance, the buildings in the centre of the city look quite imposing. Do you not think that the Administration Building and Parliament House in Canberra could be modelled on similar lines with advantage to the beauty of Canberra? I am inclined to disagree with people regarding the low flat square buildings that seem to predominate here at the present time.

MR. MOIR. - I thoroughly agree that the landscape calls for high buildings and I think that in focal points such as Civic Centre and the parliamentary triangle, they would be of considerable advantage. I think the buildings on the whole are too low, but I

SENATE CANBERRA COMMITTEE.

object to one 8-storey block of flats in a position which emphasizes a part of Canberra which is of no particular importance. For instance, we are on the centre axis of Canberra now. There is Capitol Hill between and beyond it Melbourne Avenue. You have no feeling that anything is going to happen beyond that hill but if you had tall buildings to emphasize Melbourne Avenue which you could see over Capitol Hill there would be some reason. That would pin the plan on the ground, as it were. You would feel the axis running through, but as it is now, the only ^{tall} building I know of that they contemplate is a building off any axial line just out in a paddock and it will make every other building look small.

SENATOR HANNAFORD. - And that has been decided on and will be carried out? Has any protest been made by a body of architects with which you are associated to the authorities?

MR. MOIR. - We have criticised it, but we have long since given up putting up a case because it is not taken notice of. We have put a lot of time in on the question of old Glebe House, which was demolished. If we could not get to first base on a matter like that, it is not much good us fighting them on a matter of policy, ^{as} whether or not they build 8-storey flats. We are only pushing our heads against a brick wall. But we have criticised it. I do not know whether or not it is going on, but I understand it is.

SENATOR VINCENT. - It is.

MR. MOIR. - They have not called tenders for it yet.

SENATOR HANNAFORD. - In your statement, you mentioned satellite towns. One witness yesterday rather deprecated the idea of terming them satellite towns. You said in your statement, "The examples of City Corporations as have been created to develop new satellite towns in England might well prove to be excellent prototypes". I do not understand how your application of satellite towns to this particular question is made.

MR. MOIR. - I probably did not make myself clear. Various new towns in England are being developed for the Government by a corporation. A corporation is headed by prominent people like Sir
F4.

SENATE CANBERRA COMMITTEE.

Thomas Bennett in different cities and they are a good idea, which could probably be adapted for the control of Canberra. That was all I meant.

SENATOR HANNAFORD. - That clears up the position for me. You have referred to private enterprise. Do you see a revival of private enterprise in regard to building in Canberra? I put that question mainly because of the fact that in our travels around Canberra we see examples of rather better architecture in some of the newer areas than can be seen in the mass-produced houses. Are those buildings erected by private enterprise or by the Government?

MR. MOIR. - It is hard to say to which buildings you refer. In the suburb of Deakin, for instance -

SENATOR HANNAFORD - I am referring to Deakin.

MR. MOIR. - Practically all the houses there are being built by private architects and private builders for private people. Owing to the difficulty of finance, there are not as many houses going on as might have been in progress. The reason why there is such a rush of building at the moment is that it is only in the last two or three years that there has been any land available. Although we had thousands of acres around us, land has not been available for leasing. They have had several auctions of housing blocks and commercial blocks at Civic Centre and Kingston and more recently industrial blocks at Molonglo, and people are taking them up, showing that they were land hungry. But for many years, you could not get a piece of land here to build anything on.

SENATOR HANNAFORD. - I suppose building restrictions as to the number of squares militated against building.

MR. MOIR. - Those restrictions applied immediately after the war. The controls have gradually been relaxed and removed.

SENATOR HANNAFORD. - Would you say there has been an adverse effect on private building because of a certain amount of spoon-feeding of residents of Canberra by the Government? There has not been so great an incentive for people to launch out on their own as there has been in other parts of Australia?

SENATE CANBERRA COMMITTEE.

MR. MOIR . - That is probably true. With costs high here and Government loans limited to £2,000 it is very hard for people to build houses. Costs are probably lower in the other cities and there are lending agencies other than the Commonwealth Government. I believe that land hunger has been a more important factor than anything else. The reason, I understand, for the non-availability of land for sub-division is that the services could not be provided.

SENATOR HANNAFORD . - Do you agree that there has been a certain lack of incentive on the part of residents because there has been a certain amount of spoon feeding?

MR. MOIR . - I suppose that is true. Comparatively good houses have been available from the Government at reasonable rental but I think that many more people would have attempted to build if they could have got land.

SENATOR WOOD . - As an architect and a town planner do you think that the design of a town should be simple so that people can find their way around easily, or that it should be complicated so that people will lose their way readily?

MR. MOIR . - Simplicity is desirable of course.

SENATOR WOOD . - Would you call the present plan of Canberra simple for newcomers to find their way?

MR. MOIR . - At present it is difficult for people to find their way around Canberra but when the plan of which members of this Committee have a copy is fully developed I do not think it will be any more difficult to find one's way around Canberra than it is to find one's way around Sydney for instance, at a comparable distance. There are diagonal direct routes in a plan of this kind that do not occur in the waffle iron plan. At present, many roads have been started but not finished, and therefore there is no rhyme or reason about them.

SENATOR WOOD . - In Sydney when a corner is reached at least one

SENATE CANBERRA COMMITTEE.

knows which way to turn but that is not so here. Nearly every visitor gets lost in Canberra. Therefore, in your opinion, is there not something wrong with the Canberra plan from the point of view of the individual?

MR. MOIR . - I would not criticise the basic plan although, no doubt, in overhauling it, some of the curves may be eliminated. In fact, I know that the local town planner, Mr. Gibson, has simplified the street planning in some areas very considerably. As I said earlier, at one time the Griffin plan was followed religiously and the authorities would not depart from it in any degree. ~~Now~~ ^{Now} areas are being re-planned and some of the road systems are being simplified. Over a period, quite a few danger spots will be eliminated and with the elimination of those danger spots will go some of the complexities.

SENATOR WOOD . - There does not appear to be a proper ring road in the plan?

MR. MOIR . - I do not think that plan shows enough of the area which would be served by the ring roads. They would be well outside the central city area.

SENATOR WOOD . - Do you think that an inner or outer ring road, or both, would be a great advantage in easing the traffic problems?

MR. MOIR . - I think the general feeling is that the outer ring road would be more useful at the beginning but I am afraid I have not studied that in detail at all. Any scheme that would remove the Commonwealth Avenue bottle neck would be desirable, but I do not know what the investigations of the town planners have led them to recommend. That is another thing: if one knew the lines they were working on one might be able to say whether one thought them to be right or not. All I know/^{is} that ring roads are contemplated and seem to be essential.

SENATOR WOOD . - Do you feel that much more punch could be put into the development of the tourist trade in Canberra by the Government departments?

SENATE CANBERRA COMMITTEE.

MR. MOIR . - I think the Director of the Tourist Bureau has done a very fine job, but he has probably not had all the finance that he wanted. When I was a member of the Board we often asked for more finance for maps and literature to send out. I do not think that we are adequately served with such things. The Director works on a vote and does his best.

THE WITNESS WITHDREW.

SENATE CANBERRA COMMITTEE.

MAJOR-GENERAL IAN ROSS CAMPBELL, Commandant, Royal Military College, Duntroon:

LIEUT-COLONEL RALPH TREVELYAN ELDRIDGE, Officer-in-Charge of Administration, Royal Military College, Duntroon:

MAJOR AUSTIN CHAPMAN, Deputy-Commander, Royal Engineers; sworn and examined.

THE CHAIRMAN . - Do you wish to make a statement before members of the Committee put their questions to you?

MAJOR-GENERAL CAMPBELL . - This gives me an opportunity on behalf of the Army to help to clear up a situation about which we have been very unhappy for some years. I refer to the boundaries of the Royal Military College and the fact that we should like a perpetual lease of the area that we are finally allotted. At present there is nothing definite about these matters.

THE CHAIRMAN . - That is your main concern?

MAJOR-GENERAL CAMPBELL . - Yes.

THE CHAIRMAN . - You want a grant of a perpetual lease in the Australian Capital Territory to cover the area at present occupied by the College?

MAJOR-GENERAL CAMPBELL - Certainly.

THE CHAIRMAN . - In addition, you would like a Lease of a reasonable area for manoeuvre purposes near the College?

MAJOR-GENERAL CAMPBELL . - Yes.

THE CHAIRMAN . - You would like to be assured that the suburb of Canberra would not be extended too close to the College?

MAJOR-GENERAL CAMPBELL . - Yes.

THE CHAIRMAN . - That would satisfy all your requirements for permanency?

MAJOR-GENERAL CAMPBELL . - Yes, if the areas were extensive enough for us to carry out the objectives of the College.

THE CHAIRMAN . - From the legal point of view do you consider that some sort of declaration that the College is there in perpetuity is desirable?

SENATE CANBERRA COMMITTEE.

MAJOR-GENERAL CAMPBELL . - I do not mind what form it takes other than our legal entitlement to a lease in perpetuity of the area that we consider to be necessary for our minimum requirements.

THE CHAIRMAN . - What is your position at present? Have you any kind of agreement or are you just there as a permissive occupant, liable to be evicted at any moment?

MAJOR-GENERAL CAMPBELL . - The College was placed there in 1910 when there were no buildings in the Federal Capital. At the time I left the College, 33 years ago, we were able to do our training anywhere in the Federal Capital. We were not permitted to interfere with private property but other than we could go anywhere if we obtained permission. The building of Canberra commenced but the city had not grown very much by the time the College was moved temporarily to Victoria Barracks, Sydney in 1930. It returned to Canberra in 1936. The College was re-built for the transfer and leases were obtained for certain manoeuvre areas which I shall show on a map and which I indicated this morning when the Committee visited Duntroon. The areas which we leased in 1936 are adequate for our requirements and will be adequate for many years to come even with the expansion of the College that we must expect with our growing population. There is one area to the west of Duntroon where we have probably got too much land on lease. The College proper is Area ^A on the map. That area includes all buildings, the sports grounds, and a small ~~manoeuvre~~ ^{ground} in the north-western portion. The acreage of Area A is approximately 320 acres. Area B shown on the map in brown to the west of Duntroon was leased to us in 1936 as a manoeuvre area. That area runs west to Anzac Park north west ^{to} the Yass-Queanbeyan road, and east to what is known as the dog leg fence. The area is approximately 240 acres. We understand from the Department of the Interior that arrangements are going ahead to develop this area as a suburb. I feel that we could sacrifice the portion of Area ^B west of a north-south line drawn from the American War Memorial straight to Mount Ainslie.

SENATE CANBERRA COMMITTEE.

That is reasonably undulating country which I imagine would be suitable for residential purposes and is adjacent to the area already built on. East of the north-south line/^{to} which I have referred Area B is poor country, hilly, rugged, and fairly heavily timbered. It is ideal as a ~~monoculture~~ area for us and, I imagine, would be unsuitable for residential purposes.

(CONTINUED ON PAGE 251)

CANBERRA SENATE COMMITTEE.

MAJOR-GENERAL CAMPBELL.- I would like to retain everything in area B east of that north-south line. North of the Yass-Queanbeyan Road and to the east of that line I have just mentioned going north from the American War Memorial to Ainslie is area C, which is joined on to area D also north of the Yass-Queanbeyan Road. The total area of C and D is 1,640 acres approximately. That area includes the ridge line of Mount Ainslie towards Mount Majura, the foothills and the flat country which is all very necessary for us as a manoeuvre and training area.

SENATOR VINCENT.- The whole of C and D?

MAJOR-GENERAL CAMPBELL.- Yes. Without that, it would be very difficult to run the College efficiently. Area C includes, as you see on the map, the old rifle range which runs up the valley straight towards the peak of Mount Ainslie. The rifle range is used not only by Duntroon but also by the civilian rifle clubs in Canberra. It gets a great deal of use. The whole of area C is poor country, with steep sided valleys and I should not think it would be much good for residential purposes. On the left of it is the quarry. We would include that. There is a little area in the south-western portion of area C which, I understand, the Department of the Interior want to include as a residential area. We would like to retain that area because if you put houses in there, although they would not be right on the rifle range which runs parallel with the eastern side of that projected housing area, the noise of the firing would undoubtedly cause the people living in that little triangle to complain and, eventually, I feel that the rifle range would be denied to us and also the civilian clubs of the Capital Territory.

SENATOR RYAN.- What is the approximate area of that little area?

MAJOR-GENERAL CAMPBELL.- Fifty acres. It is rugged, hilly country.

THE CHAIRMAN.- Do you know whether any action has been taken, either by yourself as Commandant or by your predecessors, to obtain security of tenure?

MAJOR-GENERAL CAMPBELL.- Yes. In 1952 my predecessor, wrote

CAMPBELL CAMPBELL COMMITTEE.

to Army Headquarters explaining the position and the concern felt by Duntroon over its insecurity of tenure of the area considered essential for the efficient running of the College. Early last year, as nothing had happened, my predecessor wrote again stressing the need for some perpetual lease similar to that which the National University had obtained. That body now has security, although I understand that it took them about four years to get it. Army Headquarters were very concerned, and when the Quartermaster-General, who is responsible for that side of Army administration, was up here last week he was particularly concerned about the fact that we have no perpetual lease of the area we require.

THE CHAIRMAN.- Was the Minister of the Interior approached?

MAJOR-GENERAL CAMPBELL.- Army Headquarters wrote to the Department of the Interior, but so far they have been unable to obtain any satisfaction on this vital point.

THE CHAIRMAN.- What was the nature of their reply?

MAJOR-GENERAL CAMPBELL.- I have not seen the correspondence but I gather that the essence of it was that they were unwilling to give any definite commitment or assistance to us to get a perpetual lease.

THE CHAIRMAN.- Do you know whether it went to the ministerial level - whether the Minister talked to other ministers about it?

LT.-COLONEL ELDRIDGE.- From the files, it appears that it has not gone to ministerial level. The first letter on the file was written in 1951, and shortly after that there was a conference between officers of the Royal Military College and the Department of the Interior to try to arrive at some delineation of the area and to find out what the Department of the Interior intended to do. The results of that conference were sent to Army headquarters, and a letter went from the Secretary of the Army to the Department of the Interior. Out of these deliberations only one guarantee has been received from the Department of the Interior, which was that a very small portion of the town planning would be deleted from the map

where it came into area A, which is right in the heart of the College building area. We were given a guarantee that those roads would be deleted, but there has been no guarantee other than that.

THE CHAIRMAN.- You have indicated the area which you consider essential and which you would like deleted.

MAJOR-GENERAL CAMPBELL.- Yes. I have spoken to Mr. McLaren and he brought in his staff. They assured me that it would be many years before they would get up to our boundaries, but there was no guarantee given that we would have the boundaries we considered essential.

THE CHAIRMAN.- That is unsatisfactory. It seems to me that in government policy from the beginning there has been a failure to determine the proper areas. It looks as though the plan of Griffin and the ideal of College development clash. That will have to be cleared up. Has there been much building development within the College area during the last ten years?

MAJOR-GENERAL CAMPBELL.- Yes, there has been. As I mentioned, in 1936 when the College came back from Sydney the College was re-built, and the plan was to have everything based around the parade ground, for the convenience of the cadets and the efficiency of the College. Since the war, the new buildings erected consist of a big accommodation block, which is nearly completed now, a wing to the hospital, an up to date engineering laboratory, extensions to the cadets' mess, a new pavilion in a sports ground - which I think was asked for by the Prime Minister - signals store, a swimming pool, a first class cinder track, and about 60 married quarters.

THE CHAIRMAN.- Do you anticipate much more development?

MAJOR-GENERAL CAMPBELL.- Yes. Approval has been given for several new large buildings on the same design as the present main buildings around the parade ground. There is to be a new military instruction block to cost £100,000, a new sergeants' mess and quarters block to cost about £100,000, a new other ranks club or canteen to be provided by the Australian Army Canteens Service, a family shop where the many families in the College can do their

CANBERRA SENATE COMMITTEE.

shopping, and also a services block where the cadets and everybody else have their tailor, butcher, bootmaker, post office and barber. In addition, there will also be a new boiler house for the hot water service.

THE CHAIRMAN.- Do you think that there is any danger of the area there becoming too small, so that you will feel trapped?

MAJOR-GENERAL CAMPBELL.- Not if we get the boundaries that I indicated I consider the minimum for the efficient running of the College.

THE CHAIRMAN.- Do you think it is desirable to have suburban development close to the Royal Military College? Do you think that will cause annoyance?

MAJOR-GENERAL CAMPBELL.- Up to the boundaries I have mentioned, that would be ^{all} right.

THE CHAIRMAN.- But not beyond them?

MAJOR-GENERAL CAMPBELL.- Not beyond them.

THE CHAIRMAN.- Do you think that this new suburb that may develop around the slopes of Mount Pleasant may take some of your manoeuvring ground?

MAJOR-GENERAL CAMPBELL.- No, not if ^{it} does not come into the area I have mentioned. We are quite happy about suburbs being developed outside that area.

SENATOR HANNAFORD.- You have part of the Burley Griffin plan on that map?

MAJOR-GENERAL CAMPBELL.- Yes. The Burley Griffin plan envisages a lot of roads and subdivisions in area D and a little bit in area A. According to the Department of the Interior, the portion in area A has been deleted but there is still planning on the southern portion in area D.

THE CHAIRMAN.- The College is one of the places that the public and visitors to Canberra are greatly interested in. They all want to see it. Does that in any way interfere with your work?

MAJOR-GENERAL CAMPBELL.- No. We are very proud of the College and are only too glad to show it to anyone who is interested and who cares to come to see it. A great many people do, especially

visitors from overseas.

THE CHAIRMAN.- A road goes through the College out to the aerodrome. That, obviously, cannot be very pleasant for you. Have you any suggestions to make about that?

MAJOR-GENERAL CAMPBELL.- Yes, I have. That road was opened while the College was in Sydney from 1930 to 1936. Ever since the College came back, we have been trying to get the road closed. It is a short cut only for people living south of the Molonglo looking for the aerodrome. Until recently, the Yass-Tueanbeyan Road past the War Memorial over the col was a rough road. Recently, it has been sealed. I consider they could now use that road in lieu of the winding one through the College. It is about a mile longer for people from south of the river but it is shorter for people going to the aerodrome who live north of the river.

THE CHAIRMAN.- It is a public road?

MAJOR-GENERAL CAMPBELL.- Yes.

THE CHAIRMAN.- Have you tried to have the road through the College declared a private road?

MAJOR-GENERAL CAMPBELL.- Yes. I have been pressed by many of the residents of Duntroon, ever since I have been there, to have it declared a private road because of the danger to their children. It is a winding road, with lots of blind corners. Many more blind corners will be caused by the erection of the buildings I have mentioned and which are about to be commenced.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- Is any part of the college grounds private in the sense that you have sentries?

MAJOR GENERAL CAMPBELL.- No, we realise that it is a pretty place and we like people to see it.

THE CHAIRMAN.- You are actually tenants of the Department of the Interior?

MAJOR GENERAL CAMPBELL.- Yes, but we do not pay any rent. We pay for the electric light. We receive individual bills. We pay the Department of the Interior for water.

MAJOR CHAPMAN.- We do not pay for the water that we use to maintain the sports ovals because the people of Canberra make use of them.

THE CHAIRMAN.- Do you control all the residents in that area?

MAJOR GENERAL CAMPBELL.- Yes, all except five families who live on Squatters' Ridge. They are in the middle of our best manoeuvre area. We have been trying to get them removed for some time. The Department of the Interior has tried to get them housed in Canberra. One of them is a College employee, and we have allotted him a house.

THE CHAIRMAN.- Your relationships are mainly with the Department of the Interior. Are they generally good?

MAJOR GENERAL CAMPBELL.- Yes, the Department is very helpful. We also consult the Department of Works. It organises the construction of our new buildings. Its architects advise us on plans to make them as attractive as possible.

THE CHAIRMAN.- Everything does not have to go through Army Headquarters?

MAJOR GENERAL CAMPBELL.- No, we deal direct with the Department of Works. It is very helpful. There is an architect at Army Headquarters especially allotted to us to design our buildings so that we keep to the general plan for the College as it was planned years ago.

THE CHAIRMAN.- The casual observer notices rather a mixed collection of buildings near the College. May we assume that

SENATE CANBERRA COMMITTEE

they have grown up simply through necessity? Do you think they are a good type of building for the College?

MAJOR GENERAL CAMPBELL.- There are two types. Some of the buildings were put up in 1910 and 1911 such as the Sergeants' Mess buildings. They are rather unsightly. Approval has been given for their demolition and the erection of a permanent Sergeants' Mess. There are also 60 cottages which were built since the war. Some are brick and of good construction. Others are not so good to look at although they are of sound construction. Unfortunately, some of them are in sight of the main road. Another 20 houses have been allotted to us for construction. They will be brick cottages and will surround and hide from view the prefabricated buildings which spoil the view as people pass through Duntroon.

THE CHAIRMAN.- The construction of those prefabricated buildings would be in accordance with the policy of the Department of the Interior?

MAJOR GENERAL CAMPBELL.- No, the responsibility was purely ours.

MAJOR CHAPMAN.- We are allotted houses, and after consultation with the Department of Works we site them.

THE CHAIRMAN.- The erection of the prefabricated houses was a matter of necessity?

MAJOR GENERAL CAMPBELL.- Yes, entirely.

MAJOR CHAPMAN.- In 1949/50, there was a shortage of local materials and a large number of prefabricated houses were built in England. We were allotted them and had to take them.

THE CHAIRMAN.- The Department of Works is the constructing authority?

MAJOR GENERAL CAMPBELL.- We consult with the architects. The Department of Works arranges for tenders and for the construction of the buildings. We provide the details to the Department of Works after approval by the Army. We give the Department our basic requirements. The Department's architects produce a sketch plan. If it fits our requirements, the Department designs the buildings, calls tenders and gets the building built.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN.- The funds come from the Army vote?

MAJOR GENERAL CAMPBELL.- Yes.

THE CHAIRMAN.- Is there a special school for the children?

MAJOR GENERAL CAMPBELL.- We have a kindergarten of our own within the College area. There is a state school at Fyshwick. That is served by our own residents, those at the R.A.A.F. station and the families in houses along the river front between the two areas.

THE CHAIRMAN.- You are satisfied with the recreational areas?

MAJOR GENERAL CAMPBELL.- Yes.

THE CHAIRMAN.- What is your opinion as to the proximity of the College to Canberra? Would it be better if it were away from a town?

MAJOR GENERAL CAMPBELL.- No. It is no disadvantage in the College being where it is now, even if Canberra grows. We have many visitors. V.I.P.'s from overseas generally visit Canberra, and they take the opportunity of visiting Duntroon. That enhances the reputation of Canberra and is good for Duntroon. The cadets like to see distinguished visitors coming to see them. Sometimes they give lectures. It is good for the College that we should be where we are.

THE CHAIRMAN.- Do you think it is good for the cadets to be near a town where they can visit friends?

MAJOR GENERAL CAMPBELL.- When I was at Duntroon in 1919-22 the Power House and a small administrative building at Beton were the only two buildings in the Australian Capital Territory and there was no social life. It was bad for us while we were there.

THE CHAIRMAN.- I believe that one Commandant of the College some years ago put forward a plan for its transfer to a site over the ridge?

MAJOR GENERAL CAMPBELL.- No. At the end of the war, in line with the current thought of an expanding army, it was envisaged that instead of 250 cadets in residence, the number might be increased to 600 or 700. The Commandant of the day prepared a plan which would

SENATE CANBERRA COMMITTEE

have cost about £6,000,000 for an expansion of the College using the facilities then available. He proposed to use the same sites except that the College would spread round towards the Y. S. Quennbyon road. It was not intended, however, to move the College from where it is now.

THE CHAIRMAN.- If you had to expand the College to provide for 600 or more cadets, would you have enough room?

MAJOR GENERAL CAMPBELL.- I think we have. I am confident that we would have enough with the area that I have mentioned.

THE CHAIRMAN.- Are there any arguments that you want to advance against the removal of the College from its present position?

MAJOR GENERAL CAMPBELL.- It would take many years to build up what we have there now in a new area. It would cost a lot of money and it is difficult to get funds. It would be difficult also to get the labour required. Tradition is one of Duntroon's greatest assets. Duntroon is known not only in the British Commonwealth but all over the world.

LIEUT-COL EDRIDGE.- It has taken about forty years to organise the College and provide accommodation for a maximum of 300 students. At present we have 250 cadets and they are not all accommodated in permanent quarters. We are still planning for a building to house 300 in permanent quarters. If it has taken forty years to get the present facilities, it would be many years before we could get a new College.

MAJOR CHURMAN.- Reference has been made to the Department of Works and the time that is needed to build a College. The problem is basically one of getting buildings constructed. Apart from the general shortage of materials and the necessity for someone in authority to say that material must be directed to a particular place, the lack of continuity is a big problem. Under the present system, funds are provided for construction in a particular year. Because of the shortage of labour in Canberra, we often find that we cannot start a particular building in a specified year. In that case, we lose the

SENATE CANBERRA COMMITTEE

money. The only way to get the work done is to get big contractors to Canberra, and to do that, it is necessary to have continuity.

THE CHAIRMAN.- That will cure it all one day. Several buildings are being erected, and there should be scope for big contractors.

SENATE CANBERRA COMMITTEE.

MAJOR CHAPMAN. - One of the troubles is that it fluctuates. Two years ago, the director had managed to build up a very substantial labour force, but things seemed to die down and that force dwindled. It takes many years to get them back.

SENATOR RYAN. - What was the reason for the transfer of the college to Sydney?

MAJOR GENERAL CAMPBELL. - It was a question of economy. In 1930, when the world depression hit Australia, the then Government moved Duntroon Military College temporarily to Victoria Barracks, Sydney, to save money. It also moved the Naval College from Jervis Bay to Flinders, where it has remained, although they have tentative approval, I understand, to bring it back. Only 30 cadets were in residence at Duntroon when the College was moved. The whole of one class was retrenched.

SENATOR RYAN. - When the economic position improved, it brought the College back?

MAJOR-GENERAL CAMPBELL. - Yes.

SENATOR RYAN. - I do not know whether it was done purposely with a view to finally removing the College from Canberra.

MAJOR-GENERAL CAMPBELL. - Victoria Barracks was a very unsuitable place. They had to go miles out into the country to do even section training.

SENATOR VINCENT. - May the committee have the map?

MAJOR-GEN. CAMPBELL. - Yes.

THE CHAIRMAN. - The map is tendered formally.

SENATOR RYAN. - What is the condition and period of the leases in relation to area B?

MAJ.GEN. CAMPBELL. - The present lease may be varied at any time.

SENATOR VINCENT. - You stated several reasons why the Royal Military College should not be moved from its present site. Have you any objections - if you have I should like you to state them - if the College is to be moved, to its being moved beyond the Federal capital?

SENATE CANBERRA COMMITTEE.

MAJ. GEN. CAMPBELL. - The original idea was for the Military College and the Naval College to be on Federal territory, the Military College to be in the Australian Capital Territory and the Naval College at Jervis Bay.

SENATOR VINCENT. - I suggest that the Royal Military College should be at the Federal capital for various reasons, one of which is the national sentiment that is associated with it. Do you agree with that?

MAJ. GEN. CAMPBELL. - Yes.

SENATOR VINCENT. - One idea might be to move it perhaps ten miles and another 200 miles. You do not want either of those two moves to take place?

MAJ. GEN. CAMPBELL. - No.

SENATOR VINCENT. - On the map that has been produced ^{are} two areas, one of which is shown in pink and one in yellow. I do not think you have referred to those in evidence.

MAJ. GEN. CAMPBELL. - The yellow area, which I shall mark E, is our artillery firing range, and the pink area, which I shall mark F, is the Air Force bombing range.

SENATOR VINCENT. - Do you use area F also?

MAJ. GEN. CAMPBELL. - We can also use that area. It is scrub country, but we can use it as an artillery range.

SENATOR VINCENT. - Do you wish the areas shown in pink and yellow to be retained?

LIEUT. COL. ELDRIDGE. - The whole range within the Capital Territory boundary is the Royal Military College field artillery range. The Air Force has approval to use ^{the northern} that part of our field artillery range as its bombing range. ^{the RAAF bombing range} It also extends into New South Wales. Primarily, the range is a Royal Military College range. It comprises about 16,000 acres. It is in the hills to the east of the aerodrome. The property may be leased, and is leased, to graziers. Any foreshortening of the area would mean that we could not fire our artillery.

SENATOR VINCENT. - I take it that the College wishes to retain the areas shown in pink and yellow?

MAJ. GEN. CAMPBELL. - Yes.

SENATOR VINCENT. - You want the exclusive right to the use of areas A, B, C and D?

MAJ. GEN. CAMPBELL. - Yes.

SENATOR VINCENT. - You do not want the exclusive right to areas E and F?

MAJ. GEN. CAMPBELL. - No, only for certain periods of the year.

SENATOR VINCENT. - You want the right to areas E and F for use in relation to manoeuvres and bombing, but they may be used for other purposes?

MAJ. GEN. CAMPBELL. - Certain other purposes.

SENATOR VINCENT. - Grazing?

MAJ. GEN. CAMPBELL. - Yes. Grazing is carried on on areas C, ~~and E~~^{D, E & F}. We have no objection to that.

SENATOR VINCENT. - The grant of land in relation to areas A, B, C and D would have to be somewhat different from the grant of land in respect of areas E and F?

MAJ. GEN. CAMPBELL. - Yes.

SENATOR VINCENT. - It was stated that you require a lease of those areas. A lease does not give you better security of tenure if there is provision that somebody may take some of it at some time. May I suggest that you really need a permanent security of tenure without the danger of pieces being taken from time to time?

MAJ. GEN. CAMPBELL. - That is exactly what we want.

SENATOR VINCENT. - Whether it is a lease or merely a reserve, or even some act or deed of government, you really want permanent security of tenure so that no department may take a portion of it at will?

MAJ. GEN. CAMPBELL. - That is exactly what we want.

SENATOR VINCENT. - Have you anything on your files which shows how you obtained the land originally?

MAJ. GEN. CAMPBELL. - There is a letter dated the 27th February, 1936, from the secretary, Property & Survey Branch, Canberra, addressed to the secretary of the Department of Defence.

SENATE CANBERRA COMMITTEE.

THE CHAIRMAN. - Will you table that letter?

MAJ. GEN. ^{CAMPBELL}~~CHAPMAN~~. - Yes.

THE CHAIRMAN. - The committee has a copy of the letter.

SENATOR VINCENT. - I think that letter sums up the only title that you have to this land. It is extraordinary that an organization like the Royal Military College has only a letter to show that it has any land at all.

MAJ. GEN. CAMPBELL. - That is why we feel so insecure about it.

SENATOR VINCENT. - Am I right if I state that, without areas A, B C and D, and the right to use areas E and F, you cannot carry on?

MAJ. GEN. CAMPBELL. - That is so, for that part of area B from the War Memorial up to the road and up to St. Ainslie.

THE CHAIRMAN. - I think the position is even worse than has been established so far, because, according to the plan, part of the area that is occupied is committed for housing.

SENATOR VINCENT. - The point I am making is that the Royal Military College has no legal right to this land except a very unfortunately worded letter. Prior to any land being taken from you, are you ever informed by anybody?

MAJ. GEN. CAMPBELL. - None has been taken while I have been there.

SENATOR VINCENT. - Have you any reason to believe that some is about to be taken?

MAJ. GEN. CAMPBELL. - Yes, area B right up to the power line, which is actually in the green area.

SENATOR VINCENT. - Have you been consulted as to whether it would be inconvenient to you if you were to lose the use of that land?

MAJ. GEN. CAMPBELL. - It is known that it will be very inconvenient to us, but they still want to take it eventually. We have been informed that it will be some years before they get up to that line.

SENATOR VINCENT. - Have you been informed officially that it is about to be taken or that it is contemplated that it should be taken?

SENATOR CANTONIA COMMITTEE.

LIEUT. COL. ELDRIDGE. - We found out by chance.

MAJ. CHAPMAN. - We heard that the area which might be described as the western section of area B was to be taken. When we were preparing the camp for the Royal visit, there was some suggestion that the roads that were being built for the temporary camp might be placed on the lines of the proper roads that were to go there eventually in order to save money. That put us on the qui vive.

(continued on page 265)

SENATOR CAMPBELL COMMITTEE.

SENATOR VINCENT . - And that was the first notification you had that you might be losing the land?

MAJOR CAMPBELL . - That is the first, to my knowledge.

SENATOR VINCENT . - Did you get an official notification.

MAJOR-GENERAL CAMPBELL . - No but my predecessor must have, because he wrote these letters saying that he was led to believe that they were going to take the whole of Area B as a suburb and going on to the power line in Area A.

SENATOR VINCENT . - Have you anything on your file from the Interior?

LIEUT-COL. ELDRIDGE . - Yes, there is something on the file. The Interior must give warning when they intend to resume land that they can resume, and they have always allowed the College to believe that Area B will be resumed as required. In this case, it was found out before they notified us that they were fully intending to resume Area B, and the matter was referred immediately to Army headquarters, and the Secretary of Army wrote to the Department of the Interior requesting that the boundary did not come down to this high tension line. We cannot get from the Interior an assurance that they will not resume to the line.

SENATOR VINCENT . - How long has this discussion been going on?

LIEUT-COL. ELDRIDGE . - It has been going on about Area B indefinitely for over two years.

SENATOR VINCENT . - And no decision has been reached?

LIEUT-COL. ELDRIDGE . - Except it is quite obvious that there is a decision firmly taken to resume to the power line, although they will not give it to us in writing .

SENATOR VINCENT . - Am I right in saying that there is nothing in writing to you about the resumption?

LIEUT-COL. ELDRIDGE . - No. When I say there is nothing in writing, Interior has notified Army that they consider "

SENATE CALIFORNIA COMMITTEE

they should resume to the power line. There is a memo of the 29th December, 1953, from J. N. Rogers.

SENATOR VINCENT . - And a letter in September 1952 from Mr. McLaren of the Department of the Interior.

LIEUT-COL. ELDRIDGE . - Right.

SENATOR VINCENT . - Can you produce copies of the letters?

THE CHAIRMAN . - I think we should have the letters tabled so that we can refer to them.

SENATOR VINCENT . - I want them produced.

THE CHAIRMAN . - And incorporated in evidence?

SENATOR VINCENT . - They are terribly important.

THE CHAIRMAN . - For the moment we will have them tabled. I will inquire as to the legal position. I do not want to embarrass anyone unnecessarily. Would the General object that we have those letters incorporated in evidence? The General might want to consult someone before he answers the question.

MAJOR-GENERAL CAMPBELL . - I think they could be tabled. Do you want them accepted as evidence?

SENATOR VINCENT . - There is no catch about it. I think this completes the picture. This is rather an extraordinary position which has been created. We want evidence to prove the point.

THE CHAIRMAN . - Unless the General objects we will have them incorporated in evidence.

MAJOR-GENERAL CAMPBELL . - Without them, these are mere fears. This gives us something definite.

THE CHAIRMAN . - We will get from other witnesses their views of this position and find out why it has developed.

SENATOR VINCENT . - Can Major Chapman tell us why it has taken so long to build the new Cadet Wing?

MAJOR CHAPMAN . - Reference has been made to a period of two years. Actually, this building was first started about six years ago and a part of the delay was caused by the necessity to obtain an adequate plan which would fit in with the College. You may say that the business seriously started three years ago. A part of the

SENATE CANBERRA COMMITTEE.

reason, I think, I have mentioned, is the lack of continuity of funds, which is a Treasury matter, and also the run-down of the labour force, because these people have not got a guarantee of plenty of building in Canberra, and therefore, they do not feel like opening up in a big way.

SENATOR VINCENT . - Is it being built by a private contractor?

MAJOR CHAPMAN . - Yes, another point is that there are no penalty clauses in the contract.

SENATOR VINCENT . - Is there any clause in the contract stipulating the time within which the building must be completed?

MAJOR CHAPMAN . - Yes. Regarding this particular wing, it was definitely specified that what we call the first wing - that is the first half of it - should be ready for occupation in January of last year. We eventually got it about April. The building was to be completed in toto last October. That was in the contract, but of course, there is no penalty.

SENATOR VINCENT . - Are you ever told by anybody why a contract has not been completed in accordance with the specifications?

MAJOR CHAPMAN . - Yes. I maintain a very close liaison with the Director of Works, and the Director on his part, with me.

SENATOR VINCENT . - What are you told?

MAJOR CHAPMAN . - We are given the reasons.

SENATOR VINCENT . - What are they?

MAJOR CHAPMAN . - In this case, another reason connected with finance which I received in confidence from the Director. I do not think it is related to the overall picture. But it still lags.

SENATOR BENN . - Lieut-Colonel Eldridge, you are familiar with the country marked in that portion of the map as B?

LIEUT-COL. ELDRIDGE . - Yes I am.

SENATOR BENN . - And you heard the General describe the area that he requires for his purposes?

SENATE CAMBERRA COMMITTEE.

LIEUT-COL. ELDRIDGE . - I have, Sir,

SENATOR BENN . - Would you mind marking the map with ink or pencil to indicate more clearly to the Committee the portion that you require?

(LIEUT-COL. ELDRIDGE MARKED THE MAP ACCORDINGLY)

SENATOR BENN . - It is the area on the east of that line.

LIEUT-COL. ELDRIDGE . - On the east of the line right to and joining our Area A.

SENATOR BENN . - To your knowledge, no small crops are grown in that area?

LIEUT-COL. ELDRIDGE . - To my knowledge, from being over that area, it is rough and stony, and rather arid ground - very suitable for training - but I am certain that even if the property were allotted to me to farm I would not consider anything other than a bit of grazing stock.

SENATOR BENN . - It is rough grazing country.

LIEUT-COL. ELDRIDGE . - Yes. In fact there are gravel pits just opposite to the entrance to the rifle range in this area.

SENATOR BENN . - The area generally would be useful for rifle range purposes?

LIEUT-COL. ELDRIDGE . - For military purposes, definitely. There is no requirement for the rifle range, but very definitely a requirement for military purposes. I am certain it is not crop country.

SENATOR BENN . - You say it is important that you have control over that area?

LIEUT-COL. ELDRIDGE . - It is important, yes.

The following letters were tendered for inclusion in the report:-

DEPARTMENT OF THE INTERIOR,

CANBERRA. A.C.T.

September 12th, 1952.

The Secretary,
Department of the Army,
MELBOURNE. V.C.

Royal Military College, Duntroon, A.C.T.

I refer again to your memorandum 9933 of 14th June 1951 and to subsequent discussions with the Commandant of the Royal Military College concerning the College's requirements for land in the Australian Capital Territory.

You will recall that these requirements were very thoroughly reviewed in 1936 and details of an approval of the Minister for the Interior were conveyed to the Secretary, Department of Defence on 27th February 1936. (Copy of communication attached). Nevertheless, certain adjustments to the Statutory Plan of Canberra can now be made which should positively identify the College with Canberra.

The approved arrangements mentioned above were, of course, based on the need to ensure that land was available as required for the development of Canberra as the Seat of Government. The only substantial change necessary at this date is that the area between the College and Reid will shortly be required for City development and thus not be available as a manoeuvre area for the College.

The HT Power Line on the west of the College will be duplicated at an early date. Future additional lines will also follow the same route thus accentuating this useful demarcation between City development and the College. Steps will therefore be taken to delete from the Statutory Plan of Canberra any of the original road pattern east of the Power Line in the College grounds and to have existing roads separately substituted. When surveyed, the eastern margin of "b", on attached plan, will approximate the existing fence between "a" and "b" and there will be no objection to manoeuvres in accordance with the long standing approval on this strip between the power line and the new margin of "b".

Between the Duntroon Road and the Rifle Range, about 50 acres will probably be required for City development in conjunction with "b". This should not prejudice us of the range, vide your 27000 of 2nd December 1949.

Although there is evidence that the next extensions of the Canberra Aerodrome will be southward and westerly, there is no suggestion of any immediate encroachment on "a" as a consequence.

(Sgd). M. A. ...

Secretary.

Encls.

29th December, 1953.

MEMORANDUM TO:

The Secretary,
Department of the Army
MELBOURNE. S.C.I.

ROYAL MILITARY COLLEGE, DUNTRON. A.C.T.

I refer again to your memorandum A/259/46/5 of 15th December, 1952, concerning the arrangements for land available for the purposes of the Royal Military College at Duntronn, and it is regretted that there has been some delay in this correspondence.

The position concerning the several areas of land used for the purposes of the Royal Military College was dealt with in a memorandum addressed to the Secretary of the Department of Defence dated 27th February, 1936, that is about the time the College returned to Canberra. The needs of the College have always been appreciated by this Department, and as indicated in my memorandum of 12th September, 1952, such needs must be considered in relation to the development of Canberra as the Seat of Government, for which purpose the land was originally acquired by the Commonwealth.

With regard to area "D" on the plan which accompanied my memorandum of 12th September, 1952, no action is contemplated to vary the statutory City Plan by any alteration of the road pattern until the development of the area, about 50 acres, between Duntronn Road and the Rifle Range becomes necessary. It is unlikely, however, that this development will take place for some time.

As mentioned in my memorandum of 12th September, 1952, the high tension power line reserve forms a useful demarcation between the College and area "B". Practically the whole of area "B" is suitable for city development, and some work on the western part will be commenced shortly. The development of the balance is unlikely for a few years, and in the meantime there will be no objection to the Royal Military College exercising on the undeveloped portion.

With regard to the request made in para. 6 of your memorandum, I wish to advise you that it is not the practice of the Commonwealth in the A.C.T. or elsewhere in Australia, for Commonwealth land to be held by Departments under separate documentary title. All such land is vested in the Commonwealth as owner.

In reply to the memorandum A.259/46/27 of 29th July, 1953, requesting use of an area indicated on the plan forwarded and known as the River Bend Paddock, there is no objection to this proposal provided that controlled grazing is arranged between the Commandant and the Superintendent of Agriculture and Stock of this Department.

(J. N. ROGERS)
For Secretary.

27th February, 1936.

MEMORANDUM TO:

The Secretary
Department of Defence.

ROYAL MILITARY COLLEGE, CANBERRA.

With further reference to your memorandum of 9th December, 1935, 869/26/32, on the abovementioned subject, I desire to inform you that your representations have had due consideration and approval given as follows -

- (a) The smaller area edged green on plan herewith will be reserved for Royal Military College purposes, subject to the condition that the area may be modified and portions excised therefrom to enable the completion of the City design when required, also subject to the reservation to the public of access along the road from D. to C. and on to Russell Hill and between the proposed bridge site at "E" and the point B. on the Yass Road; the location of any structures within this area to first have the approval of this Department before erection takes place.

This is to obviate any trouble which may arise in the future by a building being located in a position which will interfere with any accepted roadway or layout in the approved design of the Federal Capital.

- (b) The right is given to manoeuvre on and use the larger area edged green, subject to the right of this Department to arrange for the grazing of stock thereon and the right of the public to make use of existing tracks and subject further to the right to withdraw any portion required for development purposes.
- (c) The right to manoeuvre is granted over the area edged yellow, subject to the withdrawal of the whole or any part of the area if the land is required for development purposes and subject to the right of this Department to arrange for the grazing of stock thereon.
- (d) The roads A.C. and A.F. to be closed to the public.

With regard to paragraph (b) attention is drawn to the fact that the Departmental quarry is in the line of fire from the Rifle Range and, for your information, the Range at present is used by the Canberra Rifle Club on Saturdays and by the Light Horse on Sundays, further the quarry is closed for the period May to October, except in exceptional circumstances when it may be in use for about two days in connection with a special work.

(A. Percival)
for/ Secretary.

(THE WITNESS WITHDREW)

At 4.57 p.m. the Committee adjourned to Friday, 11th February, at 10 a.m.

Pl 3.

Minutes

of

Senate Select Committee on
the Development of Canberra

Pages 272-480

<u>Pages</u>	<u>Name.</u>
272-329	J.M.C. Rogers
330-365	E.J. Scollay
366-378	N.H. Mussen
379-423	F.M. Taylor
424-430	J.M.C. Rogers (recalled)
430-480	J. James (see 515-528 for recall)

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT
OF CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra.

FRIDAY, 11th February, 1955.

PRESENT:

The Chairman (Senator McCallum)

Senator Benn Senator Vincent

Senator Hannaford Senator Wood

Senator Ryan

JOHN NOBLE CORE ROGERS, Assistant Secretary and Surveyor-General of the Department of the Interior, sworn and examined.

MR. ROGERS.- I have no prepared statement with me but I think it might help the Committee if I were to mention that I am in charge of the branch of the Department of the Interior that is known as the Planning and Development Branch which includes several sections concerned with matters in which this Committee is interested. These sections, and their functions, are as follows:-

Town Planning Section:

Formulation of town planning proposals for submission to the Minister and/or National Capital Planning and Development Committee.

Building Section:

Supervision of private enterprise building and "proper authority" under Building and Services Ordinance and Building Regulations. Valuations of buildings. Inspection of Scaffolding and Lifts and of machinery under relevant ordinances.

Development Section:

Development matters following on approved Town Planning schemes. Liaison with Works Department. Preparation of Works Programme. Investigation and submissions for Minister and/or Cabinet Committee on A.C.T. Works. Formal requirements to vary City Plan and matters connected with National Memorials Ordinance. Consulting agency in Department for development projects, valuations for City Area Leases.

Parks and Gardens Section:

Design construction and maintenance of parks, gardens, reserves and recreation areas.

Agriculture and Stock Section:

Dealing with all A.C.T. agricultural matters including inspection and supervision of rural lease conditions, advice to lessees on agricultural matters and general extension work. Stock control and inspection. Fruit and vegetable inspections. Soil conservation.

~~Leasing~~
Clerical Section:

Provision of clerical service to the Branch including submissions and correspondence on matters relating to current leases, applications for leases and matters connected with Leases Ordinance. Agency for the disposal of leases.

Survey Section:

Land, engineering and topographical surveys for Commonwealth purposes in the A.C.T. and elsewhere. Includes Survey Drawing Office and Computing Staff.

As an officer responsible to the Secretary of the Department of the Interior any evidence that I give will really be supplementary to the evidence that he has already given before the Committee. I am also a member of the Australian Capital Territory Advisory Council, being one of the members nominated by the Minister to that Council, and I am the Executive Member of the National Capital Planning and Development Committee. I assume that the Committee has already in its possession the ordinances relating to those two statutory bodies which set out their functions. I shall enlarge on these if the Committee wishes me to do so.

THE CHAIRMAN.- I think a little explanation might help us.

MR. ROGERS.- The Advisory Council has five elected and four nominated members, and can deal with any matter which affects the Australian Capital Territory. Its function is advisory. It conveys its conclusions by resolution as advice to the Minister for the Interior. The four nominated members are; an officer of

the Department of Health appointed by the Minister for Health; two officers of the Department of the Interior appointed by the Minister for the Interior; and one officer of the Department of Works appointed by the Minister for Works.

The National Planning and Development Committee is also an advisory body. It is composed of four nominated members and three ex-officio members. The ex-officio members are the representative of the Parliament, ^{namely} the Chairman of the Parliamentary Committee on Public Works, the Chairman of the Advisory Council, and the officer holding the position that I now hold, who is also the Executive Member of the Committee. The nominated members are described in the ordinance as four other members, at least three of whom shall be persons who, the Minister is satisfied, are authorities on town planning, ~~and~~ ^{or} architecture ^{or} engineering. Those members at present are the Chairman, Mr. Waterhouse, Architect and Town Planner, of Sydney, Mr. Walters, engineer, of Melbourne, Mr. Rolland, former Director of Architecture of the Department of Works, and Mr. Heath, Architect and Town Planner, of Melbourne, who has been appointed recently to fill a vacancy. I am aware that the Secretary of the Department of the Interior undertook to provide the Committee with copies of the Cole report to which reference has been made previously and I have furnished copies of that. Mr. McLaren also referred to the Peake and Owen report which was prepared by the Federal Capital Commission in 1929, copies of which have also been provided to the Committee in accordance with Mr. McLaren's wishes.

THE CHAIRMAN.— A number of features of the evidence to date leave us in a position of requiring further information. Yesterday we had evidence from officers of the Royal Military College at Duntroon and found that the position of the College is not a completely secure one, as we would have imagined. I have always thought that the College at Duntroon was a fixture with its own territory and that there could never be any intention of encroaching upon it. We have been told that the officers, at any rate, know of no document, agreement or guarantee in writing that the College has that area in perpetuity. Is that so?

MR. ROGERS.- Yes, I think that is so but I think it arises from some misunderstanding. The Royal Military College is not a corporate body. It is a branch of the Department of the Army, relatively the same as a department of any other organisation might be. It is not the practice of the Commonwealth, and has not been the practice of any government, to vest land in any department or minister. The land acquired by the Commonwealth is vested in the name of the Commonwealth and the use to which it is put is a matter for the executive government. There is a mistaken impression that the Department of the Interior is the owner of land in Canberra. That is quite false. The Commonwealth is the owner and any titles granted are granted by the Commonwealth to particular persons or bodies, but it is true that no particular department - and this applies to every post office and drill hall anywhere in Australia and to every quarantine station for instance - has land vested in its name. All land is vested in the name of the Commonwealth and is made available by it for the purposes of a particular branch or department. The decision as to whether such land should be used for any other purpose than it has already been used by the department does not rest with the department but with the executive government.

THE CHAIRMAN.- The point that I am trying to get at is that the term "the Commonwealth" can in actual practice mean many things. It can mean the Parliament, the executive branch of the government or could mean a department or an officer of a department. I consider that an institution such as the Royal Military College and certain other institutions that I shall mention later should have a much firmer basis of security than that. I know from my own experience in New South Wales that if the tenure of land is on no other basis than the fact that it belongs to the Crown almost anything can be done with it, and done in a surreptitious way. You said that it has not been departmental practice to vest land in any department?

MR. ROGERS.- It is not just a matter of the practice of a department. It is the matter of the practice of the Commonwealth Government.

CANBERRA SENATE COMMITTEE.

THE CHAIRMAN.- That is something we must consider very carefully. An important ^{point} is that the Royal Military College has become a national institution and is actually older than the capital itself because it has been going as an institution in that position since 1911.

MR. ROGERS.- It was away from there for a long time.

THE CHAIRMAN.- Yes, but that was intended as a temporary measure only. It was intended that it should come back here. From the evidence already tendered I have gained the impression that not only is the tenure of this particular land on such a basis that it could be taken away from the College but also that some of it is actually laid down in the Griffin plan to be used for suburban dwellings.

SENATE CAMBRIA COMMITTEE

MR. ROGERS.- Not quite in that form. We have removed streets that were in the Griffin plan and which come within the College area, but I know of no suggestion to move the College or to upset it. That would be a matter of policy for the government.

SENATOR McCALLUM.- The understanding that I obtained yesterday was that there was a certain area which is now being used by the College for various purposes, which, on the Griffin plan, can be used for municipal building purposes?

MR. ROGERS.- Areas B, C and D on that plan, which I know something about as it was prepared in my office.

SENATOR McCALLUM.- Either the College will have to give up that land or we shall have to work out an agreement by which it is determined that that land should not be built on?

MR. ROGERS.- That land is not occupied by the Royal Military College. It has been used by the College for manoeuvres. The area B is to the east of Anzac Park, and it has never been contemplated that it should ever be used for anything other than city development. That fact was made quite clear to the Department of the Army.

SENATOR McCALLUM.- Why was the College allowed to use it?

MR. ROGERS.- There was always a clear understanding, shown throughout the relevant correspondence, that the College was to use it for manoeuvre purposes until it was required for city development.

SENATOR McCALLUM.- I consider that an unsatisfactory basis. Either the College could go elsewhere, or the land that it needs for manoeuvre purposes should only be subject to final disposition by the government, and not by a department. What do you say to that?

MR. ROGERS.- There has been no alteration of the original arrangement.

SENATOR McCALLUM.- Then that may be an unsatisfactory arrangement?

MR. ROGERS.- With regard to the area marked C and D on the plan, in December 1949 the Secretary of the Department of the Army wrote to the Secretary of the Department of the Interior and

said that the land used then for the manufacture of or would at some future date be included in the city development.

SENATOR McCALLUM.- That the College should now have land that is ultimately intended for some other purpose, is not a proper thing for the adequate development of the College. The time has now come when the Government should make up its mind about the matter. Do you consider that the city can develop without using the area that you have pointed out on the plan?

MR. ROGERS.- No, I believe that that area will most certainly be required for future city development.

SENATOR McCALLUM.- Why?

MR. ROGERS.- Because it is suitable for such development, and is close to the city.

SENATOR McCALLUM.- Are there not other such areas available?

MR. ROGERS.- Not within ; the same distance from the centre of the city.

SENATOR McCALLUM.- Do you consider that the very hilly ground involved is suitable for ordinary building purposes?

MR. ROGERS.- Not the area marked B on the plan. I agree that the slopes up Mount Ainslie might be quite steep.

SENATOR McCALLUM.- Would it not be advisable that the Royal Military College should have that area given to it?

MR. ROGERS.- The narrow strip?

SENATOR McCALLUM.- I mean the hill, and a sufficient area to keep suburban development from encroaching on the area of the College?

MR. ROGERS.- The College has, as a matter of convenience to itself, used the land closest to it.

SENATOR McCALLUM.- Do you not consider that it is an unsatisfactory state of affairs to have any uncertainty about the future use of any land in this area? Some authority should lay down a clear line of division between the College and the development of the City, in a way that is satisfactory to both considerations?

MR. ROGERS.- Yes, but there is no uncertainty at present.

The only uncertainty is the period of time which will elapse before
R.2

the city needs the land.

SENATOR McCALLUM.- You intend definitely that that land shall be taken from the College and used for other purposes?

MR. ROGERS.- My evidence in this respect is in complete accord with the correspondence on this matter.

SENATOR McCALLUM.- It may be in the national interest that slight modifications of the city plan be made in this case, although no decision has been made on that particular aspect?

MR. ROGERS.- I remind the Committee that the Royal Military College has a very large area of land available to it quite apart from the College area itself.

SENATOR McCALLUM.- I am aware of the fact that the administrative headquarters and the places where the staff live are close to this land. In the past the College has developed and it has not been in close contact with suburban development. If any of the land set aside for city development is to interfere with the proper development of the College, we may have to consider whether some slight modification of the plan and the boundaries is not desirable. I think that we can leave the matter there. Will you now tell us whether there is anything at all to prevent the alteration of the Griffin plan without proper consideration being given?

MR. ROGERS.- I believe that the existing safeguards are sufficient.

SENATOR McCALLUM.- Would you briefly outline the safeguards?

MR. ROGERS.- I believe that they were outlined by Mr. McLaren. Section 12A of the Seat of Government Administration Act provides that there shall be no variation of the plan which was gazetted pursuant to that Act in 1925. There shall be no variation without the Minister giving notice of his intention to so vary the plan. Then, after the prescribed time has elapsed, in the absence of any objections with which the Minister might deal, the Minister shall give notice of variations. That notice is tabled in both Houses of the Parliament and after a certain further time if there are no objections, the variations become effective. Those actions are the safeguards of the plan.

SENATOR McCALLUM.- It is always within the power of either house of the parliament to object?

MR. ROGERS.- Yes.

SENATOR McCALLUM.- But you are aware that so many matters are tabled in parliament that unless a member or group of members is particularly vigilant the most important matters may go through without scrutiny.

MR. ROGERS.- Yes.

SENATOR McCALLUM.- Some witnesses have advocated a drastic overhaul of the Griffin plan. Others believe that there should be a few modifications. Do you consider that the plan is unsatisfactory?

MR. ROGERS.- I think that it is not generally appreciated that the plan is in the process of continuous overhaul and revision with respect to those areas where development is contemplated. If a general revision were made the plan might still be subject to considerable variation in twenty years time when we are approaching new areas of development.

SENATOR McCALLUM.-, Would it be worthwhile at this stage to obtain the services of a recognised planning expert from Australia or abroad, to consider the plan, or do you consider that it is sufficiently satisfactory and needs only few alterations. Or, is it your opinion that it is satisfactory to make piecemeal alterations?

MR. ROGERS.- I think that we can deal with matters as they arise but I do not suggest any opposition to a general review. However, there is a great conflict of opinion among town planners. In fact, there are few callings in which there are not violent differences of opinion. I am aware that every man is a town planner to a greater or less degree, and the variety of views are bound to bring in another group of planners would result in something different again, but whether it would be better or worse I cannot say. The plan has been sufficiently implemented to make any very drastic change almost out of the question, from an economic viewpoint.

SENATOR McCALLUM.- I understood from Mr. McLaren that although there are extensive parks and gardens in the city, no land has yet been set aside for a park in perpetuity, not to be interfered with

SENATE CANBERRA COMMITTEE

for any purpose except in a great national emergency?

MR. ROGERS.- There is an ordinance under which there is authority to declare such areas. To the present the administration - and I do not mean myself because I have been in my position for only two years - the administration has not thought fit to specify the ultimate areas for public use, because so many localities have been in course of development. It has been the deliberate practice to keep the city "respectable" as Mr. McLaren said, and to indulge in rough planting of trees in various areas. Obviously the grass has to be cut into some time or other.

SENATE CANBERRA COMMITTEE.

Mr. Rogers (continuing). - There are many such areas.

There has been some impression that they will be perpetual parks, but that is rather a false one. A stage has been reached where that decision should be made. . In fact the department is looking at that now on the instructions of the Minister. On the outer suburbs, it would be a little premature.

THE CHAIRMAN. - I was thinking not so much of the new suburban part. In the city proper, it is proposed that there shall be some great parks, such as Hyde Park in London. Do you not think that the time has come when some declaration should be made that specified land shall not be used for any other purpose?

MR. ROGERS. - I quite agree.

THE CHAIRMAN. - I am thinking of what has taken place in all the capital cities. In Sydney, for example, part of Hyde Park has been encroached upon recently.

MR. ROGERS. - I think that the explanation of the delay in proceeding along those lines is that in Canberra there is a single authority. In the cities, the State Government, the City Council and other bodies are vitally interested in those things. If it had been necessary, or considered desirable, to set up another authority to administer Canberra, such as a commission, it would have been necessary for the Government to make it clear that the commission could not do anything with certain areas.

THE CHAIRMAN. - Can you give me a rough idea of the area of parkland there is in Canberra, excluding areas that are marked down for building but are now merely covered with grass or trees?

MR. ROGERS. - I could not give the committee any useful figure, but I can say that a general review is being made of the position in that regard, and before long I hope to be able to give that information to the committee.

THE CHAIRMAN. - There has been a suggestion that co-operation between the departments has not been all that it should be. Can you tell us how you correlate work with other departments at various levels?

SENATE CANBERRA COMMITTEE.

MR. ROGERS. - Money for all constructional work is provided in a vote that is controlled by the Department of Works. Upon a decision being reached and approval given to proceed with a particular project, a detailed estimate is obtained from the Department of Works. A requisition, which is a formal request to the Department of Works to proceed, is given and the construction side from then on rests with the Department of Works. So far as the Department of the Interior is concerned, it is interested in the project and keeps in touch with the progress of it. It is the specified duty of one of the officers of my own branch to keep in touch with the Department of Works and bring under notice what goes on. That is done so that the attention of the Department of Works can be drawn to particular points with the object of completing the project quickly.

THE CHAIRMAN. - The priority rests with the Department of Works and not with you? You might think that the work should be done at once, but the Department of Works might put it lower down on the list?

MR. ROGERS. - I think that happens.

THE CHAIRMAN. - Do you think the administration would be much more effective if the headquarters of the departments were transferred to Canberra?

MR. ROGERS. - Most decidedly.

THE CHAIRMAN. - What is the main cause of the delay in your opinion?

MR. ROGERS. - It is difficult to answer that question. It is rather too involved.

THE CHAIRMAN. - Building is an obvious obstacle?

MR. ROGERS. - Yes.

SENATOR BENN. - You are aware of plans to bring large numbers of public servants to Canberra?

MR. ROGERS. - Yes.

SENATOR BENN. - Does the transfer of more public servants to Canberra directly affect the work of your department?

MR. ROGERS. - Yes.

SENATOR BENN. - How does it affect your department.

MR. ROGERS. - The information you have been given will indicate that it inevitably means an accelerated rate of development.

SENATOR BENN. - By development you mean the construction of houses and offices?

MR. ROGERS. - Yes, and also roads, streets and services generally.

SENATOR BENN. - What is the direct interest of your department in that work?

MR. ROGERS. - To plan it but not to build. We are not a construction authority. We would design the areas that might be occupied. Can you be more specific?

SENATOR BENN. - Supposing you were told that 3,000 public servants were to be transferred to Canberra. You had to construct 1,000 houses. What would be your next action?

MR. ROGERS. - That step has already been taken by providing for the work under the Works programme, funds for which have to be provided by the Treasury. A Works programme is being prepared now for the next financial year. Providing the Cabinet endorses it, we will then proceed to ask the Department of Works to construct certain streets in areas that are designed and to build certain living units in places that have been designed.

SENATOR BENN. - Have you sufficient staff to do the work?

MR. ROGERS. - We always have staff trouble, but I do not think I can answer that quite clearly. I would like more staff.

SENATOR BENN. - You could acquire staff, could you not?

MR. ROGERS. - I do not think there would be any doubt that if the rate of development is accelerated as proposed, approval will be given to increase staff. The authority to increase it does not rest with me.

SENATOR BENN. - You have the office accommodation for them?

MR. ROGERS. - Up to a stage.

SENATOR BENN. - So far as your department is concerned, there is really no impediment to bringing more public servants to Canberra?

MR. ROGERS. - No. The critical factor is the provision of accommodation for them.

SENATE CAMBERRA COMMITTEE.

SENATOR BENN. - I want to be clear about the functions of each department for the construction of more houses.

MR. ROGERS. - We have no function to construct. The department is the landlord for houses that have been built for letting.

SENATOR BENN. - Regarding the Military College at Duntroon, I direct your attention to the area marked B on the map. You know the contour of the land?

MR. ROGERS. - Roughly.

SENATOR BENN. - You spoke of the construction of buildings and streets. Could that area be sewered?

MR. ROGERS. - Yes.

SENATOR BENN. - When did you last have a look at that area? You know where General Bridges' grave is. Proceed in a line from there to the foundations of the old observatory and then look down towards the American monument. Do you say that the area between there and extending to Mt Ainslie could be sewered? I am speaking of the area east of the dotted line.

MR. ROGERS. - I would agree that the area on the top of the steep ridge is not suitable for building. I am fairly convinced that some of the steeper slopes will be very valuable because other cities have used them to advantage.

SENATOR BENN. - Would you agree that most of the area adjacent to the old observatory foundations is not suitable for development?

MR. ROGERS. - I have not thought of any development of top of Mt Pleasant where the observatory is situated.

SENATOR BENN. - What about the slope towards the monument?

MR. ROGERS. - The immediate slope, no.

SENATOR BENN. - For developmental purposes, it could be regarded as a waste area?

MR. ROGERS. - I would expect that Mt Pleasant would always be a favoured look-out as it is now. The immediate slope below it would be attached to it as part of a reservation. I cannot think of any development on the top of Mt Pleasant.

SENATOR BENN. - Or on the slopes?

SENATE CANBERRA COMMITTEE.

MR. ROGERS. -- On the immediate steep slopes, no, but
on the easy slopes, I would think so.

SENATOR BENN. - The College itself is almost within the
area to be developed, is it not?

MR. ROGERS. -- I do not understand that. There are no plans
for the development of the area marked A.

SENATOR BENN. - I direct your attention to the white
area to the right of it. You could develop the city into that area?

MR. ROGERS. - Yes, I would expect that to be an ultimate
development.

(Continued on page 285)

SENATOR BENN . - Under the present arrangement, you could develop the city all over the area that is marked "B"?

MR. ROGERS . - Yes. In fact, a design of development has been approved already, and the plan has been varied to accord with it, and estimates are being prepared for roads to be constructed into it.

SENATOR BENN . - That is exclusive of the area that I mentioned a while ago?

MR. ROGERS . - I cannot relate the straight line of which you speak to that plan.

SENATOR BENN . - I have the advantage, because I inspected the property yesterday. The cost of construction ^{of} footpaths, gutters and roads in that area would be far more costly than anywhere else?

MR. ROGERS . - In general, it is true to say that road construction on slopes is more expensive than on the flat.

SENATOR BENN . - Taking into consideration that this is 1955, and that Australia's population may double itself within the next 30 or 40 years, would you say that the area devoted to College purposes is sufficient?

MR. ROGERS . - I do not know that my opinion about the requirements of the Department of the Army is worth having. They have an establishment, but I can quite believe that, with changing circumstances and requirements, they may need something altogether different in 20 years. They have approximately 10,000 acres available nearby at the present time.

SENATOR BENN . - That would include an area for artillery practice?

MR. ROGERS . - Yes. They have right to military manoeuvres all over that area.

SENATOR BENN . - The area is rented to graziers.

MR. ROGERS . - There are grazing rights, which both the Army and the Air Force agree is desirable. That is done to prevent the area from becoming a bush fire hazard.

SENATE CANBERRA COMMITTEE.

SENATOR BENN . - Do you think the activities of the College are more likely to expand than diminish?

MR. ROGERS . - One would expect them to expand, but I do not think that my opinion on that matter is really worthwhile.

SENATOR BENN . - Do you think they are more likely to expand than diminish?

MR. ROGERS . - I quite agree that one would expect that, but I should hesitate to express an opinion. I am not an authority on military requirements.

SENATOR BENN . - Would it not be wise to plan for a military college one hundred years ahead?

MR. ROGERS . - The military college is 267 acres approximately. I think that anyone who ventured to state their requirements would be one hundred years ahead would be very sumptuous. I would not venture to suggest what they would be.

SENATOR BENN . - Would forty or fifty years be sufficient? If you were commissioned by the Government to prepare a plan for the establishment of a military college, would the area that you would devote in the plan be sufficient for its requirements for forty or fifty or sixty years, or for ten years? One does take certain factors into consideration in town planning. That was done in respect of Canberra. Canberra was a city with a population of a few thousand which has increased, and it will continue to increase. What do you really think about the military college? Is the present area sufficient for its present requirements?

MR. ROGERS . - I have no evidence to the contrary. The Department of the Army has not raised any question on that.

SENATOR BENN . - Do you think the time has arrived in Australia's history to define the area required by the Military College?

MR. ROGERS . - As far as I am concerned, it is defined. I know of no suggestion to interfere with the area on which the College is established. It is conceivable that they may want

tremendous areas for manoeuvres later and have to go into other parts of the Territory. But I would not suggest the provision of manoeuvre areas within a city, unless, of course, as a temporary measure, which is the present arrangement, because it is convenient to them.

SENATOR BENN . - The area about which I spoke a few moments ago has been used for manoeuvre purposes.

MR. ROGERS . - That is true, right across to Anzac Park.

SENATOR BENN . - Could there be any strong objection to a proposal to hold that area for them?

MR. ROGERS . - Inasmuch as it is very centrally situated and suitable for development, or that much of it that is suitable for development, I think it should be used for city development.

SENATOR BENN . - I am speaking particularly of the area east of *from the Anzac War Memorial northwards to the top of Mt. Sturt*, the line, bearing in mind its suitability for development. If that area were not suitable for development, would there be any strong objection to passing it over to the Military College?

MR. ROGERS . - On those assumptions, I quite agree.

SENATOR VINCENT . - I understand that there are two authorities associated with the general planning and development of Canberra - the Advisory Council and the National Planning and Development Committee.

MR. ROGERS . - I do not think it is right to state that both of those bodies are concerned with the development of Canberra. The Advisory Council covers a wider field than development. It is entitled to bring any matter affecting the Territory before the notice of the Minister.

SENATOR VINCENT . - It could bring up matters relating to development?

MR. ROGERS . - Yes, and it does.

SENATOR VINCENT . - I am not quite clear about whether these two bodies overlap in function. Will you give us your opinion in relation to whether two advisory bodies are desirable, both of which advise the Minister, in certain respects, on the same matters?

SENATE CANBERRA COMMITTEE.

MR. ROGERS . - From a reading of their functions, they may appear to overlap, but they do not overlap in practice, because the Planning and Development Committee is predominantly a technical committee which concerns itself with town planning and which has on it a representative of the Advisory Council. There are five technical members and two non-technical members on the Planning Committee. The Advisory Council invariably agrees that a planning matter, or a matter involving technical considerations, is best considered by the Planning and Development Committee.

SENATOR VINCENT . - They both advise at the same level.

MR. ROGERS . - They are both set up by ordinance, which is the equivalent of statute, and, by virtue of that, they both have the right to advise the Minister direct.

SENATOR VINCENT . - Do you consider that it would be more effective to have only one advisory body to fulfil the functions of both?

MR. ROGERS . - I am all for fewer authorities.

SENATOR VINCENT . - How often does the Advisory Council meet?

MR. ROGERS . - Every four weeks, as required by its ordinance.

SENATOR VINCENT . - How long does that meeting take normally?

MR. ROGERS . - Usually one afternoon.

SENATOR VINCENT . - Does the Council initiate any matter, or does it merely advise on matters that are referred by the Minister?

MR. ROGERS . - Very few of the Advisory Council's items of business are referred by the Minister. Almost all of its business consists of matters raised by the elected members.

SENATOR VINCENT . - Can you state succinctly substantially what matters the Council does discuss?

MR. ROGERS . - Its business paper always has a list of questions which the elected members like to have answered. The replies to those questions usually state the position in relation to some form of development or activity. It may be the bus timetable, the sealing of a road, or some other item about which they have had complaints

SULLIVAN CANBERRA COMMITTEE.

MR. ROGERS . - I have been its executive member for only two years, and those two years have been a period of a considerably accelerated rate of development. The time of the Committee has been almost fully taken up by matters that have been brought to it for its views and conclusions. I cannot speak very well of the past. It has been in existence for 16 or 17 years.

SENATOR VINCENT . - Has either of those bodies concerned itself with one feature of the development of Canberra that I suggest is very important, namely, the implementation of the plan for the transfer of the remainder of the departments to Canberra?

SENATE CANBERRA COMMITTEE.

MR. ROGERS.- I think it is never absent from their minds.

SENATOR VINCENT.- I take it that both of those bodies are concerned with that question?

MR. ROGERS.- I think there is ample evidence of that in the proceedings. I do not think that thought is ever very far away from them.

SENATOR VINCENT.- Do you suggest that those bodies are aware that this programme is not being carried out in accordance with the timetable, and is lagging?

MR. ROGERS.- We appreciate that, and I think those bodies appreciate it too.

SENATOR VINCENT.- Have those bodies made any recommendations for correcting that problem?

MR. ROGERS. I think the Advisory Council has done so.

SENATOR VINCENT.- Can you tell us what it has recommended?

MR. ROGERS.- No. I think it has done no more than direct attention to it. I do not say that they have recommended the solution.

SENATOR VINCENT.- Would you agree with me that it is possible that a serious bottleneck in relation to housing will occur in Canberra shortly?

MR. ROGERS.- That is possible. The Minister, of course, has announced that officers will not be transferred to Canberra until living accommodation is ready for them.

SENATOR VINCENT. - That is not quite clearing up the problem, is it?

MR. ROGERS.- I appreciate that.

SENATOR VINCENT.- You appreciate that it is merely skating over the position?

MR. ROGERS.- That is sort of agreeing that it may not conform to the exact time stipulated.

SENATOR VINCENT.- Would you say that either of these two bodies is happy about the state of affairs in respect to the implementation of the development scheme?

MR. ROGERS.- I do not think I can answer that very clearly,

SENATE CANBERRA COMMITTEE.

beyond saying that I know they are acutely aware of the problem.

SENATOR VINCENT.- You would not care to say that they are concerned about the programme?

MR. ROGERS.- The Advisory Council has expressed concern by resolution to the Minister, I think.

SENATOR VINCENT .- Having expressed concern, has it done anything about it?

MR. ROGERS.- Beyond urging the Minister to do something, I do not think it has.

SENATOR VINCENT. - Do you think it is adequately fulfilling its functions by merely expressing concern and not endeavouring to work out some method of correcting the problem, or is that not part of its function?

MR. ROGERS.- It has authority to advise the Minister of anything affecting the Territory.

SENATOR VINCENT.- I suggest that it could, for example, draw up a scheme to advise the Minister how he could get out of this problem.

MR. ROGERS.- It is within the competence of the Advisory Council to do that.

SENATOR VINCENT.- Should I be right if I said that there is no one authority charged with the whole responsibility for the planning and development of the National Capital?

MR. ROGERS.- I think that the only answer I could give is that it is the function of the Minister for the Interior.

SENATOR VINCENT.- Apart from the Minister's personal responsibility as Minister, there is no department or section of his department charged with the total responsibility in respect of planning and development?

MR. ROGERS.- The administrative arrangements, which distinguish what different departments deal with, make it clear, I think, that the Department of the Interior, is responsible for the planning and development of Canberra.

SENATOR VINCENT.- Within the framework of that department there is no one authority that accepts the total responsibility with

respect to all those matters?

MR. ROGERS.- No. The total responsibility is not within one body, to begin with.

SENATOR VINCENT.- Would you say that within the departmental framework, subject, of course, to ministerial responsibility, there should be one authority?

MR. ROGERS.- Having in mind the fact that the Department of the Interior is not a constructing authority and therefore deals only with certain aspects of it, I think that it would be better to have one authority.

SENATOR VINCENT.- Would you say that the English scheme for the construction and development of new towns is a good one to follow in regard to organisation?

MR. ROGERS.- I have been very impressed with those organisations. They have a distinctive difference in that the corporations that are set up to develop these towns actually accept responsibility for all the building. The corporation does not invite people to build their own houses, for example. It builds the houses and sells them to the people.

SENATOR VINCENT.- I take it that you rather favour the English organisation?

MR. ROGERS.- They have had very interesting results. That is all I can say about it. I am very impressed with them.

SENATOR VINCENT. Would you prefer the present set-up to the English organisation?

MR. ROGERS.- That raises a very important aspect and impinges upon government policy, for which I cannot speak.

SENATOR VINCENT.- I suggest that you are properly qualified to answer the question, and we should appreciate a frank expression of opinion from you, even if it does impinge on government policy.

MR. ROGERS.- The point I was mentioning was that, whereas ^{in Canberra} it is the deliberate intention to foster private enterprise building, that is not the practice followed in the English new towns. The overall achievement of the new towns gives a result that seems to me to be very satisfactory - certainly better from the point of view of

appearance.

SENATOR VINCENT.- You will not go so far as to say that we should endeavour to follow the British system?

MR. ROGERS.- I should not like to go so far as to say that we should not have any private enterprise here, because one would follow. If I plumped for the adoption of the English new towns system to which you are referring in its entirety, it would mean less or probably no private enterprise initial building here.

SENATOR VINCENT.- I suggest that private enterprise could be permitted to function within the framework of the British system without altering the principles.

MR. ROGERS.- As I understand it - I am not a full authority, though I have inspected them and I have been very impressed with them - the feature of their work is that the one corporation takes in hand the building of everything and finances everything, and ultimately will hand it over to some continuing local authority. The actual authority that is charged with developing the new town is a single corporation.

SENATOR VINCENT.- That is the feature in which I am most interested.

MR. ROGERS.- That has produced very interesting results, although not entirely free from criticism. I have read some adverse criticism.

SENATOR VINCENT.- One always hears criticism. Would you say that the single corporation principle might well be adopted for the future development of Canberra?

MR. ROGERS.- Provided there was public finance to support it, and that would be very substantial.

SENATOR VINCENT.- Would not that be almost a sine qua non?

MR. ROGERS.- Yes.

SENATOR VINCENT.- We have heard evidence concerning delays with respect to building and other matters appertaining to the development of Canberra. For example, yesterday Mr. Moir gave evidence that it took his company two years to acquire a site for a theatre. Can you express any view about that delay?

CANBERRA SENATE COMMITTEE.

MR. ROGERS.- I think that is rather a misleading condensation^{if} that is what Mr. Moir said. I do not question your statement, Senator Vincent, but if that is what Mr. Moir said I think it is rather misleading, because there have been discussions with Mr. Moir over that period. He certainly has changed his views as to the size and location of theatre sites more than once during that period. He of course was seeking a lease for his company direct. That is to say, on the basis that the lease should not be offered publicly. The present position is that his company has been granted a lease and another lease is to be offered publicly for which, I think, applications are about to be invited. I do not accept the proposition that the department has delayed Mr. Moir's company.

SENATOR VINCENT.- I am not prepared to say that either. All I said was that Mr. Moir stated that it took him two years. It might not be the Department's fault. It might be a question of Government policy. I am most anxious to ascertain whether there is any merit in the allegations we hear about delay in building and other matters pertaining to the development of Canberra. Would you care to express an opinion on whether the construction of houses and other buildings takes too long in Canberra compared with the time taken in other parts of Australia?

MR. ROGERS.- From my information the delay in building in Canberra has been matched by delays elsewhere. From what I hear similar delays occur in Sydney and Melbourne.

SENATOR VINCENT.- Would you not say that the delays here are worse than in other parts of Australia?

MR. ROGERS.- Not to my knowledge.

SENATOR VINCENT.- Yesterday the Committee inspected the new cadet wing at the Royal Military College. Rightly or wrongly we were told that the building was originally planned some six years ago and that the construction of it had actually taken two years. Would you care to offer an opinion as to whether the time taken for construction was too long?

MR. ROGERS.- It seems a long time. It is not a very large block. I do not know the terms of the contract entered into by

CANBERRA SENATE COMMITTEE.

the Department of Works. I think you would get a better reply to your question from the Director of Works when he appears before you.

SENATOR VINCENT.- In fairness to that Department we must take evidence from it but I should appreciate some statement from you. Would you say that the construction of the large administrative block near Parliament House has taken an unnecessarily long time to complete?

MR. ROGERS.- I do not think there is much doubt about that.

SENATOR VINCENT.- Can you make any suggestions about how these time lags can be overcome?

MR. ROGERS.- I think that basically it is a matter of building up a labour force in Canberra. I do not think there is any financial difficulty now. Money can be found for such work. However, there are reported difficulties in materials on which I am no authority but of which I have heard which are said to be the cause of many of these delays.

SENATOR VINCENT.- Do you consider that any delay is occasioned by the financial action that is required to be taken from time to time as between departments?

MR. ROGERS.- No. I think that Mr. McLaren advised you - and he is my authority for this - that at present there is no financial difficulty.

SENATOR VINCENT.- I do not mean a shortage of funds. I am referring it to the actual administrative procedure involved in obtaining financial approval.

MR. ROGERS.- There are always some frictions with the Treasury before approval is given for a works programme.

SENATOR VINCENT.- Is it not a fact that the present policy in respect of financial approval has a delaying effect and that if the money approved is not expended in one financial year approval must be sought again for its expenditure, in the next financial year?

MR. ROGERS.- We have always sought a longer-term arrangement than the annual commitment.

SENATOR VINCENT.- Do you consider that that is one reason for the time lag in building construction in Canberra?

CANBERRA SENATE COMMITTEE.

MR. ROGERS.- It could be said to be one of the factors.

SENATOR VINCENT.- Could not that time lag be obviated by different administrative procedure in respect of Treasury matters?

MR. ROGERS.- Do you mean a five year commitment, or something like that? +

SENATOR VINCENT.- I do not wish to be dogmatic. Do you think there could be some alternative method of procedure so that frustrating delays did not occur?

MR. ROGERS.- I feel that such a method could be devised.

SENATOR VINCENT.- We have received certain complaints regarding the way in which modifications have been made to the Griffin plan. Would you outline the procedure that is adopted in regard to the publication of any proposed alterations to Canberra's general plan of development? Is there a procedure laid down in the department?

MR. ROGERS.- All we do is to comply with the provisions of the Seat of Government (Administration) Act 1910-1947.

SENATOR VINCENT.- Mr. Moir mentioned in his evidence that a major alteration was decided on with regard to the abolition of the West Lake and nobody heard about it until the action had been completed and a decision made. I am anxious to discover what procedure is involved in giving publicity to such proposed departures from the Griffin plan.

MR. ROGERS.- I shall answer your first question about the procedure. Section 12A of the seat of Government (Administration) Act provides as follows:-

(1) The Minister may at any time, by writing under his hand, modify or vary 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, 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.

(2) 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.

(3) 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.

(4) 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.

That is the procedure that is followed for every variation of the plan.

SENATOR VINCENT.- The only notification to the population of Canberra would be the publication in the Gazette?

MR. ROGERS.- Yes, but before it got that far in that particular case, the matter, as you will recall that Mr. McLaren informed you, was dealt with and was the subject of a recommendation by the National Capital Planning and Development Committee of which the Chairman of the Australian Capital Territory Advisory Council is a member. He is the elected member representing the public and it is the practice of the Chairman of the Advisory Council to tell the Advisory Council from time to time about what is going on. Further, the representative of the Parliament on the National Capital Planning and Development Committee was aware of the proposal then. Actually, you were given the dates of the time it took to get that amendment through. It extended over a period of some six months according to my recollection of it. I do not think it can rightly be said that there was any haste in putting it through. It was on the 4th December 1952 that the National Planning and Development Committee unanimously endorsed a

proposal to alter the west lake feature of the plan. The Minister approved it in February 1953. It was May 1953 before the instrument of intention to vary was signed by the Minister and it was the 11th June 1953 before it was gazetted for the information of such members of the public who had not learned of it otherwise. It was July 1953 before the statutory period expired and the actual instrument of variation was not signed by the Minister until the end of July 1953, some months after the original action.

SENATOR VINCENT.- When was it tabled in Parliament?

MR. ROGERS.- Copies of the instrument signed by the Minister were tabled in Parliament on the 9th September 1953; nine months after the original action. The end of the statutory period covered by that Act that I have mentioned was the 16th October 1953 which was ten months after the recommendation was made.

SENATOR VINCENT.- Every modification or variation is so dealt with?

MR. ROGERS.- Yes.

SENATOR VINCENT.- What would happen if it were proposed to reduce the width of a particular street?

MR. ROGERS. If it is a matter of reducing the width of the carriage way I should say no, but if a strip of land had been set apart for a street it would be necessary to deal with it in the way that I have mentioned. Indeed, there have been such cases within the last few months.

SENATOR VINCENT.- If the Department desired to reduce the width of any avenue, the proposal would have to go through the procedure that you have detailed?

MR. ROGERS. - Yes.

SENATOR VINCENT.. Evidence has been given that private enterprise has been frustrated in its attempts to build and develop this city. Do you agree with that proposition?

MR. ROGERS.- No.

SENATOR VINCENT... Evidence has been given that because of the relatively cheap rentals charged for government houses, private enterprise cannot compete with the government. Is that a fair statement?

MR. ROGERS.- I believe that it is quite clear that, as a speculative investment, people are not going to rent houses at a high rental than they can obtain them from the government. It may be that government houses are let at rentals which are too low.

SENATOR VINCENT.- If they are, that fact would discourage private housing investment?

MR. ROGERS.- Yes, the rentals of ^{government} private houses are under review at the present time.

SENATOR VINCENT.- There must be some reason why the private entrepreneur is not moving into this city, which is almost certain to double or treble its size, and I suggest that in ordinary circumstances it should provide a very attractive opportunity for him. Can you give any reason why private investment capital is not

SENATE CANBERRA COMMITTEE

flowing into Canberra?

MR. ROGERS.- I believe that private investment is flowing into Canberra. The percentage of privately owned houses at present is about 25 per cent, or one in four. That proportion is increasing fairly rapidly. All the business premises in the city have been privately built, and private enterprise has a very substantial commitment in premises at present being built on leases obtained during the last couple of years. I refer particularly to business premises at Civic Centre and Kingston.

SENATOR VINCENT.- Why is not private investment flowing in to ameliorate the very obvious housing shortage here?

MR. ROGERS.- Is that not symptomatic of private building for letting purposes in other cities? We have the same problem here. The rental and tenant ordinances in Canberra operate for residences in much the same way as similar legislation operates in the States.

SENATOR VINCENT.- Is that an impediment to private investment in Canberra?

MR. ROGERS.- It could be.

SENATOR VINCENT.- Referring to the map that is before the Committee, you will see certain areas marked A, B, C and D?

MR. ROGERS.- Yes.

SENATOR VINCENT.- We have been told that the Royal Military College at Duntroon requires those areas for its own purposes?

MR. ROGERS.- Yes.

SENATOR VINCENT.- On parts of the areas A, B, C and D, there are street plans and plans of subdivisions. Are they part of the Griffin plan?

MR. ROGERS.- Yes.

SENATOR McCALLUM.- Is it a fact that Burley Griffin did not intend that there should be a military college in this district, and that the decision to put a college here was made regardless of his plan?

MR. ROGERS.- I cannot answer that question.

SENATOR McCALLUM.- There is an area on the map marked

"military area"?

MR. ROGERS.- Burley Griffin showed a "military group" on his plan, which was attached to his report to the Parliament in 1915.

SENATOR McCALLUM.- The area that the Royal Military College occupies seems to have spread beyond the boundaries of that marked part over to the part marked for development?

MR. ROGERS.- That is so.

SENATOR VINCENT.- It appears that the College is now using land that at some time or other was intended for houses?

MR. ROGERS.- Yes.

SENATOR VINCENT.- As a matter of fact, in the area marked there is an avenue that passes right through Dunrobin House?

MR. ROGERS.- I think that it only passes through the stables.

SENATOR VINCENT.- Can you enlighten the Committee as to whether it was intended that the College should be moved, so that Canberra could be built in accordance with the subdivisions marked on this plan?

MR. ROGERS.- I do not know of any consideration ever having been given to the removal of the College.

SENATOR VINCENT.- Obviously the College could not carry on with an avenue passing through its main building centre?

MR. ROGERS.- That is so.

SENATOR VINCENT.- Do you know why this particular avenue was put through on the plan while the Military College was there?

SENATOR McCALLUM.- Is it not possible that Burley Griffin drew the plan without knowing that the old Campbell homestead was there?

MR. ROGERS.- The map that I mentioned before was prepared after Griffin had been here. This was not his original plan. In any event, I do not think that the marking of the particular road has any significance.

SENATOR VINCENT.- Just what roads have significance in the area now regarded as the area of the College?

MR. ROGERS.- If these areas are not suitable for development

SENATE CANCELRA COMMITTEE

when we come to develop them, variation of the plan is proposed.

SENATOR VINCENT.- It does appear that at some time this part of the development of Canberra was conceived and decided without very much regard being paid to the fact that the College existed?

MR. ROGERS.- I cannot think that that statement is quite correct, because the College has been there for some time, and Burley Griffin knew it was there.

SENATOR VINCENT.- Why then should this particular road have been planned, because obviously it could not have been built without demolishing buildings at the College?

MR. ROGERS.- But it does not run through the main buildings. In a variation of the city plan made fairly recently, a number of roads on the Griffin plan were eliminated from the College area.

SENATOR VINCENT.- The plan that you have been referring to is not the latest plan?

MR. ROGERS.- The plan is continually being modified as development occurs.

SENATOR VINCENT.- Is this plan the latest plan or is there some other plan according to which some part of the development in the College area has been excised?

MR. ROGERS.- If that road is not suitable there is no reason why it should not be deleted now, but it has not yet been deleted.

SENATOR VINCENT.- Is it not very nearly time that the military authorities and the planning authorities got their heads together and decided what is needed by the Royal Military College?

MR. ROGERS.- I do not know that there is any disadvantage to the College through anything that has been going on. There has been a lot said in the last few days about the matter, but we have not been notified of any concern in the Department of the Army.

SENATOR McCALLUM.- It is a matter for the future, and it is conceivable that by carrying out the Griffin plan it might be made undesirable to have a military college at Duntroon.

SENATOR VINCENT.- Evidence was given yesterday by Major General Campbell to the effect that if the College were to lose the areas of land in the ^{eastern} western portion of area B, it would no longer

SENATE CANBERRA COMMITTEE

be a Royal Military College?

MR. ROGERS.- That is not the view of the Department of the Army. That Department has not advanced that view. I can obtain for the Committee a letter that was sent to us in December 1949 from the Department of the Army, in which that Department stated that it ^{accepted} ~~expected~~ that the Mount Ainslie range and manoeuvre area would, at some future time, be included in the city area.

SENATOR McCALLUM.- We are not greatly concerned about the opinion of the Department of the Army. We are concerned as to whether the College can continue to operate in that area. We may come to the conclusion that it is desirable to remove the College right out of that area.

SENATOR VINCENT.- I shall now read an appreciation of the position by Major General ^{Hopkins} ~~Campbell~~. That appreciation is dated 10th February, 1954, and I shall tender it in evidence and it will become Exhibit "A". That Exhibit reads (read) .

10th February, 1954.

RMC - IMPACT OF PROPOSED CANBERRA TOWN
PLANNING LAYOUT

Ref: AHQ A259/46/5 (G4) of 25 Jan 54

1. The projected encroachment of suburban development on lands used by the RMC for training is a serious matter. It is believed that the essential facilities for military instruction and the traditional home of the RMC, established before a single Canberra building appeared, will be jeopardized unless a firm stand is taken now. To let the matter drop would be to be presented, in a few years time, with a fait accompli involving at least the loss of convenient training areas and ultimately the removal of the College.
2. It is apparent that the subject is receiving, from the Department of the Interior, a series of delaying and frustrating tactics which are designed to avoid any decision being made at the present time. Statements that the College needs must be considered in relation to the development of Canberra as the Seat of Government and that projected developments are unlikely for some time are far from reassuring as to ultimate intentions.
3. It has been found that personal contact with the Secretary of the Department (W.A. McLAREN, Esq.) obtains most helpful advice and co-operation but the fact remains that there is both a widespread lack of appreciation of RMC needs and an understandable desire on the part of the planning Staff to draw their lines wherever they please.
4. Although there is some doubt as to whether the present is a suitable time to force this issue to a conclusion, there is no doubt that matters should not be left as they are.
5. Basically, the Department of the Interior is not in the least interested in the future of the RMC and I have grave fears that, unless firmly checked, they will gradually whittle away training areas to such an extent that the College will be forced to move, or at least to operate under severe restriction. It may, however, be considered satisfactory at this stage to insist on further advice, and the opportunity to renew representations, before any move is made by the Department of the Interior to subdivide or install essential services in the areas C, D and the southern east or portion of Area B. This would make an opportunity for further discussion at a tactically better time and when the threat to Duntroon is possibly becoming more positive.
6. The Department of the Interior have pointed out in discussions as a reason for not altering the Grif-in Plan, that new weapons or methods may alter RMC requirements. Their policy is not to touch the Plan in advance of a definite and urgent need.
7. The high tension line NW of the College is NOT a suitable boundary for the RMC area proper and NO change in the existing boundary should be considered. Acceptance of the high tension line as a boundary would deny to the College the Summit of Mt PLEASANT and the high ground between Mt PLEASANT and the YASS-WUJANBEYAN RD. It would reduce the area available for minor tactical exercises and adversely affect topographical and artillery instruction.
8. The proposal for the RMC areas to be presently allotted, which is now denied by the Department, was suggested in discussion last year by the Secretary, Department of the Interior as worthy of examination. This method of securing the land has been followed in the case of the National University and the latest reply of the Department of the Interior contained in the second last paragraph of their letter of 29 Dec 53 merely begs the question.

(R. N. L. Hopkins)
Maj Gen
Commandant, ROYAL MILITARY COLLEGE.

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT. - I believe that indicates that Major General Campbell is concerned about the possibility of losing this land?

MR. ROGERS. - I say the department has not received any advice from the Department of the Army to this effect. If it had, it would have to consider it, but it would be premature for me to answer that. I take exception to Major-General ^{Roberts} ~~Campbell's~~ attitude to the Department of the Interior because you have seen from the correspondence of December, 1953, that the needs of the College have always been considered by the department. It is a matter for the Department of the Army to take up. That is the level at which it should be taken up.

SENATOR VINCENT. - Would I be correct in saying that the matter has not been taken up at departmental level?

MR. ROGERS. - That expression of views that you have just read has not been.

SENATOR VINCENT. - Would I be right in saying that the proposals of the Department of the Interior in regard to utilising any of the areas A, B, C and D so as to continue their use to the College have not been taken up with the department?

MR. ROGERS. - Yes, the use of the land has been taken up. The Department of the Interior quite agrees that area A should not be interfered with. It has pointed out that areas B and D are part of the land ...

SENATOR VINCENT. - You misunderstand me. We are informed that the Department of the Interior proposes to start work immediately, and you have said that it has plans drawn, with regard to certain development in areas B and C.

MR. ROGERS. - In area B only.

SENATOR VINCENT. - We shall discuss that particular project. Has the denial of that land in area B to the College been taken up at departmental level?

MR. ROGERS. - Yes, and they have been reminded of the arrangements under which the Royal Military College was permitted to use it originally.

SENATE CANTERRA COMMITTEE.

SENATOR VINCENT. - Has the Department of the Army objected in any respect to the taking of any part of area B?

MR. ROGERS. - So far as I am aware, it has accepted that statement.

SENATOR VINCENT. - Have you anything on the file to that effect?

MR. ROGERS. - I have not the file with me, but I have copies of the letter that was sent to the Department of the Army. I am certainly not aware of any. I can verify whether the Department of the Army has taken that matter up. I am not aware of any advice on this matter since December 1953.

SENATOR VINCENT. - I do not think that there can be any doubt that Major-General Campbell is concerned with the present proposal. You would go that far?

MR. ROGERS. - I would point out that as far as I am concerned his concern was not expressed by some of his predecessors. We have discussed the area that the College might use with General Wells. He was the last Commandant with whom I discussed it, and he accepted the position as I have explained it here at that time.

SENATOR VINCENT. - Assuming that this question is taken up by the two departments at departmental level can you say whether you consider the College should be allowed to retain the right to use areas A, C and D and that portion of area B east of the line drawn on the plan produced?

MR. ROGERS. - I see no reason here and now to vary the position as I have expressed it and put to the Department of the Army.

SENATOR VINCENT. - I do not know the facts of the position. Can you tell us what was put up to the Department of the Army?

MR. ROGERS. - Would you like me to read the letters addressed to the Department of the Army?

SENATOR VINCENT. - Can you summarise them? Perhaps they could be produced?

MR. ROGERS. - I produce them for the information of the committee. I submit the correspondence as Exhibit B.

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT. - I now refer to areas A, C and D and to the area B east of the line drawn on the plan. If Major-General Campbell says that he regards that area of land as essential for the Royal Military College (meaning, in effect, that if he does not have the right to use that land for military purposes Duntroon will have to move) would you still say that it would be more desirable to continue the developmental scheme and put suburbs there?

MR. ROGERS. - I can only point out that the land was acquired for the purposes of the seat of government, and any controversies such as you have suggested would have to be resolved by the respective ministers who would submit it to Cabinet.

SENATOR VINCENT. - I take it that you would have the responsibility of advising the Minister?

MR. ROGERS. - No, the responsibility of advising the Minister rests with the permanent head. I am responsible to the permanent head.

SENATOR VINCENT. - I appreciate that. You would have some responsibility regarding the advice tendered. What would your advice be?

MR. ROGERS. - My advice would be that area B, the whole of it, is required for the development of the city now, and areas C and D will ultimately be required. As I have just reminded you, so far as areas C and D are concerned, the Department of the Army agreed as long ago as 1949 that they would be required for the city at some future date.

SENATOR VINCENT. - It would therefore follow that if we accept Major-General Campbell's proposition, you would be forced to agree to the moving of Duntroon from where it is now?

MR. ROGERS. - I think you are jumping some steps. I cannot subscribe to that. It is based on an hypothesis, the accuracy of which I cannot gauge.

SENATOR VINCENT. - Major-General Campbell has stated that the College cannot function without the use of the land that we are discussing. If he is denied the use of that land, his College must go. That is the hypothesis. I do not know whether it is true or not and you do not?

SENATE CANBERRA COMMITTEE.

MR. ROGERS. - I do not, certainly.

SENATOR VINCENT. - For the time being, let us accept that hypothesis as a good one. You say that most of that land is required for the development of Canberra. It must follow that you are prepared to accept the proposition that Duntroon must go?

MR. ROGERS. - I still do not subscribe to that view. I do not think that one follows the other.

SENATOR VINCENT. - Can you answer this hypothetical question which is pertinent to the problem? Would you prefer Duntroon, and all it means, to the establishment of a suburb in and around the area that is now used by Duntroon?

MR. ROGERS. - I do not want anything I say to be thought to suggest that I am in favour of the removal of Duntroon. That is quite false. I would not like to see Duntroon moved, but when there is so much land available for Duntroon quite close to the College, I find it difficult to believe that the hypothesis we are discussing is really sound.

SENATOR VINCENT. - That was my view, too, until yesterday when it was shown to us that there are some areas east of the line drawn in area B and some vital areas in C and D, heavily wooded country including the rifle range, which are ideal for military training, and that land does not exist anywhere else near the College.

MR. ROGERS. - Not so close to the College, but similar land exists in the A.C.T. Its use would involve transport. It is within the area that the College could use.

(continued on page 308)

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT . - The real importance of this land is a matter for military technical advice basically?

MR. ROGERS . - Yes.

SENATOR VINCENT . - Would I be right in stating that none of the land that is being used by the College has been set aside permanently in any way for the use of the College?

MR. ROGERS . - No Commonwealth land is set apart, by any statutory act, for the use of a department. The Department of the Army in an integral part of the Commonwealth. It does not hold any drill hall, or manoeuvre area or any military college, under any tenure.

SENATOR VINCENT . - I appreciate that. I am not suggesting that there should be, perhaps, a Crown grant of this land to some trustee or authority on behalf of Duntroon, but there are other ways and means, of which you probably are aware, whereby certain areas may be set aside permanently for the use of the Army and, in particular, by the Royal Military College. Would I be right in stating that that action has never yet been taken?

MR. ROGERS . - I do not know that it has been taken in respect of any Commonwealth land anywhere?

SENATOR VINCENT.- So far as I am able to ascertain, the only title, if I may use that term, that the Royal Military College has is a letter dated the 26th February 1936.

MR. ROGERS . - The department's rights to occupy departmental premises do not rest on correspondence or leases or tenures. The Patent Office occupies a building in Canberra, but the Attorney-General's Department has no separate and distinctive right as the Attorney-General's Department to occupy it. It is within the discretion of the Government to decide that it shall be used for some other purpose.

SENATOR VINCENT . - I agree that there should be some flexibility. Would not the degree of flexibility in regard to tenure depend on the nature of the instrumentality?

MR. ROGERS . - Some time ago, you mentioned the National University. The National University is a corporate body which, for legal purposes, is not the Commonwealth. Certain land has been vested in the National University, but such a procedure has never been followed, as I stated earlier, in relation to any department of the Commonwealth.

SENATOR VINCENT . - I appreciate that, and I, personally, am very anxious to have a good look at that policy. I suggest that there is grave danger of pursuing a policy whereby a permanent part - if we can class any public instrumentality as being permanent - of our defence forces such as the Royal Military College has nothing to delineate what portion of ground it can regard as being its own permanently for the purpose of carrying out its vital functions.

MR. ROGERS . - Of course, its function is part of the functions of the Department of the Army. I still get back to the fact that departments do not hold land separately, nor has it been shown that, in the past, that practice has been a disadvantage to the departments.

SENATOR VINCENT . - I suggest that there is a disadvantage. Some millions of pounds have been spent on Duntroon. If hereafter some section of the Department of the Interior comes to the conclusion that it wants some of that land and forces Duntroon to move, I suggest that there should be some procedure whereby that decision should be made only at the very highest level.

MR. ROGERS . - It would have to be.

SENATOR VINCENT . - It would not go before the Parliament.

MR. ROGERS . - The proposition that you are putting up is, in other words, this: If the Department of the Interior suggested that it should have part of Victoria Barracks, Melbourne, for some other purpose - that is vested in the Commonwealth - it obviously would have to be a decision at Cabinet level.

SENATOR VINCENT . - It does not go before the Parliament?

MR. ROGERS . - We are responsible only to the Minister, and what he referred to Cabinet and what he referred to the Parliament

would be his decision.

SENATOR VINCENT . - I think I would be right in stating that such a decision does not go before the Parliament.

MR. ROGERS . - I do not think so.

SENATOR VINCENT . - Is there anything to preserve for posterity the areas that are now set aside for such purposes as parks?

MR. ROGERS . - I tried to answer the question that the Chairman raised in relation to that matter. So far, the administration has not seen fit, under the ordinance that is provided for such declarations, to develop areas for permanent parks. It agrees that, in the more settled areas, that action should be taken, and the matter is now under review. I do not think it will agree that that action should be taken in the outer areas at this stage, because what is to be the ultimate requirement may not yet be clear. The delay in taking such formal action has not affected in any way the development of such areas as we have been able to develop for parks.

SENATOR VINCENT . - Let us assume that is it is decided to set aside a certain area as a park. What action is taken to proclaim that area as a public park?

MR. ROGERS . - Up to the present, no action has been taken in relation to any proclamation.

SENATOR VINCENT . - Do you proclaim an area as a park?

MR. ROGERS . - There is an ordinance of the territory which provides that land may be declared to be a public park.

SENATOR VINCENT . - Having fulfilled the requirements of the ordinance in relation to the declaration, what safeguard is there to prevent any encroachment on that area?

MR. ROGERS . - I do not know of any.

THE CHAIRMAN . - There is none whatever. I think Mr. Rogers made that plain in his answer to me. The executive may do what ^{it} it likes provided/reports to the Parliament and goes through the regular procedure.

SENATOR VINCENT . - Would Section 12 of the Seat of Government (Administration) Act have to be invoked?

SENATE CANBERRA COMMITTEE.

MR. ROGERS . - Not for the declaration of a park. That would not be a variation of the plan. As Mr. McLaren, I think, explained to you, the plan does not zone land for particular purposes. It is, for practical purposes, an outline of sections and streets. The purpose for which those sections may be used, whether for the purposes of a park or a business, is not covered by that section of the Act.

SENATOR VINCENT . - So there would be nothing to prevent the Department of the Interior from taking action, in the first place, to have a park declared and subsequently excising some of that land for other purposes?

MR. ROGERS . - I had not appreciated your point. Your point is ^{it} this, a declaration having been made under the ordinance, may be re-
voked?

SENATOR VINCENT . - Yes.

MR. ROGERS . - That is a legal question that I should not like to answer. Such an occasion has not arisen. Whether a declaration could be revoked is another matter.

SENATOR VINCENT . - Is there any land that has been set aside permanently in the Territory for any Government purpose?

MR. ROGERS . - Any land that has been set aside and which is occupied is regarded as being set aside permanently. The land that is occupied by the Patent Office, for example - and that is a Government purpose - is, in a strictly legal sense, unleased Commonwealth land. It will remain so, because it is used by the Commonwealth. Does that answer your question?

SENATOR VINCENT . - It does not quite. You have referred specifically only to the Patent Office. Is any portion of the Australian Capital Territory earmarked or set aside for Government purposes particularly?

MR. ROGERS . - The whole of the Government triangle is looked on as being required for Government buildings and the provision of parks, but no formal statutory act has been taken to set aside land for that purpose. Such action would be necessary in the event of the Commonwealth's handing over authority to a commission, for example.

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT . - None of the land in Canberra is set aside permanently. Consequently, any portion made be taken for any purpose?

MR. ROGERS . - Not set aside by any formal documentary action.

SENATOR VINCENT . - Therefore it could be taken by Government action without any further Act?

MR. ROGERS . - I think that is a rather wide statement.

I come back to the Patent Office because it is a familiar example, but I cannot think of any action that would disturb that office.

SENATOR VINCENT . - But it could be disturbed?

MR. ROGERS . - By a decision of the executive?

SENATOR VINCENT . - Yes.

MR. ROGERS . - I should say so.

SENATOR VINCENT . - That applies to all land held in Canberra?

MR. ROGERS . - Yes, except land that has been leased by the Commonwealth to organisations and persons.

SENATOR RYAN . - Is the Department of the Interior housed entirely in Canberra?

MR. ROGERS . - No. Some branches of the department, such as the meteorological branch, are not in Canberra.

SENATOR RYAN . - Is the Department of Works housed in Canberra?

MR. ROGERS . - Only the A.C.T. Branch of it.

SENATOR RYAN . - The head office is housed in Melbourne?

MR. ROGERS . - The head office of the Department of Works and its other branches are in Melbourne.

SENATOR RYAN . - Is there any co-ordination between the Department of the Interior and the Department of Works? The head offices of the respective branches of the Department of Works are housed in Melbourne.

MR. ROGERS . - Yes.

SENATOR RYAN . - Do you think that tends towards efficiency in the development of Canberra generally?

MR. ROGERS . - We certainly feel that it would be greatly

improved if the head office were in Canberra.

SENATOR RYAN . - One of the witnesses stated that . . . that he thought it was desirable to transfer the head office of the Department of Works to Canberra as it would tend towards a more active development of this city generally. You also express ~~that~~ opinion?

MR. ROGERS . - I have really supported that opinion.

SENATOR RYAN . - Your department has surveyed the area to be known as the central park area?

MR. ROGERS . - Yes.

SENATOR RYAN . - I understand that a certain amount of work has been undertaken?

MR. ROGERS . - There has been some tree planting. In addition, the question of water reticulation through it is under consideration now, but the further development of it has been delayed until such water is available.

SENATOR RYAN . - What about the erection of a swimming bath?

MR. ROGERS . - If we are to cultivate the land and have gardens in it, we need a water supply. There is no water supply in it just now.

SENATOR RYAN.- You have not installed a water service for the area?

MR. ROGERS.- That is either being done or is waiting to be done.

SENATOR RYAN.- Is it the intention of the department to expedite the completion of Central Park?

MR. ROGERS.- It is on the programme to be done.

SENATOR RYAN.- I know that it is on the programme, but can you tell the committee whether there is any set plan for its completion?

MR. ROGERS.- I think a better and detailed answer to that can be given by the Superintendent of Parks and Gardens, who will be appearing before you later. So far as I am concerned, the park can be pushed on with as soon as the water supply is available.

SENATOR RYAN.- It is conditional upon the availability of water?

MR. ROGERS.- It must be, because you cannot develop it properly without water.

SENATOR RYAN.- That is obvious. At what stage is the water supply at present?

MR. ROGERS.- I do not think I can answer that correctly. The Department of Works has had a request to do it for some time, but I cannot tell you what stage of completion it is in. I can find out and let you know.

SENATOR RYAN.- As the Chairman has intimated, we are particularly interested in the alienation of land for reserves. I have in mind the continuation of the reserve from Central Park along the Molonglo Valley further down. What is your opinion concerning that project?

MR. ROGERS.- The requirements have to be assessed in some way, and I should think that is an area that has to be considered in relation to the others.

SENATOR RYAN.- It would tend to beautification and ultimately would have a utilitarian value for the Canberra community.

MR. ROGERS.- Yes. The land you are speaking of, of course, is really associated with the lakes, too.

SENATE CANBERRA COMMITTEE.

SENATOR RYAN.- That is true, and it could be developed in conjunction with the lakes.

MR. ROGERS.- Yes.

SENATOR HANN AFORD.- Do you not think that it is somewhat superfluous to have two bodies - the Advisory Council and the National Capital Planning and Development Committee - rather than have a single body that could embrace the functions of both?

MR. ROGERS.- It is very difficult. A planning committee is essentially a technical body. The other body has a majority of elected representatives. It is difficult to get the expert technical advice that the planning committee ought to collect and give to the Minister from an Advisory Council. You asked me could they be combined. I have not thought how they could be combined, but I did answer to a previous question that I would rather see one body than two bodies, simply because it means a more direct approach to it.

SENATOR HANNAFORD.- You cannot see the possibility of combining them?

MR. ROGERS.- The two bodies are in composition so different, and the actual matters with which they deal are so different, that it is not easy to visualise how you could merge them. But that is not to say that it could not be done. I just have not considered it.

SENATOR HANN AFORD.- It has been suggested to the committee that the National Capital Planning and Development Committee is an aging committee and that perhaps it is not carrying out the functions for which it was originally intended. Do you agree with that?

MR. ROGERS.- I find it very hard to support that. Two of the members, who have been recently appointed, are young men. I think the experience of the members who have been on the committee a long time is considerable and very valuable, and they have given very valuable assistance.

SENATOR HANN AFORD.- It was acknowledged at the time that statement was made that they had given extremely valuable service, but it was suggested that the job was getting a little beyond the capacity of some of the members of the committee at least.

MR. ROGERS.- I think that might be felt to be a reflection

SENATE CANBERRA COMMITTEE.

on the members concerned. I should not like to subscribe to that view. You have to appreciate that these members are very enthusiastic and very keen men in their profession. They have served on this committee two days a month for no reward except the satisfaction of doing it, for many years. They do not receive any fees. Their service to the Commonwealth has been very valuable.

SENATOR HANNAFORD.- Some of them live in other cities. I take it that they meet here each month and that the average length of their meetings is about two days. Is that correct?

MR. ROGERS.- That is correct. They sit for two days.

SENATOR HANN AFORD.- Mr. Waterhouse comes from Sydney and Mr. Walters from Melbourne?

MR. ROGERS.- At the present time three come from Melbourne and one comes from Sydney.

SENATOR HANNAFORD.- They have no direct connection with this city except in a somewhat removed way.

MR. ROGERS.- As I understand it, the practice that was adopted when the ordinance was introduced was that with intention they sought persons who had no local interest but who could apply expert opinion free from any bias or local interest that might consciously affect them. On the other hand, they are in daily contact with problems which, if they are not similar, are planning problems with which they come in contact in the cities. That experience was expected to be helpful, and I think it has been helpful.

SENATOR HANN AFORD.- Does the committee initiate submissions to the department, or does it deal mainly with matters that are referred to it by the Minister and the Department? It was suggested by a previous witness that in the time available to it - two days - the committee often does not deal with any matter except matters that have been submitted to it by the Minister, and that often it does not even get down to its agenda.

MR. ROGERS.- I can speak only from my own experience in the last two years, during which, as I have mentioned before, we have had a very busy time in Canberra because the rate of development has accelerated very greatly. It is a fact that the business of the committee has been almost entirely taken up with matters that the department has brought to

SENATOR HANNAFORD COMMITTEE

the committee. I cannot speak for the past, but I am aware of numerous matters that the committee has from time to time initiated in previous years, although I should not like to give a full list of them.

SENATOR HANNAFORD.- That aspect of the matter is not ignored by the committee?

MR. ROGERS.- No, but as I say, it has had a pretty full amount of work to do.

SENATOR HANNAFORD.- Do you think that the tenure of the Royal Military College at present is satisfactory? The area of land occupied by it is under the control of the Department of the Army, and the executive government has the final say. Do you consider that it is satisfactory?

MR. ROGERS.- Yes.

SENATOR HANNAFORD.- You do?

MR. ROGERS.- Yes.

SENATOR HANNAFORD.- Do you concur in the view that the development of Canberra would be more effectively achieved if it were to extend in other directions rather than around the barrier created by Mt. Ainslie and Mt. Pleasant? Do you think there should be a westward expansion rather than an eastward expansion, which would complicate transport, for one thing, and also the provision of services?

MR. ROGERS.- There is expansion going on in almost every direction. So far as areas C and D are concerned, it will obviously not be an early development because of the extension of the services into it. It is over a small divide. There is no immediate programme of development in that C and D area.

SENATOR HANNAFORD.- The proposals that you have in mind would be not around the route usually taken around Duntroon, but over the divide? Did you say that it was over a small divide?

MR. ROGERS.- The green area on the map tendered by Major-General Campbell is in a different water shed from the brown area, and it is in a different sewerage area.

SENATOR HANNAFORD.- I gather from your remarks that it is desirable from the national viewpoint and many other points of

view that the Royal Military College remain in its present position.

MR. ROGERS.- Yes. I should not like to suggest anything to the contrary.

SENATOR HANNAFORD.- You think that the areas available to it in sections E and F, as marked on the map, could be utilised without reducing the efficiency of the college?

MR. ROGERS.- I know of no proposition to the contrary.

SENATOR HANNAFORD.- They could be used without reducing the effectiveness of the college?

MR. ROGERS.- It has a lot of land there.

SENATOR HANNAFORD.- That would necessitate transport. That area would be some miles from the college itself.

MR. ROGERS.- Yes.

SENATOR HANNAFORD.- You think that those areas could be used in lieu of the areas marked C, D and B?

MR. ROGERS.- Yes.

SENATOR HANNAFORD.- From time to time witnesses have stated - I do not know that I quite agree with the word - that there have been surreptitious alterations or modifications of the Canberra plan. Do you think that the present method, which you have outlined, is adequate?

MR. ROGERS.- Yes. I do not agree with the word "surreptitious". I think I ought to record to that I object to it.

SENATOR HANNAFORD.- It has been used by earlier witnesses.

MR. ROGERS.- I simply point out that we observe a statute that we are asked to administer.

SENATOR VINCENT.- Therefore, it cannot be surreptitious.

MR. ROGERS.- I feel that we should not say that it is.

SENATOR HANNAFORD.- There has been rather forthright criticism of the Department of Works. Mr. Shakespeare made the definite statement that he considered that the Department of Works was responsible for a great deal of the delay in housing the people of Canberra and in the development of the city. Do you agree with that statement? Perhaps it is rather an awkward question to ask.

MR. ROGERS.- Do not ask me to express agreement with the evidence by the previous witness that I read in a newspaper. I think

SENATE CAMERON COMMITTEE.

it was rather strong, and I should not be prepared to express it in those terms.

(Luncheon Adjournment.)

SENATOR HANNAFORD:- As I have already mentioned there has been some rather forthright criticism of the Department of Works. We know that there has been considerable delay for one reason or another in the transfer of various departments to Canberra which has been attributed to the Department of Works and in some measure to a possible lack of efficiency in that Department. Could you indicate to the Committee the full responsibility of the Department of Works? Does all Government building take place under the auspices of that Department?

MR. ROGERS.- All Government construction of all departments. The Department of Works is the only Commonwealth construction authority.

SENATOR HANNAFORD.- Have you ever given consideration to having a separate building construction authority within your own Department?

MR. ROGERS.- At one time what is now the Department of Works was part of the Department of the Interior. I think that was prior to 1942.

SENATOR HANNAFORD.- It seems to me that the magnitude of the work that is entailed, particularly in Canberra itself, in the transfer of departments that are now elsewhere would justify the existence of a separate building authority in Canberra. Would you favour such a step?

MR. ROGERS.- There might be something to be said for it. I have not given it any thought.

SENATOR HANNAFORD.- I mean along the lines of those organisations established in England, for instance. Do you think that a feasible proposition?

MR. ROGERS.- I think my reply to Senator Vincent covers that point pretty well. There is merit in the idea.

SENATOR HANNAFORD.- I had no wish to be repetitive but merely to seek further information. Do you think that some form of local government could be established in Canberra for the further and continual development of the city?

CANBERRA SENATE COMMITTEE.

MR. ROGERS.- That is a matter about which the Advisory Council, of which I am a member, is trying to come to some conclusions. I should not like to say anything in advance of what might be said by the Council on that subject but I find great difficulty in seeing how local government authority can be established with responsibility for the development of the national capital.

SENATOR HANNAFORD.- Do you think sufficient attention has been given to private investment in the development of Canberra?

MR. ROGERS.- Within the last two or three years a very good opportunity has been given to private enterprise to build in Canberra and I think it is taking that opportunity. At the moment private enterprise is collectively committed to a very big building programme.

SENATOR HANNAFORD.- What is the basis of rentals of buildings constructed under the aegis of the Commonwealth Government?

MR. ROGERS.- Of houses? I do not think I can answer that question. I am not up to date on it and I do not handle the letting of houses. I suggest that the question be put to another witness from the Department. I can get the necessary information for you but I am not in a position to answer the question myself because it is not within my jurisdiction.

SENATOR HANNAFORD.- I should like some further explanation regarding Central Park. I did not quite catch your answer to Senator Ryan about it and I am somewhat hazy about its position and about what is to be established there.

MR. ROGERS.- I shall indicate it on the map. It is to be on the northern side bounded by Commonwealth Avenue, Central Basin and Lawson Crescent. Part of the area is at present occupied by Mulwala Hostel which is only a temporary structure. It has been sited to take advantage of the lake frontage. There is an eminence there that provides lovely views.

SENATOR HANNAFORD.- I presume it will be planted?

MR. ROGERS.- It is already partly planted.

SENATOR HANNAFORD.- Has any special design been prepared regarding the facilities or whatever else is to be established there?

MR. ROGERS.- Sketch plans have been prepared showing the refreshment area and a band shell and so on but they are only in the sketch stage at present and it is perhaps premature to talk about when and how they will be provided. The first thing in the Department's mind is to get the trees, lawns and so on into being.

SENATOR WOOD.- You mentioned that there is no zoning set out for the use of the lands in the town plan. Would that indicate that the town plan is not a complete town plan?

MR. ROGERS.- The Griffin plan and the accompanying documents left by Griffin indicate what could be called something in the nature of zoning but I use the word zoning as meaning a precise ^{legal} obligation to do certain things.

SENATOR WOOD.- But the land is not designated actually on the plan as it is today?

MR. ROGERS.- No, the plan pursuant to the Seat of Government Act is not a town plan. It is a plan established to comply with that Act. We did not go so far as to include zoning.

SENATOR WOOD.- Therefore it is not really a town plan at all?

MR. ROGERS.- I could not agree with that.

SENATOR WOOD.- It is not a complete town plan?

MR. ROGERS.- It is a plan.

SENATOR WOOD.- It shows more or less only the roads and so on?

MR. ROGERS.- Yes.

SENATOR WOOD.- What do you mean by zoning?

SENATOR VINCENT.- I think that what is meant is the designation of the use of the different areas according to a general plan that should be fixed.

MR. ROGERS.- All I said was that they were not designated on the gazetted plan. They are certainly endorsed on the Griffin plan.

SENATOR WOOD.- Is it the gazetted plan which is the legal plan?

CANBERRA SENATE COMMITTEE.

MR. ROGERS.- Yes, it is the plan referred to in the Seat of Government (Administration) Act.

THE CHAIRMAN.- The rest is optional?

MR. ROGERS.- That is true.

SENATOR WOOD.- Therefore it is not a complete town plan?

MR. ROGERS.- I think there might be room for argument there.

SENATOR WOOD.- The present plan is only of the communicationssystem?

MR. ROGERS.- I am speaking of the gazetted plan, but that is not all we have to work on, of course.

SENATOR WOOD.- If you had a complete town plan with all the zonings and everything else shown on it the Royal Military College at Duntroon would know that it had a right to its particular land in perpetuity or until such time as the plan was altered by Act of Parliament. Is that so and would it apply to everybody else?

MR. ROGERS.- Yes.

THE CHAIRMAN.- Let us put it this way - there is no specific reference in the Griffin plan to the Royal Military College at Duntroon. There is only an area called "Military Area".

MR. ROGERS.- I think that is the only reference.

THE CHAIRMAN.- Is it not so that part of the land now occupied by the College is not in that military area shown on the plan?

MR. ROGERS.- That is true.

SENATOR WOOD.- Zoning plans that I have seen have always had the land designated. The same consideration that applies to the Royal Military College also applies to parks?

MR. ROGERS.- I only want to observe that the plan gazetted in 1925 was gazetted pursuant to Act of Parliament and presumably the authorities at that time considered that that was sufficient. I do not know the reasoning behind that particular sort of problem and while I agree that the gazetted plan has no reference to land use on it we still have the Griffin plan to work to, and we are in fact working to it.

CANBERRA SENATE COMMITTEE.

SENATOR WOOD.- But nobody is bound to carry that out?

MR. ROGERS.- That is true.

SENATOR WOOD.- It would be different if the zoning system were fixed in relation to places like Duntroon and public parks which could be designated?

MR. ROGERS.- I venture to suggest that it would have been quite impracticable to designate with any degree of satisfaction in 1925 the park areas which should be included in that plan. I think it would have been just a blind guess and would not have been very satisfactory.

SENATOR WOOD.- There is no reason why it could not be done before this stage?

MR. ROGERS.- I only agree with regard to the settled part of the city, and there we have that matter in hand.

SENATOR WOOD.- If you should be engaged by a municipality to prepare a town plan, you would not prepare a plan such as the one gazetted for the federal capital?

MR. ROGERS.- I do not think that the gazetted plan was supposed to be a representation of a town planning scheme. The plan was gazetted pursuant to an act of parliament. It is the complete framework of the Burley Griffin plan to that date. I do not think that it pretended to be a complete town plan in the sense that it designated the use to which various parcels of land could be put.

SENATOR WOOD.- Town planning has developed during the years. You get a basic plan and build up on it. I do not know why some efforts have not been made before now to get a plan for Canberra in a better shape.

MR. ROGERS.- I do not think that any person or group would have been better off if we had done so.

SENATOR WOOD.- Apparently this plan has not any degree of permanency because you have spoken of making changes in it. I suppose that any town planner could at present prepare a plan which could remain fixed for some time?

MR. ROGERS.- The variations that have been made and that are being made do not affect the main lines of communication. They are made to meet topographical features which were considered in drawing the circles on Griffin's plan.

SENATOR WOOD.- Apparently Griffin did not take into account some matters that he might have considered.

MR. ROGERS.- He did not give the detailed attention that is needed to make a plan with subdivisional use.

SENATOR WOOD.- Therefore the plan needs some overhauling?

MR. ROGERS.- As I have already explained, the plan is in the process of continuous overhaul.

SENATE CANBERRA COMMITTEE

SENATOR WOOD.- Do you not consider that it would be better for the plan to be overhauled in toto, because while there is a fluid plan individuals have too much opportunity to change it for reasons of expediency?

MR. ROGERS.- Individuals do not have an opportunity to change the plan. The process of change is slow and deliberate, and if an attempt were made to prepare a plan to cover the next 50 years development of the city, I suggest that such a plan would be sadly in need of revision before 20 years had passed.

SENATOR WOOD.- There are basic principles in town planning, no matter how long the period planned for?

MR. ROGERS.- Circumstances do change.

SENATOR WOOD.- The necessity for community centres and other considerations of that nature have developed recently?

MR. ROGERS.- I think that that is rather a general question. The approaches to Canberra have been varied considerably since the original plan was made, and it is more than likely that over the next long period there will be other variations which will need revision. We could not arrive at something new which would be satisfactory for a long time. In any case we are not departing from the main framework of the plan.

SENATOR WOOD.- You indicated that the Canberra area was different from other areas because it was administered by a federal authority and not a municipal or shire council. Moreover, municipalities make provision for parklands, so why should not the Commonwealth Government?

MR. ROGERS.- The point that I made to Senator Vincent was that one of the distinctions between Canberra and other districts is that there are a number of authorities in other districts all with interests in land and parks, and the necessity to defend those interests is fairly strong. In Canberra there is only one authority, that is the Commonwealth, and so far there has been no need to take any legal action with regard to the areas, but that has not stopped such development of them as has been possible with our resources.

SENATOR WOOD.- The local authority is the sole authority in its own sphere?
L.2

SENATE CHAMBERA COMMITTEE

MR. ROGERS.- But it does not own the land within its own sphere, and the Commonwealth is in a position to meet all matters as they arise. That is what has been done.

SENATOR WOOD.- Do you not think that it would be wise to set up a town plan now?

MR. ROGERS.- I have already agreed as to what should be done now.

SENATOR WOOD.- You are in favour of minor but not drastic changes. Do you think in planning the national capital the town planner and the government should be sufficiently courageous to do whatever is right, irrespective of expenditure?

MR. ROGERS.- You speak of the right thing as if that could mean an absolute. There is a great difference of opinion among town planners about what is the right thing. You asked what I meant when I referred to economic factors. The main avenues of Canberra have been constructed, and I see no reason to change those except perhaps to widen the carriage ways. They are important factors in the Burlcy Griffin plan. I find it difficult to think that any real departure from those avenues would be justified.

SENATOR WOOD.- If you discovered a blunder, and found that it would cost much money to remedy, what would you do?

MR. ROGERS.- All such matters are dealt with on their merits and if an alteration is justified it is recommended.

SENATOR WOOD.- What recognition do you give local residents when they make representation or lodge protests against something that the Government intends to do concerning the plan of Canberra or some structure in it?

MR. ROGERS.- We get a variety of such representations from time to time, and they are all dealt with carefully on their merits. They are discussed with the objector if we think that that might help. They are always brought to the notice of the planning committee, if within the nature of such things that that committee does.

SENATOR WOOD.- Is there any way in which those alterations, or notice of them, could be given to the local press - say in the form of a news item - because many people do not read the Gazette?

SENATE CANBERRA COMMITTEE

MR. ROGERS.- On the publication of the Gazette each week, representatives of the press come to the department to ask that the notices mean. After we tell them, they make up their own minds on the form of the publicity to be given to them.

SENATOR WOOD.- Do many people build their own homes in Canberra?

MR. ROGERS.- Yes, about one in four homes in Canberra are privately owned.

SENATOR WOOD.- You mentioned private rentals this morning. You said something was to be done about them; what is to be done about private rentals?

MR. ROGERS.- I said that the rentals of departmental houses were under review now. The Minister made this statement fairly recently, but I have no knowledge of his intention.

SENATOR WOOD.- I did not hear your answer to the question asked of you about that this morning?

MR. ROGERS.- My answer was to the effect that I have just stated.

SENATOR WOOD.- You mentioned the difficulty of Canberra not being a municipality. Have you considered whether there could be a body like municipalities to which the Government would pay rates for its property?

MR. ROGERS.- That matter has been mentioned in the current examination that the Advisory Council is making into this matter. I find it hard to understand how a practical division of financial responsibility could be arrived at with the capital in its present state of development.

SENATOR WOOD.- Would the adoption of such a proposal develop more self reliance among the people?

MR. ROGERS.- The proposal to have local government has that thought behind it.

SENATOR WOOD.- Does your department discuss various matters with other departments or individuals, such as the matter of the Royal Military College?

MR. ROGERS.- We have continuous discussions with Departments and bodies.

SENATE CANBERRA COMMITTEE.

MR. ROGERS (Continuing). - There is no doubt on that point. We do much more by discussion than by correspondence.

SENATOR VINCENT. - Can you tell me whose responsibility it is to take action to erect such public and quasi-public buildings as the permanent National Library and the permanent home for the A.B.C.?

MR. ROGERS. - The site for the Library has been determined. The plan of the building has been considered by the Parliamentary Public Works Committee and endorsed. So far as I know, the next question is for the Chief Librarian or the Joint House Committee to make arrangements for the inclusion of the work in the Works programme. It depends upon the allocation of funds for the project.

SENATOR VINCENT. - Who takes the first step to commence the operation?

MR. ROGERS. - The department concerned and in this case, the National Library is not a responsibility of the Department of the Interior. The department concerned has to take responsibility for providing for its financial requirements on the Estimates or the draft Works programme. If money is provided, the project goes ahead. The best site for the A.B.C. has been selected. Plans have been approved but I think I am correct in saying that the money has not been provided for the building.

SENATOR VINCENT. - Why has the work not been started?

MR. ROGERS. - That would have to be answered by the department concerned. The A.B.C. is responsible to the Postmaster General's Department.

SENATOR VINCENT. - It would be that department's responsibility to initiate the work?

MR. ROGERS. - The funds of the A.B.C. are a part of the funds of the Postmaster-General's Department.

SENATOR VINCENT. - In the ultimate, the responsibility falls back upon the department concerned?

MR. ROGERS. - Yes. In both the cases that you have mentioned the buildings are public buildings required for particular purposes.

SENATOR VINCENT. - If the departments concerned do not take action, nothing is done?

SENATE CANBERRA COMMITTEE.

MR. ROGERS. - I think that is correct. When Mr. McLaren was giving evidence, Mr. Chairman, you asked for plans showing the contours of Canberra. I have here a copy of the plan that was distributed at the time of the competition for a design for the Federal Capital, and although it shows contours that are not related to the design, the committee might find them of interest. I submit the plans as exhibit C.

(THE WITNESS WITHDREW).

EDWARD JOHN SCOLLAY, Architect, sworn and examined.

THE CHAIRMAN. - Have you a prepared statement for the submission to the committee?

MR. SCOLLAY. - I have no prepared statement, but there are three main topics upon which I should like to make submissions. I propose to deal with one section and then invite questions before passing on to the other topics. The three main sections upon which I propose to submit evidence are (1) the plan itself; (2) The architecture of Canberra and (3) Annual budgeting. In order to give the committee some idea of where my opinions and views come from, perhaps I should give a brief statement of what I have done in Canberra. I am an Englishman and I have been in Canberra for $6\frac{1}{2}$ years; that is, all the time I have been in Australia. For the first $4\frac{1}{2}$ years I worked as an architect in the Department of Works. For the past 2 years I have been working as an architect at the National University until a few weeks ago when I branched out into private enterprise.

I am in a certain quandary in regard to professional etiquette in relation to criticism of the work of other architects in the A.C.T., so I shall try to relate my criticism of possibly the Department of Works or other architects in the Territory not necessarily to individuals or particular departments, but rather to the circumstances that led to those people working in particular ways. So far as individuals are concerned, in the Department of Works particularly, I think that they do very fine jobs and possibly do not get sufficient gratitude for them.

I think it is worth mentioning that because you engage a good architect or a good planner, it does not necessarily follow that you will get good architecture or planning. Conversely, if you get bad planning or bad architecture, it does not necessarily follow that you have bad architects or bad planners. Consideration of buildings and towns depends upon a number of circumstances, and the services of the architect or planner are only one of the factors that finally produce a result.

To come to my first section, which is the plan itself,

SENATE CANBERRA COMMITTEE.

a good deal of evidence already has been submitted, and I do not think that I am sufficiently expert in town planning to add very much to what has been said. I should like to say that I do agree firmly with the principle that the plan for Canberra should have some positive aim. I think it seems at the moment that there is lack of a final aim in the planning of Canberra. I feel also that the task of putting into effect the aim, once it is decided, is a very complex and difficult one.

It has been suggested that at this stage of development, perhaps a second Burley Griffin, or somebody of his type or stature, could be called in to comment upon, review or revise the present Canberra plan. My feeling on that is that the task is such a major one, as Mr. Rogers has said, that there is multiplicity of aspects in producing finally a town plan. I think it would be beyond the competence of a single person or a single small group of experts to make a competent, detailed town plan in the sense that Senator Wood has mentioned.

For that reason, I believe that the drawing up of a programme, the setting of the problem of the plan, and the solution of the problem are matters for a large organisation. Therefore, I support the idea of a commission or a new town corporation to study all those aspects of the plan which relate to land use, the type of city it will be, where communications shall be and whether railways will come here and, if so, where they shall run. One advantage of bringing in a consultant of some kind like Burley Griffin or a man of his stature, would be that he could not get very far in his perusal of the problem without asking some very basic questions to which, at the moment, there do not appear to be any answers. Therefore, his value would be in highlighting certain basic principles, ^{some of} which are ^{already} being highlighted by the evidence submitted to this committee.

An example of this situation can be seen in ~~miniature~~ in the planning of the Australian National University site where there is roughly a similar set of circumstances to the planning of Canberra. The original University site was planned by Professor ^{Brian} Lewis, Professor of Architecture at the Melbourne University. The plan has

M.

SENATE CANBERRA COMMITTEE.

formed the basis of all development that has taken place there so far. Some of the main structural elements of the plan - roads, services and the major buildings - have been built. Since Professor Lewis prepared his plan, there has been some maturity of thought on the part of those concerned with the University. There are ^{now} several ^{the University} people working in the University who know what they want and ~~their~~ thinking has become more clear. Two outside consultants have been called in to review the planning of the University site. They are Professor Denis Winston and Mr. Rudduck. In order for them to review intelligently the present condition of the plan and the suitability of the plan for future requirements, they have had to ask some particular questions inside the University, and the University has had to make up its mind on certain questions that, possibly, it would not have considered at this particular time if the need had not arisen. Whether this outside inquiry will result in an entirely fresh plan or a modification or endorsement of the Lewis plan, remains to be seen, but the situation is similar in relation to Canberra in that the bringing in of an outside consultant will have the same effect in creating the need to answer some of the questions that should be answered.

There is another important aspect of having a reappraisal of the Canberra plan in its main lines rather than in detail. At the University we found that the transitional period, or the period of review of the plan, led to much uncertainty. As University architect, I found a good deal of difficulty at times in solving specific problems because of their possible interference with the plan that might be evolved. I could not follow the original plan in case it cut across what might be evolved by the future planner. If there is any reappraisal of the Canberra plan, it should not be allowed to interfere with immediate developments, and no further hesitancy should result from it. That is all I have to say on that aspect.

THE CHAIRMAN. - Precisely what did you mean when you said there was no aim? What kind of aim do you mean?

MR. SCOLLAY. - It could be said that the aim of Canberra is to house the public servants who are necessary to carry out the machinery of government, but already there are other possibilities

SENATE CANBERRA COMMITTEE.

that have been mentioned. For example, it has been suggested that Canberra could serve as a regional centre for the southern tablelands. That aim has to be defined for the planner so that he can know at this stage where he is going.

THE CHAIRMAN. - But whatever plan you have, there must be certain individual enterprise. It should not be so rigid that everybody will be ordered into a place to do this or that.

MR. SCOLLAY. - I hope that I have not suggested that.

THE CHAIRMAN. - The Government's main aim is to house public servants and to provide public offices and services, but we hope that many people will come here because they like the climate or for some other reason, and we do not want to keep them out. How far is that aim inadequate?

(Continued on page 334)

MR. SCOLLAY . - The single aim of establishing Canberra as a public service city could be said to be the final aim and purpose of the Canberra plan, but there are other aims. A number of those aims have been mentioned already. I think some decision must come as to what are the secondary aims before there can be any satisfactory solution of the problem.

THE CHAIRMAN . - Would it not be sufficient if the Government had that aim but allowed sufficient land and sufficient opportunity for other people who had private aims to live here?

MR. SCOLLAY . - It would, to a degree. Let me give a fairly simple example. A town planner who is asked to plan a town for a different aim, which may be a population aim, may be asked to plan a town for 30,000 people. It may subsequently be varied and, either for natural reasons or for reasons that have been put upon the town, it may ^{be planned} grow to 100,000. His preliminary approach to the 30,000 population plan would be different.

THE CHAIRMAN . - Do you think we ought to have some general figure which could be regarded as the optimum population of this city?

MR. SCOLLAY . - I think it would be of great assistance.

THE CHAIRMAN . - Would you care to guess what it should be?

MR. SCOLLAY . - I would not hazard a guess.

THE CHAIRMAN . - Say, about 100,000?

MR. SCOLLAY . - About 100,000.

THE CHAIRMAN . - I hope the city will never have more than 100,000 people. I do not wish to see it become a huge, sprawling, industrialised city.

SENATOR VINCENT . - If we are to turn it into a manufacturing city, it may have 1,000,000 people. No one has ever suggested what the aim of this city is.

THE CHAIRMAN . - The aim has been to establish a seat of Government. That is beyond dispute. The only point is whether that aim should be amplified or modified. Is there any modification or amplification that you can suggest?

SENATE CANBERRA COMMITTEE.

MR. SCOLLAY . - If the planner is to solve a problem, he must have the broad terms of the problem given to him. The value of bringing in an outside consultant would be that he would ask those basically important questions.

SENATOR WOOD . - I think that what the witness is getting at is that we have a plan but that there are certain movements that are suggested or likely to take place and the existing plan does not provide for those movements.

MR. SCOLLAY . - I do not say that necessarily the plan does not provide for those movements.

SENATOR WOOD . - But it does not encompass them?

MR. SCOLLAY . - Not as a specific target.

THE CHAIRMAN . - There have been quite a number of remarks about the new town corporation idea in England. Can you tell us whether we can obtain an account of that to inform our own minds? Have you had experience with such a body?

MR. SCOLLAY . - I have not. I left England in 1948. The new towns really started in 1947. Of course, I have followed their growth in the magazines.

SENATOR VINCENT . - I appreciate very much your remarks about the absolute necessity for someone to clarify the aim of Canberra before we can proceed to take the plan very much further, Incidentally, I quite agree with the proposition. As an individual, would you care to offer an opinion about what the aim should be ?

MR. SCOLLAY . - I would not care to do so, because so many of the aims are dependent on so many factors that I possibly do not understand or with which I would not be familiar. Quite a number of the aims, such as whether Canberra should become the centre of a regional area, may present major constitutional difficulties or may lead to argument between the Commonwealth and the States. I merely suggest that the people who are competent to define the aims should know, first, that they should be defining them, and, secondly, should get down to defining them.

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT . - Who do you suggest could assist this Committee in defining an aim?

MR. SCOLLAY . - I should say that a general pattern of the aim will emerge from the evidence that is given to this Select Committee

SENATOR VINCENT . - Do you suggest that Canberra should become a large manufacturing city?

MR. SCOLLAY . - No.

SENATOR VINCENT . - Would you prefer it to remain a centre of government, government administration, and a cultural and educational centre of Australia?

MR. SCOLLAY . - I would, with the qualification that I should like to see some degree of industry brought to Canberra for the reasons that have been mentioned, including the provision of a more balanced community.

~~SENATOR VINCENT . - But for no other reason?~~

MR. SCOLLAY . - Also for the purely aesthetic reason of adding interest to the buildings of the city. It may be desirable to have a more mixed character of the buildings of the city, within certain limits.

SENATOR VINCENT . - Do you think that one of our aims should be to endeavour to establish a city that would incorporate some of our fundamental Australian characteristics?

MR. SCOLLAY . - I should say that that should be one of the prime aims.

SENATOR VINCENT . - I suggest that we should endeavour to build a city of which all Australians should be justly proud?

MR. SCOLLAY . - I agree.

SENATOR VINCENT . - Do you think that the establishment of a high degree of secondary industry will assist the aim?

MR. SCOLLAY . - It could assist in that aim.

SENATOR VINCENT . - Do you intend subsequently to touch upon some aspects of the problems confronting private enterprise in Canberra?

MR. SCOLLAY . - To a limited degree, yes.

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD . - It was pointed out to us by Mr. Rudduck, when he was discussing the original possibilities of the area that is adjacent to Canberra, that it was well within the realm of possibility that Canberra, for economic reasons, could be more than just the national capital of Australia, because of the south-east coastal region which has remained backward for a very long period. The productivity of that region is lower, as was shown on the map that he tendered to the Committee. Would you be averse to the drawing up of a plan that would envisage such a possibility? You agreed with Senator Vincent that it would be preferable for this place to remain as the governmental and cultural and educational centre rather than to become a large economic unit which was the centre of a region that is more or less half way between Melbourne and Sydney.

Industry
MR. SCOLLAY . - I agreed with that, with the qualification that ~~it~~ did not become a dominant aspect of the city. This question really touches upon my first point that it could be ~~decided~~, or artificially decided, that Goulburn, for instance, could become the centre and that every effort could be made to prevent Canberra from growing into the economic centre of the area.

THE CHAIRMAN . - I think we can clear our minds on this matter at once. The original intention of the people who established the national capital was that it should not be a great industrial city. They wanted a city that would be away from the great centres of manufacture. Therefore, I do not think we need inquire very much as to the possibility of making it a great manufacturing centre.

SENATOR VINCENT . - A number of the witnesses have tended towards that view.

SENATOR HANNAFORD . - We cannot ignore that aspect of the matter.

THE CHAIRMAN . - I think we ought to bear in mind that the clear intention was to have a city that was distinct from Sydney and Melbourne and the other capitals. The fathers of the Constitution and the early parliamentarians feared the influence of the great capitals.

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT . - With great respect, I suggest that this Committee is quite competent to, and should investigate, the question, and whether that aim was a misguided aim .

THE CHAIRMAN . - Quite so. I am pointing out at this stage what I think was the original aim, and if we have that in mind it will keep us down to the main task. Will you proceed with the second part of your case, Mr. Scollay?

MR. SCOLLAY . - The second part is in relation to the architecture of Canberra. I propose to refer to three aspects of it: first, temporary buildings; secondly, housing; thirdly, public and semi-public buildings other than housing. My feeling is that the number of temporary buildings existing in Canberra are a memorial to the uncertainty in the planning of Canberra at the present stage. My second thought is that there is literally no such thing as a temporary building. Buildings must satisfy certain physical requirements. They must keep their occupants dry, they must keep them warm, and perform their physical functions such as the provision of floors for office desks. The distinction between building a building that meets a temporary need and one that is built with what are known as permanent materials is really very fine. There are cases, undoubtedly, where temporary needs do exist and where they must be met. I should classify temporary buildings as being of two kinds. The first kind are those buildings that are really of a permanent nature, because the only kind of really impermanent building is a tent, which is unsuitable for most purposes - but which satisfy a temporary need. An example of that would be the temporary laboratories of the Medical School at the National University. Those buildings are regarded as being permanent buildings, but temporarily they house the laboratories for the Medical School, and will do so until the main building is completed. They are, in effect, a working mock-up of laboratories, and a great deal of experience has been gained from building them. The other kind of temporary buildings are those for which a need exists and which are built because there is

SENATE CANBERRA COMMITTEE.

no really clear cut plan. I should say that the temporary 50-bed ward at the Canberra Community Hospital would be such a building. The reason for its existence is that there was no clear cut plan of development or no agreed plan of development for the Hospital. That building contains various clinical rooms, such as sterilising rooms, and ward pantries which are packed solidly with mechanical services, pipes and drains. If there had been clear knowledge as to what was to happen in the development of the hospital, a permanent wing could have been added, possibly at less expense and even in less time. That could have been provided if the hospital authorities or the architect had known the direction of the development. As I have stated, there are two kinds of temporary buildings.

SENATE CANBERRA. COMMITTEE

SENATOR BENN.- How would you class Parliament House?

MR. SCOLLAY.- I should class this building as a permanent building.

THE CHAIRMAN.- By definition, it is the temporary Parliament House.

MR. SCOLLAY.- Yes. The Minister for the Interior and Minister for Works has said that there will be no more temporary buildings in Canberra. I do not honestly see how that circumstance can be met. I am certain that if the situation was that planning was determined now in detail for certain areas, it would follow that there would be no more temporary buildings. The temporary buildings are the result of uncertainty in planning and it is not possible to say that there will be no more temporary buildings unless the certainty is there.

In regard to housing, Canberra, from the air, looks very ordered and very impressive. But most people have to look at Canberra from ground level, and from ground level the appearance of Canberra in relation to housing is far from ordered. My view on the reason for that is that at the moment most housing, or a good deal of the housing, is designed and built by the Department of Works. The way that the Department of Works has a housing scheme originated to it is that it gets from the Department of the Interior a site plan showing the sub-division of the ground into building blocks, most of which are roughly the same size. These are small plans containing a grid of lines dividing the land into areas of roughly similar size. Housing, in the Department of Works, is a sort of poor relation ⁱⁿ of the Architects' drawing office, in that very few of the architects are interested in working on housing, and certainly none of them are interested in this ^{case} ~~more~~, as it certainly is, of filling in the housing on this little pattern of ground that has been determined for them. It becomes a sort of ^{exercise in} ~~pattern~~ of turning a house over this way and another over that way so that it looks a pleasing pattern on paper, but has no regard for aspect, the slope of the ground or the fact that one man's front window looks into another man's laundry window. It has no sort of sympathetic approach to the layout of the

O L. 340. E.J. SCOLLAY

SENATE CANBERRA COMMITTEE.

land. My approach to it would be that the architects designing these housing areas should in fact be responsible also for the ^{and design} supervision of the land in detail. They would then have the opportunity to vary treatment and have squares and avenues and formal and informal areas. They could have streets that would be designed as streets and not as a number of isolated incidents either side of a road. In other words, the architect would have some say, giving a third dimension to the planning of housing areas. I do not want to develop that point in detail, but it means that the architect in the Department of Works gets a bad start on laying out the housing and he is not able to bring an imaginative approach to the layout of these housing estates.

SENATOR H ANNAFORD.- Why is that? Is he not put in charge of that aspect of it?

MR. SCOLLAY.- He is, but he does not have any say in the grouping. He cannot, in order to achieve a layout effect, for instance, have a group of three storey houses and possibly flank it with other types of development, because the ground is already divided for him. He cannot say, "I should like this piece of ground for two storey or closer development, and I should like this piece of ground for single storey development." It is the danger of the split between the planning of the ground and of the buildings.

SENATOR HANNAFORD.- He does not have any say in the site plan?

MR. SCOLLAY.- No. Another reason for it is that the Department of Works appears to aim at as many kinds of houses as it is possible to get. I think the number of types of houses is probably three hundred in Canberra now. There are three hundred different types of houses in Canberra. The general effect of them is that they all look alike, or most of them look alike. But in fact the general coastline is different, and possibly the layout of the roads would be different. I should say that a better approach to the planning of housing would be to direct some really good architectural knowledge into producing a few very good livable, workable plans, which could be related, and which are related, to flat sites, to rocky sites and to sloping sites,

SENATE CANBERRA COMMITTEE.

and also that information should be available to the architects on the composition of the population on which they are planning. So far as I know, the Department of Works never has in mind any particular kind of tenant other than that it is a five person/family unit. A family of five may be three young children and two youngish parents, or it may be an elderly couple with three late teenage children. Their family requirements for a house are different. There must be some knowledge of the kind of people that the houses are being planned for, and there must be really expert and careful thought given to the type of planning, rather than planning a whole number of not very good types of housing.

SENATOR VINCENT.- Would that be a practical possibility?

MR. SCOLLAY.- An entirely practical possibility

SENATOR VINCENT.- Planning for the individual inhabitants?

MR. SCOLLAY.- Yes.

SENATOR H. ANNAFORD.- There would have to be a pre-survey made.

MR. SCOLLAY.- Yes, but that, I think, is a basic requirement for successful housing. Also, in the Department of Works the architecture is a sort of impersonal thing. No one can claim any credit or take any blame for that matter for any housing, but it tends to become something of which no particular architect can be very proud, and so it tends to come out of the department as something very safe and very ordinary, and something which, in my view, is not up to the standard of housing that should be built in Canberra. This sort of ordinariness is passed on to private home builders, because, in effect, the department trains both builders and potential owners of houses in the view that the sort of houses that it has built in Canberra are the sort of houses that people should build in Canberra. Its effect is that if anyone chooses to design a house that is suited to the climatic conditions of Canberra, for instance, that might involve slightly different structural methods from those used by the Department of Works, the local small builders are not

used to that sort of house, and they put up their prices; so that the man wanting to build that sort of house cannot afford to build it, and he goes back to a conventional ~~kind of~~ house.

As far as semi-public and public buildings are concerned - such buildings as schools, public houses, hospitals and shops - these fall into two main groups - those which are mainly detached from their immediate surroundings, such buildings as schools which are normally contained in an area of playing field, or something of the kind. Hospitals and schools are a common problem the world over. Children have to be taught the world over, and people have to get well in their hospitals the world over; so that the world has given a good deal of thought to the planning of schools and hospitals, and it is likely that those sorts of buildings will reflect current thought in planning, and therefore possibly will reflect current thought in appearance and character. The buildings which are closer together in such areas as Civic Centre should be subject to some element of control over the external appearance of those buildings in the determination of floor heights or overall height of the building. But within that framework, the architect should be given freedom of design ~~and~~ approach to the buildings.

There are really three classes of buildings. The first two I have mentioned, one being buildings on which there should be no sort of architectural control, and secondly those on which there should be a degree of architectural control. The third class would be buildings designed and built as a whole. In other words, a street would be built as a street in the way that Regent Street was built as a street, and separate shop owners would be given, in effect, the four walls of their shops, which they would then fit with shop fronts and for which they would design their own interiors. That is quite a common way of making shop development. It enables a street to be designed as a street, and it allows for a certain mixture of development from the formal again to the informal. I feel that in Canberra any departure from ^a ~~the~~ standard uniform sort of basis of design is important.

Previous witnesses have been asked about competitions for

public buildings. My view would be that for the major public buildings such as the National Library or an art gallery, and certainly for the permanent Parliament House, competitions are a good idea, provided that they are to select the architect and not to design the building. It is seldom that a prize winning plan or design really suits the aim for which the building is being built, but it does select possibly the right man to set about designing the right building. I believe that these competitions should be confined to Australia and should not be world-wide, because I believe also that one of the functions of government is to act as a sort of patron to architecture, particularly in Canberra, and that the architects of Australia should be the first to be given the opportunity to build and design the major buildings of Canberra. I think also that the government should be a patron of the allied arts of mural and sculpture. In fact, in America a small percentage of the cost of government projects - I think it is something of the order of one per cent - is always set aside for sculptural treatment and mosaics and murals within the buildings. Canberra is a city which is lacking in sculpture. There are a few formal pieces of sculpture, but there is no sculpture in the parks and the open areas. There are few buildings with murals or any sort of treatment other than the plain utilitarian treatment. I think that if the government gave some encouragement to sculptors it would be doing a great service to the community.

THE CHAIRMAN.- We agree most heartily with your observations about temporary buildings. In relation to dwellings, do I take it that you think that private building, private architecture and private choice of the person to live in the home is preferable to building by a public department?

MR. SCOLLAY.- Within limits it is, but I do not see that it is possible in Canberra.

THE CHAIRMAN.- I do not think it would be possible to do without public building, but you would encourage private building?

MR. SCOLLAY.- Yes.

THE CHAIRMAN.- Would you have a general superintending body to give an opinion on all architecture, something like the Commission

of Fine Arts, in Washington?

MR. SCOLLAY.- I would, but it would have to be a very sympathetic control which it exercised over architecture.

THE CHAIRMAN.- What do you mean by "sympathetic"? Is not its job to set standards?

MR. SCOLLAY.- Yes.

THE CHAIRMAN.- If it is too much sympathetic with the struggling artist --

MR. SCOLLAY.- I do not mean sympathetic in the economic sense but in the aesthetic or design sense.

THE CHAIRMAN - You do not think it should have fixed ideas about architecture?

MR. SCOLLAY.- Committee decisions usually lead to fairly mediocre products in the creative world generally. I think that probably the best buildings, paintings and sculpture are produced when a man has freedom to produce his best work.

SENATOR WOOD.- The same applies to town planning.

MR. SCOLLAY.- Yes.

THE CHAIRMAN.- On the other hand, if you have no superintending body you have no body of critics. If the decision were made by people like ourselves or by public servants you might be misled by a very poor type of architect.

MR. SCOLLAY.- Yes. For that reason I say that I agree with the setting up of such a committee, but it must be prepared to act sympathetically. It must not be afraid to approve a building because it has not seen a building like it before. It must be sympathetic to the aims of architecture and of the people of this city.

THE CHAIRMAN.- I appreciate that. You would like a competition confined to Australian architects, and you gave a reason for that view.

CANBERRA SENATE COMMITTEE.

I understand that the standard of architecture here is very high. If that is so what have Australian architects to fear from overseas competition? I think the time has gone when people in Australia took the attitude that they might have taken in the 19th century regarding the inferiority of things Australian to their overseas counterparts. In fact the tendency may now be the other way so why do Australian architects need this protection?

MR. SCOLLAY.- I am not suggesting it is protection. I am suggesting they should be given the first opportunity.

THE CHAIRMAN.- Do you not think that when it comes to the designing of a large and very important public building it would be a good thing to have a competition open to the whole world or at least to let overseas architects know that they could submit designs? In that way we should be able to compare plans from all over the world and have the benefit of the very highest standards.

MR. SCOLLAY.- I believe that there exists in Australia sufficient talent to be able to produce the necessary designs.

THE CHAIRMAN.- If that is so the Australian architects have nothing to fear in open competition, is that not so?

MR. SCOLLAY.- Not necessarily, because there may be some glamour aspect of the thing. To some people the ideas of other lands always appear more attractive than the ideas of their own country.

THE CHAIRMAN.- There was a danger of that years ago and it might still exist in certain quarters but it certainly no longer exists in many quarters.

SENATOR VINCENT.- It certainly exists in dramatic and musical circles.

THE CHAIRMAN.- Yes, but the point is that it is only by competition with other people and by having the whole world's standards before you that you can possibly raise your own standards. I know that there is now a tendency of some people in Australia to boast all things Australian and depreciate their counterparts from overseas. I know that there are people who seriously believe that there are Australian authors who are greater than Shakespeare. I know that

... THE COMMISSIONERS.

are higher
in Australia our architectural standards ~~are~~ than our literary standards. However, I merely wanted to know why you recommended that the designs should be confined to Australia.

SENATOR VINCENT.- You mentioned, Mr. Scollay, that the architectural style of dwelling houses in Canberra might be improved and the number of types of home be restricted to a few types instead of about 300 types. I cannot follow you there. Would not restriction of the number of styles of home have the effect of giving a greater impression of similarity?

MR. SCOLLAY.- No, I do not think so. I am not putting forward the speculative builders in England as being any standard to follow, ^{but} between the two world wars there were thousands of speculative builders in England who built houses for sale, most of which had an identical plan which had been found to be the most convenient for the average family. They had four or five types. Some of the big speculative builders had four or five types of plan which satisfied certain groupings of family ^{composition} ~~position~~ but they were capable of producing that sort of house in every known style, or near-style, from Mock Tudor to Moderne. I am not suggesting that that is the way it should be approached in Canberra but I am suggesting that it would be better to produce some really good plan types and refer to the people living in the houses as to whether they are satisfactory and convenient and happy for them and then vary the elevational treatment of the houses and the nature of the siting, the grouping and the inter-linking of aspects to a degree. In other words, direct a good deal more thought to the grouping and the external appearance of the houses. The time saved in not having to produce another combination of three bedrooms and two living rooms could be devoted to this.

SENATOR VINCENT.- Can you say why private enterprise has not done a great deal more building of houses in Canberra than it has done?

MR. SCOLLAY.- I think it is largely due to the fact that in these days people cannot afford to build the sort of houses they would like to build.

SENATOR VINCENT.- They are building them in other cities.

MR. SCOLLAY.- They may be. There are in fact a lot of houses being built by private enterprise in Canberra. I would not know the exact figures but I should say that per head of population the number cannot be very much different ~~per number of population~~ ^{to} other centres.

SENATOR VINCENT.- Would it be true that private enterprise is restricted here in regard to houses?

MR. SCOLLAY.- No.

SENATOR HANNAFORD.- I think you could be challenged in relation to your statement regarding proportion per head of population.

MR. SCOLLAY.- That is possible.

SENATOR VINCENT.- We have had evidence that a position contrary to what you say exists and that due to certain circumstances private enterprise has not been able to compete in the matter of building houses in Canberra.

MR. SCOLLAY.- I think possibly an answer to that is contained in my previous remark about the inability of people to afford to build the kind of houses they want. A man who builds a small house is really at the mercy of the small builders who are the only people interested in building that sort of house and they are so used to building conventional departmental houses that they regard with distrust any other type of house and make their price for building it so expensive that the private home builder cannot afford to build the sort of house he wants.

SENATOR VINCENT.- Could it be that because people can get Government homes so cheaply in Canberra that they are not prepared to invest their money in building their own homes?

MR. SCOLLAY.- I do not think that that would be so. I think a good many people in Government homes would prefer to be putting their money into their own homes rather than paying rentals of £3.15.0 or £4.0.0 a week for a Government house.

SENATOR VINCENT.- Then why do they not do so?

MR. SCOLLAY.- I think that they cannot afford it - in other words, that the finance is not available to them.

CANBERRA SENATE COMMITTEE.

SENATOR VINCENT.- Getting down to some of the broader aspects of the architecture of Canberra, would you say it is desirable to maintain what I have been pleased to call, for want of a better term, the pastoral atmosphere of this city in regard to the siting, situation and architectural styles of all classes of building?

MR. SCOLLAY.- I should say definitely yes except that in certain areas of the city there might possibly be closer development than in others. But the general character of the city has already been determined.

SENATOR VINCENT.- Should we endeavour to maintain that character in future developments?

MR. SCOLLAY.- If by "character" you mean the sort of open development we have had, I would say yes. If you mean the sort of architecture we are getting now, I should say no.

SENATOR VINCENT.- Do you think it is a worthy idea to preserve the pastoral atmosphere of the city?

MR. SCOLLAY.- Yes.

SENATOR VINCENT.- Can that be preserved and maintained whilst at the same time we achieve some closer settlement in population?

MR. SCOLLAY.- 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. I think it could be done that way.

SENATOR VINCENT.- Would you say that the eight-storey block of flats to be built near Civic Centre would tend to be unduly prominent in an aesthetic sense and would give more predominance to that building in relation to other big buildings in Canberra than its importance justified?

MR. SCOLLAY.- If it were an isolated ^{incident} instance, I should certainly say yes, but I should like to see all over Canberra multi-storey buildings for all kinds of purposes other than residential purposes. We are already getting multi-storey buildings like the administrative block which will be a high building. I do not think

that height necessarily gives predominance of one building over another unless it is an isolated building.

SENATOR VINCENT.- Then you do not think that the proposed building near Civic Centre would predominate?

MR. SCOLLAY.- It would predominate only if there were to be no other high buildings in that area.

SENATOR VINCENT.- How do the homes built in the new towns in Britain compare with homes built in Canberra?

MR. SCOLLAY.- In what respect?

SENATOR VINCENT.- Standards of construction.

MR. SCOLLAY.- I have not actually visited any of those new towns because I have been in Australia while they have been built, but I should say from the illustrations I have seen that the general standard of domestic architecture is likely to be better. The treatment is certainly far more imaginative and undecorating than the treatment in Canberra.

SENATOR VINCENT.- Can you suggest how we may improve our styles in Canberra?

MR. SCOLLAY.- By giving the architects the greater interest and stimulus of handling the whole project.

SENATOR VINCENT.- Do you think that is the answer?

MR. SCOLLAY.- I think it is one of them. The other answer is to engage good architects, but that in itself does not necessarily produce good architecture. I think also that they must be given the handling of certain kinds of financial control.

SENATOR VINCENT.- Could the degree of co-ordination between the Department of Works and the Department of Interior be improved by the formation of one central corporation or authority?

MR. SCOLLAY.- I should have thought that the inclusion of the town planning section in the Department of Works would have given a more satisfactory solution but in fact that does not appear to work out because at one stage the town planning section was part of the Department of Works until some years ago it transferred to the Department of the Interior. But I should have thought that the planning section could have worked with the architects great ^{if} benefits

would have resulted from it.

SENATOR VINCENT.- I am interested in that because after all the one department is doing the job and it came as a surprise to me to hear you say there is not sufficient co-ordination between two departments which are under the one Minister. Would you say that the only answer is the formation of a central independent body to do both jobs?

MR. SCOLLAY.- Not necessarily independent, but a central authority.

SENATOR VINCENT.- A unified authority?

MR. SCOLLAY.- Yes.

SENATOR HANNAFORD.- What is your opinion of the timber house compared with the stone or brick house?

MR. SCOLLAY.- I think timber houses in themselves can be pleasant places, but from the owners' point of view they present a greater maintenance problem. There is very little difference in regard to fire risk in that there are a good many timber parts even in a brick house. If the tenant is prepared to put up with the burden of maintenance I have no objection to timber houses. In fact in Canberra there is a good deal of value in having certain sections of the house constructed in timber because of climatic conditions.

SENATE CANBERRA COMMITTEE

SENATOR HANNAFORD.- You suggested that permanent structures could have been erected as quickly and as cheaply as temporary structures have been erected in certain cases. Surely the Department of Works would not build temporary structures if there were not a need for them?

MR. SCOLLAY.- The Department of Works is not the initiating authority. In the case of the hospital, the Department of Health initiated the work, and the Department of Works would provide the best that it could within the time available and for the money available.

SENATOR HANNAFORD.- What suburb of Canberra has the best type of houses of recent construction in it?

MR. SCOLLAY.- I think that similar types are being erected in almost all the suburbs, with the possible exception of Yarralumla. I believe that the development of Yarralumla has been more successful than the development of any other suburb, *which contains predominantly government houses.*

SENATOR HANNAFORD.- During the inspections of the city by the Committee some weeks ago, I noticed that there appeared to be a number of houses with distinguishing architectural features in Deakin?

MR. SCOLLAY.- They would probably be in the privately built section of Deakin fronting Hopetoun Circuit.

SENATOR HANNAFORD.- You would rather see that type of development than the less attractive types that you have already mentioned?

MR. SCOLLAY.- I believe that that development is a move in the right direction, although I do not like all the houses there.

SENATOR HANNAFORD.- Can you say whether they were erected by private enterprise, having mostly been designed by architects?

MR. SCOLLAY.- A good many of them have been designed by architects. It is only recently that the regulations were amended to make it unnecessary to have an architect to design any building in Canberra.

SENATOR HANNAFORD.- You say that the revision of the building regulations is a step in the wrong direction?

MR. SCOLLAY.- Certainly.

SENATOR HANNAFORD.- There is a reluctance on the part of builders to construct unusual houses, although such dwellings might be suited to our climatic conditions?

MR. SCOLLAY.- Yes.

SENATOR HANNAFORD.- You and I have discussed this matter privately?

MR. SCOLLAY.- Yes.

SENATOR HANNAFORD.- Will you give the Committee your reasons for your belief that there is a reluctance of builders to build unusual houses?

MR. SCOLLAY.- Yes. Basically, the houses built in Canberra are developments along the lines of Northern European traditions, with pitched tiled roofs and brick walls. They have been developed for a certain climate. The Australian climate varies, but here there are certain climatic conditions which are uniform, and this northern European architecture is not necessarily the kind that suits conditions here. Senator Wood asked about the use of timber in Canberra houses, and I should say that for the bedrooms of a house where it is necessary to reflect the sudden cooling at night, it is desirable to have a structure to allow the heat of the day to escape quickly so that the bedrooms will be cool. For that reason the timber framed structure is suitable. Possibly other methods of building would accomplish the same purpose. That leads to a house which does not look like the conventional northern European dwelling. Many architects and their clients are conscious of this ^{climatic need} and for this reason they design houses which have different kinds of roofs. Also for economic reasons they design houses with roofs other than pitched tile. However, a small builder looks at such a design and says "This is a fourteen square house and it should cost so much a square, say £4000". He then examines it in detail and finds that he has not built such a roof before, and although it may contain less material and absorb less labour than a conventional roof, he increases his price for the dwelling. For example, we needed some very cheap houses at the Australian National University to serve as scholars' dwellings and plans were prepared by a private architect, which provided a roof different from the conventional type on the ground of economy. Less timber and less labour were involved. All the tenders for the structures were high, and sometime after, I met one of the tenderers in the street and asked him why his tender was so high, and whether, if he had been given a bill of quantities, his price would have been lower. He said that it would not, because if his total cost came to less than he had

SENATE GENERAL COMMITTEE

reckoned, he would have thought that he had made a mistake in his details. However, he said that if we changed the design of the roof from the single pitched type to a conventional tiled roof he would reduce the tender by ^{some} hundreds of pounds. That was in spite of the fact that the roof that we proposed would have cost about £50 less than a conventional roof.

SENATOR McCALLUM.- Is it not possible to educate the builders?

MR. SCOLLAY.- Yes, but if the great bulk of work is done on conventional lines, the builders need a lot of convincing.

SENATOR HANNAFORD.- With regard to the central administration area. Parliament House will ultimately be built on Capitol Hill, and will be the dominating structure in its area. I prefer the grouping of multi-storey buildings in the central administrative area of Canberra. Do you agree with that?

MR. SCOLLAY.- Yes, because that is the focal point of the city. It epitomises the purpose of Canberra, but I do not believe that high development should be restricted in other parts of the town.

SENATOR WOOD.- You said that there was not such thing as a temporary building. Do you think that there are too many temporary buildings in Canberra, and do you believe that we should build structures for the requirements of the time?

MR. SCOLLAY.- There are too many temporary buildings here, and that is a great architectural problem nowadays, particularly with hospitals. Frequently parts of a hospital are out of date before they are completed. The problem exists in trying to find out how to build to allow for changed requirements inside the building.

SENATOR WOOD.- Do you not think that variety in design of buildings and areas, lends itself to beautification?

MR. SCOLLAY.- Yes, that is why I suggested a need for formal treatment in some places, picturesque treatment in other places, and controlled and uncontrolled areas elsewhere.

. - My third submission relates to annual budgeting for Government projects. In stating this problem, there is danger of over-simplification, because it involves complexities which would take a great deal of time to examine. My first point is that in actually building a building, the only time that is of any reality is the contract period - that is, the time between the starting and the finishing of the building. The objective of the architect and the builder is to build the building, not to build the building in a series of intermediate stages which are artificially created in one way or another.

Annual budgets tend to create artificial stages in a building which are of no interest to the builder. An example is the building for the Medical School at the National University. That is a permanent building, and it is now under construction. In round terms, it involves the expenditure of £1,000,000 and it will be built in fifteen months. In my opinion, that building is creating building history in Australia in that a building of that size will be built in that time. Considering the size and complexity of the building, it is a remarkable achievement in keeping costs down. Incidentally, I was not the architect for the building.

Seen as such, that is a great achievement, but this year, an amount of £500,000 has been allowed in the Estimates for expenditure on the main Medical School building. That £500,000 has to be spent by the end of June in this financial year, and the tendency on the part of the University is to regard June as the first objective. The spending of the £500,000 is becoming of prime importance to the University because if it is not spent, the chances are that the budget for the next financial year will be reduced. The building programme is under way and the University is already committed in a number of ways. Therefore, the belt ^{must} ~~will~~ have to be tightened on a number of other jobs. The success of the Medical School has been nullified by this entirely false artificial stage of the 30th June.

I do not want to labor this matter too much because evidence will be given on it, but I point out that the relationships

SENATE CANBERRA COMMITTEE.

between the architects for the building and the University have suffered, not on account of the design or the completion of the building, but in relation to the expenditure of £500,000 by a certain date.

THE CHAIRMAN. - Because the money must be spent by a certain date the work must be speeded up?

MR. SCOLLAY. - Things are already being speeded up to complete the building in record time.

THE CHAIRMAN. - What harm will that do?

MR. SCOLLAY. - The Estimates are prepared early in one financial year and a figure of £500,000 emerges some months before the end of June. The progress of the building is dependent on physical things, and it is not easily accelerated at the time of preparing the Estimates what will, in fact, be actually spent, and whether the early part of the contract will be quickly or the latter part. Those figures are, in fact, only estimates, but they ^{come to} can be regarded as very firm figures. If the architects do not meet the expenditure, or if the builder does not do so, the project is considered to be a failure.

THE second point on this matter is that towards the end of the financial year, departments find they have money unspent, and there is a rush to get works projects committed before the beginning of the next financial year, and to get money spent on Works projects before then. This results in the commencement of building projects for which preparations are not complete. Projects are put out for contract and contracts are signed for projects that are not fully worked out either by the client department or by the Department of Works which is preparing the plans for the contract. The client department really cannot be criticised for this because if it does not spend the money, ~~the chances are that~~ there is no certainty that it will get the finance in the next financial year. Therefore, the tendency to rush into buildings is an understandable one.

The Department of Works is, in fact, capable of rushing things through. It has been said that the Department of Works cannot do anything in a hurry but I myself, with an assistant in

SENATE CANBERRA COMMITTEE.

the Department of Works have done contract drawings for three aluminium prefabricated laboratories for the C.S.I.R.O. in a few days in order to get contracts started. There ~~has~~ ^{had} been a good deal of preliminary work on the contract beforehand, but nevertheless, it was a rush job. That could only lead to expensive building in that there are bound to be, in those circumstances, a number of variations of the contract after it is signed. In this case the buildings were laboratory buildings full of complex services including concrete and air, gas, mechanical air-conditioning, which had to be fitted into the building after the contract was signed. That must have led to a good deal of extra cost.

If there could be some form of project budgeting, instead of annual budgeting, that need to rush into contracts would be overcome and artificial barriers would be obviated.

The third great drawback of annual budgeting is that in order to get the building programme implemented in Canberra it is necessary to have large firms of contractors who are capable of undertaking big buildings. If there is no surety for those people that there will be continuing programmes of development, there is no encouragement to them to stay in Canberra. At one stage, the Department of Works did have quite a number of large firms of contractors working in Canberra immediately after the war. At that stage there was sufficient work to keep them going and they set up organisations in Canberra, but gradually some of those firms have begun to drift away, particularly engineering contractors. In my opinion, ~~I am sure that~~ the cause of that is the lack of certainty that the contractors will be able to get work in Canberra. Many of them do not like working for the Government, but if there were guarantees of continuous work I feel sure they would stay in Canberra.

THE CHAIRMAN. - You realize the difficulties of the parliamentary system and its effect on the budget? It is a problem on which we shall consult a Treasury witness.

SENATOR VINCENT. - I appreciate the evidence that has been given by Mr. Scollay. It was a magnificent exposition of some matters upon which the committee should be enlightened. Do the

usual contracts between the Department of Works and private contractors include clauses with regard to the time of completion?

MR. SCOLLAY. - There is usually a set completion time for a building.

SENATOR VINCENT. - To your knowledge in the department, do you know whether that clause is frequently broken or departed from by the contractors for public works?

MR. SCOLLAY. - Not only in public works but in cases of private contracts as well, it is rare for the completion period to be met.

SENATOR VINCENT. - This committee has seen examples of inordinate delays in the completion of buildings. Does anything happen when a contractor exceeds the time limit for a contract for public works?

MR. SCOLLAY. - I do not know of any specific instance where ~~that has occurred~~ *the damages clause has been invoked.* The contract provides for damages which are recoverable from the contractor, but in Commonwealth contracts, that is a standard clause which applies to the building irrespective of its size and rarely, in fact never, have I known it to be exercised.

SENATOR VINCENT. - Why not?

MR. SCOLLAY. - I do not think that I can say why except that it is remarkably difficult to recover damages from a contractor.

SENATOR VINCENT. - It could be deducted from the final progress payment?

MR. SCOLLAY. - Yes, but by the end of the contract period, the contract is not the same as it was when the contract was started. A contractor might undertake to complete a building in nine months. During the progress of the contract, certain things happen which make him apply for an extension of the contract time. The contract sets out what the causes for the variation shall be. If the causes occur, the contractor is entitled to an extension of the period of time.

SENATOR VINCENT. - He might be blaming the department for the causes of his own delays?

MR. SCOLLAY. - There may be strikes or extremely inclement

SENATE CANBERRA COMMITTEE.

weather. Various things are listed in the contract which enable him to extend his time. Even so the contract period is frequently exceeded, even the extended time.

SENATOR VINCENT. - Can you offer any reason why project budgeting, as you call it, should not be introduced in lieu of annual budgeting in respect of Works projects?

MR. SCOLLAY. - I cannot see any reason why it could not be adopted. ^{Some} ~~Simply~~ surety of continued development of a project is necessary.

SENATOR VINCENT. - You cannot see any reason why the Government could not adopt that system as a policy?

MR. SCOLLAY. - I cannot see why not.

SENATOR VINCENT. - I am not clear on this aspect of the matter. Suppose a client department has submitted a project to the Department of Works, and has obtained approval for it in a certain financial year. Suppose it has partly constructed the building and partly paid for it in a financial year, but has not expended the whole of the estimated cost. Does it have to apply for and obtain a vote for the additional money required to complete the project in the next financial year?

(Continued on page 362)

MR. SCOLLAY . - It is necessary for the funds to complete the building to be contained in the following year's estimate.

SENATOR VINCENT . - To be re-applied for by the department?

MR. SCOLLAY . - Yes. I am not quite certain of the process, but there is a system of revolving money, about which you would be able to obtain information from the Department of Works.

SENATOR VINCENT . - You say that that particular financial procedure has the effect of slowing up work?

MR. SCOLLAY . - In indirect ways it has, yes.

SENATOR VINCENT . - Would I be right in saying that delays in building in Canberra ^{are} ~~are~~, broadly speaking, to four main causes: First, the lack of big contractors owing to uncertainty of work; secondly, a lack of materials available from time to time; thirdly, the difficulty associated with annual budgeting instead of project budgeting, and, fourthly, a lack of co-ordination between the responsible officers in the Department of the Interior and the Department of Works?

MR. SCOLLAY . - I agree th with the first three. I do not think that the final point has much effect on the completion of the contract. The Department of the Interior influences only works for which it has requisitioned. If the Department of the Interior were to change its mind about a project during the course of construction, that would cause delay, but under normal circumstances there is no real interference.

SENATOR VINCENT . - That would be common to all client departments?

MR. SCOLLAY . - *Yes*

SENATOR VINCENT . - Do you know whether client departments have occasioned delay by changing their minds during the course of a project?

MR. SCOLLAY . - That has undoubtedly happened.

SENATOR VINCENT . - Would it be possible to eliminate delays in submitting the initial projects in proper form by seconding architects or other appropriate technicians from the Department of

Works to the various departments?

MR. SCOLLAY . - It may not always be desirable to prevent the client department from changing its mind.

SENATOR VINCENT . - We will exclude that factor.

MR. SCOLLAY . - I do not think that the seconding of architects or technical advice from the Department of Works to the department concerned would work very successfully. My view is that many of the variations or alterations that are made to contracts afterwards frequently are reflections of the amount of money that the client department has available. Irrespective of what technical advice is offered, if the money is there, the department will spend it, but if it is not there the department will not spend it.

SENATOR VINCENT . - The reason for the alteration is the lack of money?

MR. SCOLLAY . - The availability of money. May I cite an example? Because there is a certain amount of money available in a certain financial year, the client department may ask only that the shell of a building be erected with the intention of fitting internal partitions at a later date. Later in the financial year, it may discover that money is available for setting up the inside of the building. It may have been the original intention to make a separate contract in relation to the inside of the building, but because of the availability of funds it is added as a portion of the existing contract. That would be an example of a department's commissioning a building and changing its mind during the course of the contract.

SENATOR VINCENT . - Do you know of any cases in which delays due to a client department changing its mind could be obviated?

MR. SCOLLAY . - I think that cause could be obviated if the client department were sure that money would be available for the completion of the building and it could be included in the original contract.

SENATE CANTONERA COMMITTEE.

SENATOR VINCENT . - The hypothetical case comes back to a question of the money available?

MR. SCOLLAY . - Yes.

SENATOR VINCENT . - Are there any other factors than that of finance which might cause delay?

MR. SCOLLAY . - There are. In laboratory buildings there may be a change in techniques used. For instance, the C.S.I.R.O., in pursuing certain lines of thought, may require different types of laboratories.

SENATOR VINCENT . - They are factors over which perhaps nobody has any control. I am trying to ascertain some factors which could be rectified.

MR. SCOLLAY . - My only simple answer to that would be that the building should be carefully considered before the contract is let, and that there should be some certainty that the building can be built in that form. If those two conditions are met, I think that there would then be only unaccountable alterations.

SENATOR VINCENT . - Do you think that the action of some departments in planning projects and in taking action to have them partly built before they know they have the whole of the funds is bad administration?

MR. SCOLLAY . - Yes, but if they do not start even the part that they know they can build in a financial year, there is no guarantee that they will be able to start it during the next year, and they may have a very pressing need for the building.

SENATOR HANNAFORD . - Does the cost plus system operate, or does it operate in a modified form, at the present time?

MR. SCOLLAY . - It is not favoured as a system. It may be that there are certain contracts which are still operating on a cost plus basis, but I know of no recent contracts that have been let on a cost plus basis.

SENATOR HANNAFORD . - Not even in a modified form?

MR. SCOLLAY . - I know of no government contracts .

SENATOR HANNAFORD . - You were discussing the question of

SENATE CAMBERRA COMMITTEE.

penalty clauses, and the difficulty one would have in enforcing them. I should be interested to have your opinion about incentive clauses such as those which operate in some of the big contracts in relation to the SnowyMountains scheme. Would they not be a decisive factor in improving the rate of building?

MR. SCOLLAY .. - Yes.

SENATOR HANNAFORD . - Do they operate to any degree? Are there any such contracts within your knowledge?

MR. SCOLLAY . - Yes. The contract for the main medical school building contains quite substantial provision for bonuses for completion before the contract date.

SENATOR VINCENT . - Do you think there would be any virtue in this Committee or some other authority investigating the construction of a building that quite obviously has taken an inordinately long time to build in an effort to ascertain the real causes of the delay? Do you think it would be possible to ascertain them?

MR. SCOLLAY . - I think it would be a remarkably difficult task, but I think it would be of value.

(THE WITNESS WITHDREW)

NORMAN HENRY MUSSEN, sworn and examined.

THE CHAIRMAN . - What is your full name?

MR. MUSSEN . - Norman Henry Mussen.

THE CHAIRMAN - What is your occupation?

MR. MUSSEN . - I am a member of the firm Mussen, Mackay and Potter, Architects and Civil Engineers.

THE CHAIRMAN . - Have you a statement to make?

MR. MUSSEN . Yes. When I came to Canberra some two years ago, I did not know that the Treasury was the dominant building power in the country. I did not know anything about annual budgeting, and I did not know that the Auditor-General held new careers in the hollow of his hand. I was naive enough to think that Canberra would be bold and courageous, that it would seek beauty, not only in physical things like buildings, but also in human behaviour. I believed that our national capital would have the vision that would uplift and inspire our whole country. I say I was naive, gentlemen, but, my God, I was right, for the opportunity to be bold and courageous, even to have vision, lies under our hands. I think the reason why there are no great buildings in Canberra is that Canberra is so frightened of putting up bad ones. Our minds are filled with the idea of failure, not with the urge to achieve. We are so frightened that we have forgotten even the common virtues. For example, in a home there are three essential things that can be got for nothing - sunshine, fresh air and a view of some sort. Yet there are hundreds or perhaps thousands, of houses in Canberra where no one has taken the trouble to accept the things that are there for the asking. To go deeper, a home of one's own can have a sort of invisible wall around it, a wall which keeps out many of the world's problems and within which a full family life is possible. This invisible wall seems to come when the architect really cares for the people who will live in the house. He may not know then, but he must care for them. In searching for an explanation as to why things should be as they are in Canberra, I have come to the conclusion that fear is at the root of it all - fear of what may be said in the Parliament, fear of the Treasury, fear of the Auditor-General. With fear in their hearts, men look for safety in rules of S.S.

SENATE CANBERRA COMMITTEE.

procedure. Follow the set rule and no one can criticise you. Now, for all I know, these rules may work admirably for the routine affairs of government, but building is not a routine affair. It is a creative affair. One cannot describe building in a few glib phrases, but of it we can say this; you cannot bully your way to worthwhile accomplishment in building. You can only lead and encourage and stimulate. Leadership, morale and psychological insight are as important in building as they are in the Army. Set rules of procedure, bowing and scraping to the Treasury, ^{and} treating the Auditor-General as though he were the Almighty are the implacable enemies of leadership, morale and psychological insight. They frustrate vision and, in the long run, they break the stoutest heart. Furthermore, they turn men of goodwill against each other. For example, I have often embarrassed the administration of the Australian National University. I was trying to build as well and as cheaply and as quickly as possible. I cared for nothing else. But the Australian National University had an entirely different set of problems - spending budget money, following strict rules of procedure and get everything done on paper. Most of our differences were the inevitable consequence of two groups of men trying to accomplish different ends.

MR. MUSSEN (speaking).- But surely there is something wrong. We believe economy is important, that £1,000,000 saved in a building is important. Particularly in a time of full employment, £1,000,000 saved is £1,000,000 worth of materials and manpower that can be put into some other urgent national enterprise. The university administration, I assure you, gentlemen, are high-minded men, dedicated to the cause of the university. Why can not we work together? I think the reason is that we have allowed our public and semi-public building to drift into a shameful condition in which courage, adventure and vision have no place. Nor is there that wonderful companionship that comes to men united in a common endeavour. Faith is as much a building material as are bricks or steel.

THE CHAIRMAN.- I take it that your thesis is that there are in Canberra certain controls and limitations that produce mediocrity. These things seem to me to be inevitable, and I should like you to say what you think we can do to prevent them from producing this bad effect. They are there to produce not that bad effect, but something else. First, there must be strict accountability for public expenditure. It must be voted by Parliament, and the government must be able to justify it to the electors. Do you think that that alone produces these effects?

MR. MUSSEN.- Not on its own. I am not for a moment contending that there should be any laxity in the control of money. Perhaps to make myself clear, when a rule means a disadvantage to the community, I believe that that rule could and should be broken.

THE CHAIRMAN.- The trouble about that is that you cannot lay it down as a public principle. Many courageous men have done it. Throughout history statesmen, soldiers, public employees and other people have broken all the rules with great success, but they took terrific risks. Nelson put the telescope to his blind eye. He succeeded. Had he failed he might have been hanged.

MR. MUSSEN.- Yes.

THE CHAIRMAN.- Your second point relates to the Auditor-General. The Auditor-General's criticism is necessary. I

SENATE CANBERRA COMMITTEE.

know that there are cases in which it has produced bad results and in which it has possibly been more costly than the avoidance of it would have been. But we can never do without an Auditor-General. We must have an independent critic of finance and expenditure and someone to decide whether the money has been properly expended.

MR. MUSSEN.- Could not the Auditor-General have a sort of advice department? There are many problems ariso in building where the proper procedure is extraordinarily difficult to establish. I believe that if we had easy access to him it could do a tremendous amount to help. At the moment he lives so separate and so isolated from us that to do what we think is the proper thing to do often would be perhaps to risk the university, for example. It might put them in an extremely difficult position.

THE CHAIRMAN.- I see your point that the Auditor-General might apply to one institution rules that were laid down for a totally different kind of institution.

MR. MUSSEN.- Yes.

THE CHAIRMAN.- I appreciate the matters that you have mentioned in relation to the Australian National University where certain accounting and checking methods that are proper in many private businesses would be of little use and very difficult to apply in a laboratory.

MR. MUSSEN.- Yes.

THE CHAIRMAN.- Your third point is the most difficult of all. We cannot avoid public cricitism by the newspapers and by all citizens. In fact, we have to live in that atmosphere to have a healthy public life. We may go further and say that much of that criticism must be based on ignorance, because the average citizen cannot possibly know the purpose, nor can some of the newspapers always know it. I suppose the remedy is for the parliamentarian to find a way to face criticism.

MR. MUSSEN.- Yes.

THE CHAIRMAN.- I appreciate the points that you have made. We are trying to find any practical suggestion that will enable us to have good and great buildings, if you can make any such

suggestion.

MR. MUSSEN.- I wonder whether the problem of overcoming it is quite as great as we almost take for granted. Is it so great?

THE CHAIRMAN.- I have mentioned some of the things that I think we cannot do without. Would you say that the lack of enterprise or whatever it is, the timidity that produces these mediocre results, rests with Parliament, the Cabinet, heads of departments or ordinary public servants? Where do you think it rests?

MR. MUSSEN.- It rests with us all. It is a national blight that has come upon us.

THE CHAIRMAN.- That is a new point. You think it is a problem not so much of government as of the Australian national outlook?

MR. MUSSEN.- And the fact that the Australian people are not getting the inspiration that they are entitled to expect.

THE CHAIRMAN.- While you were speaking I wrote down two examples of new building that were bold and imaginative, whether or not we think they were modern. One was the rebuilding of large parts of Paris under Napoleon the Third. A major part of the city was completely replanned, with fine buildings and streets, and reformed gardens and the like. The second example was Washington, at various stages. One project was undertaken under a semi-autocratic government, but a very liberal kind of autocratic government and not the sort of dictatorship that we have known in modern times. The other project was undertaken under a democratic government similar to our own. The problem is not hopeless.

SENATOR WOOD.- Mr. Mussen has put his case clearly, and I complimented him on his courage. He was most outspoken, and I appreciate his telling us how he feels about these matters. It is only by getting it straight from the shoulder as we have had it from Mr. Mussen that we can arrive at the correct conclusions.

SENATOR HANNAFORD.- My impressions are much the same as those of Senator Wood. Mr. Mussen has made challenging submissions.

SENATE CANBERRA COMMITTEE.

To a large extent most of us agree with your statement that there has been a drift in public and semi-public buildings, certainly over the last few years. We recognise that somewhat unusual circumstances have applied. Are you a member of an engineering firm?

MR. MUSSEN.- Yes. I am by trade a civil engineer.

SENATOR HANNAFORD.- Do you say that the same state of affairs as in Canberra exists in the other capital cities?

MR. MUSSEN.- I am partly guessing, of course, but I think to a degree, yes. But it is not nearly so noticeable as it is in Canberra.

SENATOR HANNAFORD.- What about ecclesiastical architecture? It applies here. Some buildings are proposed and some are partly completed.

MR. MUSSEN.- May I answer that slightly indirectly. Architects possibly fall into three groups of men. There are the extroverts whose work you will find publicised badly in the glossy magazines. They tend to use a building, to some degree at any rate, as a personal experiment.

SENATOR HANNAFORD.- And perhaps as a personal achievement?

MR. MUSSEN.- Yes. Then you have a great group of practitioners who are the honest practitioners of architecture and who do an honest job as well as they possibly can. Then you have the third group - the introverts - who are on the whole very sensitive people and easily hurt - imaginative of all the defects of their qualities. Each of those men has a place. We do not want only introvert architecture or only extrovert architecture. Surely we want a balance between them - between all the types of architecture. When asked for a professional opinion about the quality of the architecture of a building, one almost has to define whether he is viewing it as general practitioner, extrovert or introvert. Have I made myself at all clear?

SENATOR HANNAFORD.- You have done so.

MR. MUSSEN.- It is an astonishingly difficult thing for a professional man in architecture to give a professional opinion of a building.

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD.- In the early part of your remarks you laid great stress on the fear complex.

MR. MUSSEN.- Yes.

SENATOR HANNAFORD.- You stated that we are frightened to go ahead and construct a great building for fear that it might be considered ugly.

MR. MUSSEN.- Yes.

SENATOR HANNAFORD.- Do you not think that element of fear is important? I do not suggest that it cannot be exaggerated, but I suggest that it introduces a note of caution that is an adjunct, rather than the reverse.

MR. MUSSEN.- I disagree entirely with that. Fear may --
Surely

SENATOR HANNAFORD.-/It can be a spur?

MR. MUSSEN.- No. Fear is a deterrent. Please Heaven it does not do so, but fear might cause this committee to say that architecture in Canberra is so bad that it must be all be controlled. When you control it too much you make certain that you will never get a great building. I can only remind you that Beethoven's "Eroica" was hissed off the stage when it was first performed. Please do not do that to building.

SENATOR HANNAFORD.- I have been given a great deal of food for thought.

SENATOR RYAN.- We are indebted to you, Mr. Mussen. The general thesis of your remarks relates to the frustration experienced during your term in Canberra. You made an analytical survey of the position concerning the non-development of Canberra. Can you, in more specific terms, detail those frustrations in relation to the lack of administration and co-ordination of different government departments and the heads of departments administering from Melbourne the development of Canberra?

MR. MUSSEN.- No. Strangely enough, the essence of what I tried to say is that I have found individuals in Canberra to be uniformly men of good will.

CANBERRA SENATE COMMITTEE.

MR. MUSSEN,--(continuing). I myself have had nothing but encouragement and help from departments like Interior and Works and I am deeply grateful to them. I do not think I have met a bad man in Canberra, and yet good men are acting in a way that is preventing good work being done. There is a machinery problem somewhere or other. There is an undertone of "no confidence" in Canberra. You will hear it at parties and in the street. People say "you cannot do it in Canberra. You might do it in Melbourne or Sydney, but not in Canberra".

SENATOR RYAN.-- To what do you attribute that atmosphere?

MR. MUSSEN.-- One cause could be that people apparently were very unhappy in Canberra twenty years ago. They got into the habit twenty years ago of saying that Canberra was terrible and there is still an echo of that in Canberra today.

THE CHAIRMAN.-- But that is obvious?

MR. MUSSEN.-- Yes, but I think the change is much more quick at the lower levels of society than it is at the higher levels. I know that building tradesmen and labourers have a faith in Canberra that is not noticeable at higher social levels.

SENATOR RYAN.-- It is more on the lower level?

MR. MUSSEN.-- Yes, it is something that is coming from below and not from above.

SENATOR RYAN.-- Would you say that a greater national consciousness must be stimulated generally throughout Australia?

MR. MUSSEN.-- Yes, possibly using Canberra as the inspirational centre of it. After all that is a very appropriate thing if that did come about.

SENATOR VINCENT.-- Mr. Mussen has brought this argument on to rather a high level and I am much impressed with his thesis. However, this Committee is a fact-finding body and notwithstanding the virtue of Mr. Mussen's propositions I should like to take the argument a stage further, with his permission and ask Mr. Mussen whether he could give us a concrete example from his personal experience of the defects of which he has spoken.

MR. MUSSEN.-- The paper I read is to a large degree the story of one experience, that is, my experience with the National

CANBERRA SENATE COMMITTEE.

University in relation to the design of our building, the John Curtin School of Medical Research. Perhaps a year ago I would have been quite hot about what we felt were frustrations. Things were pretty bad in our own office. We lost two or three of our most gifted people because of the general gloom in our office. Yet now I have come to see that it is no one man's fault.

SENATOR VINCENT.- I appreciate that. I was not suggesting that it could be laid at the door of any one person. However, could you be more explicit so far as your own personal experience is concerned. We are most anxious to ascertain the reason for some of the things we see in Canberra. I am prepared to agree with you that things are not as good as they may appear to be but I would appreciate some more detail of your experience.

MR. MUSSEN.- Very well, take the case of a very great and close personal friend of mine, Mr. Hohnen, the Registrar of the Australian National University. His part of the administration is the carrying out of the council's ^{wishes and} requirements. The advancement and development of the University is in no small measure dependent on its continuing to enjoy good relations with Treasury and in avoiding criticism in the Parliament, the newspapers or by the Auditor-General. Surely Mr. Hohnen must spend the greater part of his thinking in avoiding any of these catastrophic things. His concentration is necessarily on that.

SENATOR VINCENT.- Well, what happened?

MR. MUSSEN.- Going back to our own personal differences, at that stage I knew very little about these university difficulties. I simply concentrated on trying to put up a building.

SENATOR VINCENT.- I am afraid you are assuming that I know all about the matter. I can assure you that I am completely ignorant about what has happened.

THE CHAIRMAN.- The building is a success, is it not? It is nearing completion. I think that the other members of the Committee may have a wrong impression. I gather that it is a rather good building and things are going well.

OF THE SENATE COMMITTEE.

SENATOR VINCENT.- I gather from the witness that he has encountered some serious difficulties and I would appreciate it if he would enlighten the Committee about it.

MR. MUSSEN.- With your permission I shall only enlighten you to the degree of saying that the things that did happen were all connected with personal relations and included quarrels and offensive letters from one to the other. All these things were the direct consequence of what I have told you and because two groups of men were trying to do two entirely different things.

SENATOR VINCENT.- What were the entirely different things?

MR. MUSSEN.- From the university administration point of view the necessity is for them to be absolutely right in their conduct of finance and spending budget monies, for example, and the various allied things, whereas by concentrating on the building partly to the exclusion of these things we naturally had trouble.

THE CHAIRMAN.- The point is that you really had to justify continually as you went along things that you knew perfectly well would turn out well in the long run and that was just a nuisance. Is that it?

MR. MUSSEN.- Yes, on occasions we had to follow procedure which appeared in our eyes unnecessarily strict.

THE CHAIRMAN.- I can follow that.

SENATOR VINCENT.- I can follow it too, but I cannot appreciate the nature of the difficulties unless the witness explains them. Can you tell us, Mr. Musсен, some of the difficulties that you encountered which were obnoxious to you.

MR. MUSSEN.- I was asked at one stage to supersede myself. That was roughly twelve months ago. I was informed that the university had lost confidence in me personally and since that time the formal work on that building has been done by two of my partners. I do not think I have signed a letter to them since that date.

THE CHAIRMAN.- But you have had the general overseeing of the architectural work?

MR. MUSSEN.- Not in theory. It perhaps gives some point to how extremely serious in their consequences those differences are.

CANBERRA BUILDING COMMITTEE.

SENATOR VINCENT.- You have said that these differences were in some way brought about by the existing machinery in Canberra?

MR. MUSSEN.- Yes, entirely, and by the lack of confidence and faith in Canberra. I think that if you will read the Auditor-General's remarks on instructions about architects you will find what I mean.

THE CHAIRMAN.- Which particular report of the Auditor-General is that?

MR. MUSSEN.- I have not seen it myself. I have only been told of its contents.

SENATOR VINCENT.- Do you think that one of the root causes of our problems in Canberra is a fear of criticism. Surely the prime responsibility for doing something about that is the national Parliament's?

MR. MUSSEN.- Yes.

SENATOR BENN.- The circumstances that you have outlined to Senator Vincent in respect of the construction of a university building do not operate generally in Canberra, do they?

MR. MUSSEN.- I would have no certain knowledge of that, my only real experience being in relation to this one project.

SENATOR BENN.- Was that work carried out on contract by public tender?

MR. MUSSEN.- Yes.

SENATOR BENN.- Have you had experience in calling tenders or other work in Canberra?

MR. MUSSEN.- For other work, but not in Canberra. Our practice is primarily a Melbourne practice. We established here to do that particular job.

SENATOR BENN.- Are you able to say whether or not the tendering position in Canberra is satisfactory.

MR. MUSSEN.- Again that is one of these very much abused things. Everyone says that everything is terrible and yet in fact that is not so. We have had three contracts, one an earth-works contract which was a ghastly failure. The second was carried out by Concrete Constructions which earned a bonus by completing

CANBERRA SENATE COMMITTEE

it in time. The third was carried out by a local builder, Mr. Karl Schreiner, and that shows every sign of beating the contract date.

The witness withdrew.

(The Committee adjourned).

Department of Works,
CANBERRA, A. C. T.

1. 3. 55.

Dear Mr. Bullock,

... I forward herewith a statement containing additional information which I promised the Committee on the following matters:-

- (i) Pages 390-391 & 393 of verbatim notes : Evidence of the present housing shortage, and of the shortages that will exist when the Administrative Building is ready, by stages, for occupation. An estimate of the additional labour, finance and materials necessary to meet these shortages.
- (ii) Page 395 of verbatim notes : An estimate of the ratio of privately-owned homes to Commonwealth owned houses in Canberra.
- (iii) Page 401 of verbatim notes : Evidence of contracts that have been cancelled by the Department.

I trust that this will be helpful to the Committee.

Yours sincerely,

R. M. TAYLOR.
Director of Works.

Mr. R. Bullock,
Secretary,
Senate Select Committee on
Canberra Development,
CANBERRA, A. C. T.

DEPARTMENT OF WORKS.

SENATE SELECT COMMITTEE ON GAMBERRA DEVELOPMENT.

ADMINISTRATIVE OFFICER:

When the Director appeared before the Senate Select Committee on 14th. February he promised to give the Committee additional information on the following matters:-

- (i) Pages 390-391 & 393 of verbatim notes : Evidence of the present housing shortage, and of the shortages that will exist when the Administrative Building is ready, by stages, for occupation. An estimate of the additional labour, finance and materials necessary to meet these shortages.
- (ii) Page 395 of verbatim notes : An estimate of the ratio of privately-owned homes to Commonwealth owned houses in Canberra.
- (iii) Page 401 of verbatim notes : Evidence of contracts that have been cancelled by the Department.

Taking these questions as they appear, I submit the following for consideration before forwarding to the Secretary of the Committee, Mr. Bullock.

(i) Housing Shortage.

Suggested information for submission to the Committee is contained in Annexure "A".

This information is based, in the main, on the Minister's Operation "Admin", Order No.1, and on an analysis prepared by the Architectural Design Division in May-July period last year.

To the best of my knowledge, the majority of these details have not been published previously and being of a Ministerial nature, consideration should be given to the advisability of releasing to the Committee without Ministerial or Head Office concurrence.

On the matter of completion dates for the various stages of the Admin. Building, Mr. James stated before the Committee (Page 46 of verbatim notes) inter alia.....
"The completion date for Block A is 31st. December, 1954. That date is passed and it will be about the middle of the year, or perhaps a month or two beyond that, before the block is ready for occupation.....Block B is scheduled for completion on 31st. December, 1956. That is running pretty closely to schedule. Block C is scheduled for completion on 31st. December, 1957. That is running near enough to schedule".

I have therefore used these stage-by-stage completion dates in my submission.

You will note I have indicated that an additional labour force of 700-750 men would be required on housing alone to overcome the present housing shortage and that created by the occupation of the Admin. Building over the next 3-4 years.

I base my estimate on the average output per man per year on housing over the last 7 to 8 years which is approximately 2/3 of one house per year. In other words

1.5 men have an output of 1 house per year.

With our present housing shortage and that created by Operation Admin. we need to build 3175 houses over a four-year period, i.e., 800 houses per year. The total housing labour force required to achieve this would therefore be 1200 men, whereas existing labour force on housing is 500 men.

My estimate varies slightly to that given by Mr. James to the Committee (page 463)....."It takes one and three-quarter man years to build a house. Therefore 400 men are turning out houses at about 300 per year. To catch up on arrears of our housing programme we need to boost up the output to something like 1000 per year and therefore to take into our work force something like 1000 men".

I have not indicated what additional finance we will need for our four-year period on housing but have only given an idea of what amount of money is necessary each year to build 3175 housing units in the period.

Similarly, figures given in respect to basic building materials relate only to total requirements not additional. It is rather difficult to assess what additional materials are necessary in each of the four one-year periods, and, in any case, the Director tabled a statement before the Committee indicating the materials supply position, which read in conjunction with details of our requirements should be quite sufficient.

(ii) Ratio of private houses to Commonwealth

Mr. Rogers of Interior stated in evidence before the Committee (page 299 of verbatim notes)....."The percentage of privately owned houses at present is about 25%, or one in four".

I have checked with Mr. Lucas of Interior, who advises that above is substantially correct, so I can see no reason to go any further on this matter other than to repeat Mr. Roger's statement.

I do not consider it necessary to provide comparative totals over a number of years, as the Committee's query on this matter was not framed in that manner.

(iii) Cancellation of Contracts.

... I am attaching a schedule (Annexure "C") giving a number of sample contracts that have been cancelled by the Department.

We have not cancelled many contracts over the last few years for non-performance etc., but have had quite a number of contractors withdraw before contract documents have been signed.

The other matter requiring attention, that of providing examples of time taken on projects in obtaining all necessary approvals from sketch plans to committal (contract let), is in the hands of the Principal Architect.

"ANNEXURE "A" "

HOUSING SHORTAGE:

From information made available by the Department of the Interior, the number of people registered by that Department on the waiting list for houses is approximately 2650 at present.

This figure includes officers of the Public Service together with members of the community outside the Service.

There is, however, an annual wastage in registrations brought about by applicants leaving the district, or, alternatively by them making their own arrangements for housing (e.g. private contractor, War Service Homes etc.,) This wastage has been assessed at approximately 33% and, on this basis, the present shortages of housing resolves itself into a basic figure of 1745 housing units.

Target dates for the completion of the three major stages of the Administrative Building are -

- (i) Block A - June 1955 *
- (ii) Block B - December 1956
- (iii) Block C - December 1957

* Possibility of two months lag to August, 1955.

It has been estimated that the following additional housing will be required to meet the transfer of officers from Melbourne consequent upon the stage-by-stage handover of the Administrative Building:-

- (i) Mid 1955 - 240 units.
- (ii) Mid 1957 - 700 units.
- (iii) Mid 1958 - 490 units.

Allowance has been made separately for the accommodation of single personnel in hostels. In other words the above figures relate only to accommodation required for married officers being transferred.

I would like to make it clear that these figures are, of necessity, estimates only, but do serve to give an indication of housing requirements involved in the implementation of "Operation Admin".

Taking into consideration the existing shortage of houses, and the effect of Operation Admin., the total housing requirement to the end of 1958 (exclusive of new registrations in that period) is

- (i) effective registrations : 1745
- (ii) Operation Admin : 1430
- 3175

On this basis the annual requirements in the next four years have been assessed as follows:-

<u>Year Ending</u>	<u>Flats</u>	<u>Houses</u>	<u>Total</u>
1955	200	800	1000
1956	145	580	725
1957	145	580	725
1958	145	580	<u>725</u>
		Total	<u>3175</u>

Based on the annual requirements indicated the finance necessary on housing alone will be in the order of -

1955	-	£3,800,000.
1956	-	2,750,000.
1957	-	2,750,000.
1958	-	2,750,000.

The present labour force engaged on Government housing in the A.C. amounts to just on 500 men. If we are to achieve the target of 3175 housing units over the next four years, it is estimated that an additional force of 700-750 men would be required.

This force relates to housing construction only and does not take into account additional labour required to carry out the extensive civil engineering programme that will be necessary if a substantial step-up in housing production is effected.

Another factor requiring consideration, and one which will likewise necessitate a substantial increase in the labour force, is that of hostels construction for single personnel who will be transferred from Melbourne.

It has been estimated that there are approximately 700 officers in this category and, as with housing, accommodation must be progressively provided with the stage-by-stage completion of the Administrative Building. Annual requirements in this respect are -

Mid 1955	-	180 persons.
Mid 1957	-	300 persons.
Mid 1958	-	210 persons.

Estimates have been taken out of essential building materials required during the next four years to meet the impact of Operation Administration.

Summarised, they are as follows:-

1. Government Housing.

	1955	1956	1957	1958	Total
Bricks.	9,800,000.	7,096,000.	7,096,000.	7,096,000.	31,088,000
Timber:					
(a) Scantling (100 sup)	49,700.	34,040.	34,040.	34,040.	151,820
(b) Flooring (100 lin)	35,000.	33,160.	33,160.	33,160.	124,480
(c) Weatherboard (100 lin)	15,000.	9,000.	9,000.	9,000.	42,000
Cement (tons)	4,730.	4,506.	4,506.	4,506.	18,248
Reinforcement (tons)	735.	706.	706.	706.	2,853
Waste Water Pipe (ft)	214,000.	191,000.	191,000.	191,000.	787,000
Drainage Pipe:					
(a) Earthenware (ft)	114,000.	111,500.	111,500.	111,500.	448,500
(b) Concrete (ft)	166,000.	119,800.	119,800.	119,800.	525,400
Tiles Roof	1,200,000.	1,164,000.	1,164,000.	1,164,000.	4,692,000
Paint (Gallons)	26,100.	21,720.	21,720.	21,720.	91,260

2. Government and Private Enterprise Construction
 (including Housing, Schools, Defence, University, Shops, etc.)

	1955	1956	1957	1958	Total
Bricks	18,000,000.	14,000,000.	15,000,000.	16,000,000.	63,000,000.
Timber:					
(a) Scantling (100 sup)	74,258	44,900.	54,000.	49,000.	222,158.
(b) Flooring (100 lin)	61,000.	49,000.	58,000.	46,000.	214,000.
(c) Weatherboard (100 lin)	17,000.	11,000.	11,000.	11,200.	50,200.
Cement (tons)	11,000.	8,000.	9,600.	8,000.	36,600.
Reinforcement (tons)	1,600.	1,300.	1,700.	1,400.	6,000.
Drainage Pipe:					
(a) Earthenware (feet)	160,000.	150,000.	150,000.	145,000.	605,000.
(b) Concrete (feet)	230,000.	170,000.	176,000.	169,000.	745,000.
Waste Water Pipe (feet)	380,000.	290,000.	320,000.	280,000.	1,270,000
Roof Tiles	1,700,000.	11,500,000.	2,000,000.	1,700,000.	16,900,000.
Paint (Gallons)	45,000.	30,000.	32,000.	28,000.	135,000.

ANNEXURE "B"

RATIO OF PRIVATE HOUSES TO COMMONWEALTH.

On information made available by the Department of the Interior, and, as already stated by Mr. Rogers of that Department in evidence before the Committee, the percentage of privately owned houses in Canberra is approximately 25% of the total completed.

ANNEXURE "C"

CANCELLED CONTRACTS.

The attached information gives details of a number of contracts let by this Department and subsequently cancelled or reduced because of, in most instances, lack of satisfactory performance on the part of contractors.

The list is not complete but does serve to indicate that under certain circumstances it has been necessary for the Department to cancel contracts and have the work outstanding carried out by other means.

100 TIMBER HOUSES - O'CONNOR - HOWIE MOFFATT & CO.

On 18th October, 1950, a contract was let to Howie Moffatt and Co. for the erection of 100 timber houses in O'Connor. The contract, which was on a "cost plus fixed fee" basis, was for an amount of £265,470 (inclusive of fee) and was due for completion on 16th May, 1952.

Howie Moffatt and Co. also had, at this time, the contract for the erection of University House for the Australian National University, and it was obvious towards the latter part of 1951, the firm would be unable to maintain required progress on the University project and satisfactorily carry out the housing contract at the same time.

Action was then taken in February-March, 1952, to reduce the housing contract to five (5) units.

The construction of the remaining 95 houses was carried out by other contractors and by the Department's Day Labour force.

100 MONOCONCRETE HOUSES - O'CONNOR - WELCH BROS. PTY. LTD.

A contract was let on 5th May, 1948 to Welch Bros. Pty. Ltd., for the erection of 100 monocrete houses in O'Connor, A.C.T. The value of the contract, which was on a "cost plus fixed fee" basis was £130,950, exclusive of the supply monocrete components. The contract was to be completed by 5th November, 1949.

In late 1949 it became evident that the firm with their existing organization could not possibly complete the contract in the time specified and, moreover, due to bad job management and general inefficiency costs would be unduly excessive should the Department permit the contractors to proceed.

Action was taken in May 1950, to reduce the contract with Welch Bros. to 50 houses (at this stage the contract was 37% complete), and to complete the remainder of the group by Day Labour.

33 BRICK HOUSES, O'CONNOR - KENNEDY AND BIRD PTY. LTD.

On 14th April, 1950, a contract was let on a "cost plus fixed fee" basis to Kennedy and Bird Pty. Ltd. for the erection of 29 Brick Houses at O'Connor, A.C.T. The value of the contract (inclusive of fee) was £79,060 and the due date for completion was 13th October, 1950.

The contract was subsequently extended to include a further four (4) houses, making a total of 33 in all, for the contract amount of £90,989.

Because of unsatisfactory site conditions due to flooding of the area in 1950, the job was delayed some nine months and work was not properly started until the beginning of 1951.

Progress on the job throughout 1951 was far from satisfactory, and, despite repeated requests to the firm, (both verbally and in writing) to expedite the completion of the work, it became evident that if the houses were to be completed at reasonable cost and in a reasonable time, it would be necessary to reduce the extent of the contract and allocate a number of the houses to another contractor.

Action was taken to delete six (6) houses from Kennedy and Bird's contract, and these were subsequently erected by another firm on a "lump sum" basis following the open invitation of tenders.

21 BRICK HOUSES - FORREST AND DEAKIN - SIMMIE & CO. PTY. LTD.

A contract was let to Simmie and Co. Pty. Ltd. on 12th May, 1948 for the erection of 21 brick houses at Forrest and Deakin, A.C.T. The value of the contract was £50,987 and the due date for completion was 12th November, 1949.

Progress on the contract was extremely slow and despite repeated instructions issued to the contractor to step-up the rate of progress, the contract was less than 6% complete on 3rd August, 1949, approximately three months from the due date for completion.

The contract was cancelled in November, 1949, and the group of houses was completed by Departmental Day Labour.

APPENDIX "C"

SUMMARY OF CONTRACTS CANCELLED.

Contract No.	File No.	Contractor	Details of Job	Date let	Date Due for Completion	Date Cancelled	Remarks.
908	IH 1491	R. Robson & Co.	Internal Painting Decorating Hotel Kurrajong	1. 7. 53	18.11.53	-	Contractor requested release from Contract 2/8/54 as building seldom available to carry out work.
973	IS 365	Thompson & Barker	Erection Mothercraft Centre O'Connor	19.10.53	19. 1.54	24. 3.54	To date of cancellation Contractor had only completed work to the value of £130 against Contract price of £3,300.
494	C20314	K. Schreiner	Construct Reinforced Concrete Bridge Pine Island	20.11.50	12. 3.51	24. 4.52	Contractor claimed unable secure suffic- ient quantity cement.
572	C25911	A. G. McLean Pty. Ltd.	External & Internal Painting to 100 Moncrete Houses Turner- O'Connor	6. 4.49	-	6.12.49	Contractor sought increase of £1000 in Contract; could not be approved.
941	PM 182	H. Frunz	Erection 6 (attached) Garages. Australian National University	24. 8.53	5.10.53	22. 3.54	Contract let for £690 work to value of only £140 carried out to date of cancellation
951	WS 128	Presco Builders	Erection W/S Home Griffith Block 19 Section 65	10. 9.53	9. 3.54	16. 2.54	Contract let for £5,775/19/-, value of work to date of cancellation only £862/9/6

SUMMARY OF CONTRACTS CANCELLED

Contract No.	File No.	Contractor	Details of Job	Date let	Date Due for Completion	Date Cancelled	Remarks
457	WS 40	S. Ambler	Erection W/S Home Block 8 Section 51 O'Connor	16. 8. 50	16. 2. 51	28. 2. 51	Contractor would not proceed with Contract
293	WS 15	Jones Bros	Erection W/S Home Block 12 Section 80 Griffith	7. 9. 49	7. 3. 50	22. 11. 51	Contract let for £2097/4/- Value of work to date of cancellation £918/-/-
318	WS 20	Jones Bros	Erection W/S Home Block 9 Section 4 Deakin	2. 11. 49	2. 5. 50	22. 11. 51	Contract let for £2,225/-/- Value of work to date of cancellation £1276/-/-

SENATE SELECT COMMITTEE ON DEVELOPMENT OF CANBERRA.

Questions of Director of Works.

QUESTION 1. (Functions of Office.
Extent and sufficiency of delegation.

Functions:

The functions of the Department of Works were defined on Page 1094 of Government Gazette No.68 of 8th. April,1947. A copy of the functions included in that Gazette is attached. (Attachment "A").

Each function has been numbered for ready reference and numbers 5 to 10 inclusive are not functions of this Branch. Town Planning is a function of Interior.

There are five main Divisions in this Canberra Branch, they are: Architectural Design, Engineering Design, Construction, Administrative and Accounts. Copies of functional statements for these Divisions are attached. (Attachments "B" to "F").

Duty Statements for the position of Director of Works, Assistant Director of Works (Construction), and the newly created position of Assistant Director of Works (Planning and Design) are attached. (Statements "G" to "I").

Activities now under the control of each Assistant Director are indicated on the attached chart. (Attachment "J").

An organisation chart indicating lines of control and brief functions of each Section is attached. (Attachment "K").

The Director's functions are framed in the widest terms and this applies to all State Directors, viz:-

"Responsible to the Director-General for the control and direction of the whole of the activities of the Department in the Branch".

In the past few weeks the top level structure has been reorganised, and an additional assistant Director has been provided.

There are now two Asst. Directors responsible to the Director, viz:-

- (a) Asst. Director (Construction) who, under the Director, will concentrate on all construction in the field, assisted by the Construction Manager and top level project officers for special projects such as the Admin. Building. He will be personally responsible for the control and direction of all industrial undertakings, the Plant Depot and the maintenance and operation of plant. He will exercise financial delegations as shewn in Attachment "L". The Construction Manager will be directly responsible to him for Construction and Maintenance.

- (b) Asst. Director (Design & Planning) who is responsible to the Director for the control and direction of technical planning and design functions of the Branch, embracing Architectural and Engineering projects. He will enable better co-ordination of all Architectural and Engineering design to ensure that they proceed simultaneously and are properly related, thus enabling the quicker documentation and earlier calling of tenders and expediting and letting of contracts. He will act in liaison with Head Office, and as Branch technical representative with requisitioning Departments. He will work in close collaboration with the Asst. Director of Works (Construction). The Principal Architect and Principal Engineer will be responsible directly to him.

Asst. Director (Administration & Finance).

The Board's approval is now awaited for the re-organisation of all non technical sections of the Branch which will be brought under the control and direction of an Asst. Director (Administration and Finance). This will considerably strengthen the position and allow the technical divisions to concentrate to a greater degree on their professional responsibilities

Delegations:

Delegations are in general drawn on a very healthy basis and are frequently revised.

Action is now being taken to increase delegations with particular reference to the approval of requisitions.

It is intended to recommend to the Minister that the Directors of Works shall have delegated power, financially unrestricted, to approve the requisitions for civil works within the amount provided on the approved annual works programme, subject to the availability of funds.

The financial delegations now operating are set out on Attachment "L".

DEPARTMENT OF WORKS & HOUSING : MATTERS DEALT WITH BY

DEPARTMENT : GAZETTE NO. 68 : 8TH APRIL, 1947

E X T R A C T

1. The design, estimate of cost, supervision and execution of all architectural and engineering works (both capital and maintenance) for the Commonwealth Government and such other works as may be requested by a State or an authority of the Commonwealth or of a State.
2. The formulation of town planning proposals in areas controlled by the Commonwealth in collaboration with other responsible Departments.
3. The investigation, planning and development of such works of national importance as are referred to the Department by the Commonwealth Government.
4. The submission of the Defence Services of Works proposals or works plans (other than Defence Works) for which the Commonwealth is wholly or partially responsible, and which the Department considers may have strategic significance.
5. Essential Materials - Control of
6. Financial assistance to States for roads
7. Housing - Finance
8. Rent control
9. Research. (Commonwealth Experimental Building Station, New South Wales)
10. River Murray Commission
11. Provision of homes for Australian soldiers who served during the 1914-1918 war and during any war in which His Majesty became engaged on or after 3rd September, 1939; also for the female dependants of Australian soldiers and other classes of eligible persons as defined, in the War Service Homes Act 1918 - 1946.

DEPARTMENT OF WORKS

ARCHITECTURAL DIVISION : DESIGN : ALL BRANCHES

FUNCTIONAL STATEMENT

- (1) Detailed design of all architectural works within the Branch, including the preparation of sketch plans, estimates, reports, working drawings, specifications, etc.
- (2) Obtaining from Client Departments all information relating to architectural design and development of projects.
- (3) Co-ordination of the Architectural Design Section of the Works Programmes for the Director of Works.
- (4) Collaboration with Engineering Design and Construction Divisions in regard to design development and co-ordination with these Divisions, where necessary, during the constructional period, to ensure that the standards of construction are in accordance with the approved designs.
- (5) Review of Works Programmes, assessment of estimated expenditures, etc.

.....

DEPARTMENT OF WORKS

ENGINEERING DIVISION : DESIGN : ALL BRANCHES

FUNCTIONAL STATEMENT

- (1) Detailed design of all engineering works within the Branch, including the preparation of sketch plans, estimates, reports, working drawings, specifications etc.
- (2) Obtaining from Client Departments all information relating to engineering design and development of projects.
- (3) Co-ordination of the Engineering Design Section of the Works Programmes for the Director of Works.
- (4) Collaboration with Architectural Design and Construction Divisions in regard to design development and co-ordination with these Divisions, where necessary, during the constructional period, to ensure that the standards of construction are in accordance with the approved designs.
- (5) Review of Works Programmes, assessment of estimated expenditures, etc.

- - - - -

DEPARTMENT OF WORKS.

CONSTRUCTION SECTION : TECHNICAL DIVISION : ALL BRANCHES.

FUNCTIONAL STATEMENT.

- (1) The supervision and execution of all approved architectural and engineering works (both capital and maintenance) for the Commonwealth Government and such other works as may be requested by a State or a Authority of the Commonwealth or of a State.
- (2) The allocation, efficient usage and proper maintenance of constructional plant and vehicles belonging to the Branch. The control and operation of Departmental workshops.
- (3) The control and operation of Branch stores and storage depots, and the purchase and supply of materials, plant, etc.
- (4) Provide estimates of costs for items of furniture and associated equipment and supply such items to Client Departments upon receipt of approved requisitions.
- (5) Collaboration with Architectural and Engineering Design Sections in regard to design development estimates and co-ordination with these Sections, where necessary, during the constructional period.
- (6) Preparation of estimates of costs and specifications for works which do not require reference to the Architectural or Engineering Design Sections.
- (7) The inspection of all works and advice to Client Departments as to necessary maintenance and the estimated cost of such maintenance.
- (8) The review of the Works Programme, the assessment of revotes, cash requirements and estimated expenditures.
- (9) Preparation of Technical Reports, etc. and the maintenance of Progress Reports, Unit Cost Statements (by direction) and other records and statistics required for the efficient operation of the Construction Section.
- (10) Where necessary, the operation of undertakings such as Water Supply, Sewerage and the like which are under the control of the Department of Works for operational purposes.

.....

DEPARTMENT OF WORKS
ADMINISTRATIVE DIVISION

FUNCTIONAL STATEMENT

1. Advise Director of Works in all matters relating to general administration of the Branch.
2. Control and direction of activities relating to following sections:-
 - (1) Organisation and methods (implementation and review).
 - (2) Works Administration, correspondence etc.
 - (3) Contracts.
 - (4) Staffing.
 - (5) Industrial management and food services.
 - (6) Registry.
 - (7) Typing.
 - (8) Office services, library, equipment etc.

ST. 232/53.

DEPARTMENT OF WORKS
ACCOUNTS DIVISION - ALL BRANCHES

FUNCTIONAL STATEMENT

1. Supervise and direct the work of the Accounts Division and the staffs employed therein.
2. Advise the Director of Works on all financial matters arising within the Branch.
3. In accordance with Head Office policy implement and maintain efficient accounting and costing procedures, machine systems and records.
4. Exercise the delegation of Chief Accounting Officer.
5. Supervise and direct the Internal Audit work of the Branch.

ASSISTANT DIRECTOR OF WORKS (CONSTRUCTION).STATEMENT OF DUTIES.

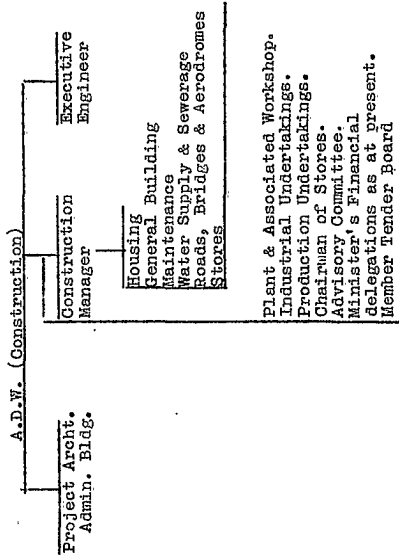
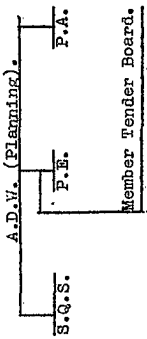
1. Responsible to the Director of Works for the control and direction of all constructional activities including maintenance. Directly responsible for the control and operation of plant and associated workshop activities, as well as industrial and/or production undertakings throughout the Branch.
2. Maintain constant oversight over all constructional phases of the Works Programmes, including contract and day labour trends.
3. Review the progress achieved in respect of all constructional works as against target dates.
4. In collaboration with the Assistant Director (Administration and Finance), assess annual revotes in respect of uncompleted works and estimate cash requirements for new works for budgetary purposes, having regard to the availability of contractors, manpower, materials and plant.
5. In collaboration, as necessary, with the Assistant Director (Planning and Design), review incoming major projects as to -
 - (a) Departmental intentions as to method of execution either by day labour or contract;
 - (b) probable construction phases to ensure that design and construction are properly co-ordinated.
6. Act as Chairman of the Stores Advisory Committee which determined the level of stores holdings, standards and disposal action.
7. Exercise delegations as approved from time to time in connection with works requisitions, contract quotations, purchases, etc., in accordance with prescribed conditions.
8. Make recommendations for alterations and amendments to contractual arrangements to meet special circumstances.
9. Consult with Master Builders' organisations, contractors and State Instrumentalities as to capacity to undertake work.
10. As required, act as member of Departmental Tender Board.
11. Such other duties as may be required by the Director.

- - - - -

ASSISTANT DIRECTOR OF WORKS (PLANNING AND DESIGN).STATEMENT OF DUTIES.

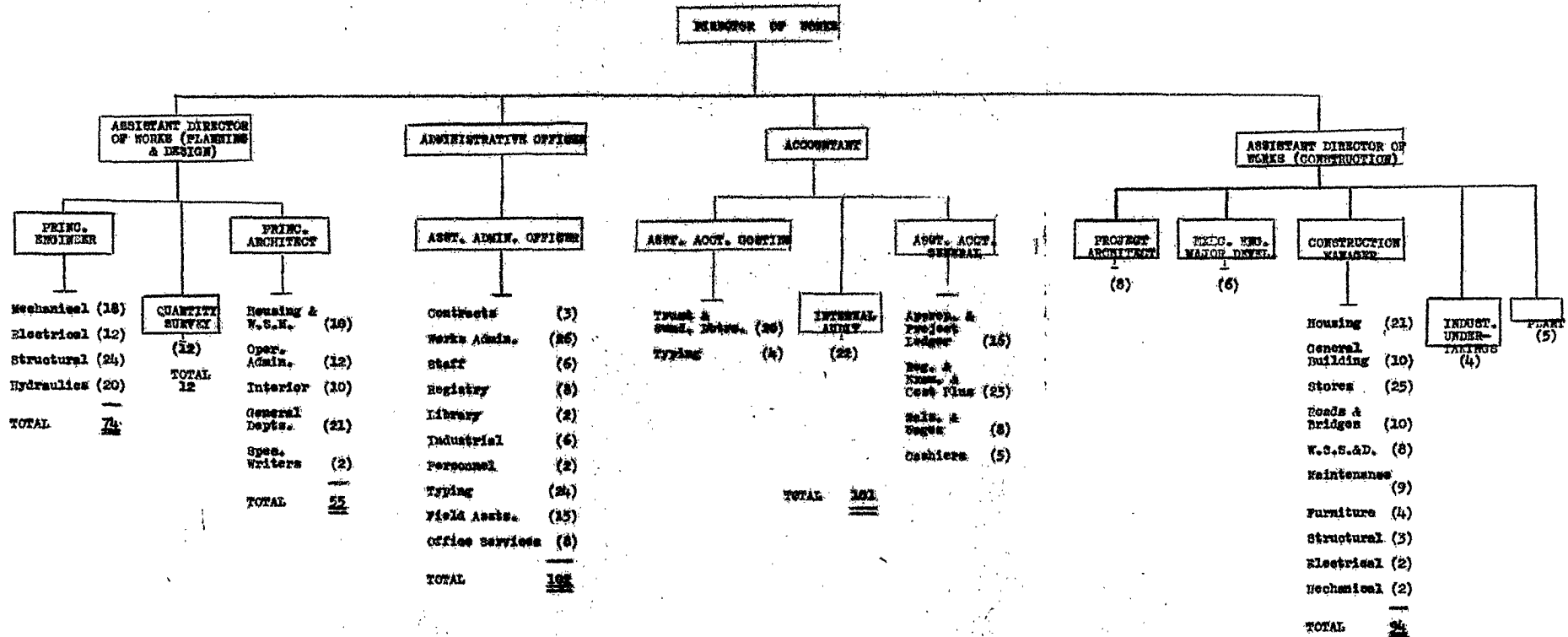
1. Responsible to the Director for the control and direction of technical planning and design functions of the Branch in accordance with approved standards or in accordance with policy laid down from time to time.
2. Maintain constant oversight over all planning and design phases of the Works Programmes. In particular, to ensure that in respect of all works scheduled for approval, whether originated by sponsoring Departments through the Branch or referred by Head Office, that sufficient information is available to the Branch for preliminary planning and estimating, or detailed design and final estimating as may be appropriate to the nature of the programme under consideration.
3. Review the degree of progress of planning or design achieved against target dates.
4. In collaboration as necessary with the Assistant Director (Construction), review incoming major projects as to -
 - (a) Priorities of the project and sub-divisions of the project.
 - (b) Departmental intentions as to method of execution either by contract or day labour.
 - (c) Setting target dates for completion of design.
 - (d) Probable construction phases to ensure that design and construction are properly co-ordinated.
5. Maintain close contact with materials supply position and issue policy directions as necessary for the information of design personnel regarding likely availability of materials and use of alternatives.
6. In consultation with the Principal Engineer and Principal Architect, arrange re-allocation of technical staff to meet fluctuations in the work load or in priorities and deal with the assignment where necessary of work to private Architects, Engineers and Quantity Surveyors.
7. Act as Branch Office Technical representative in liaison with Co-ordination Committee (Head Office) and with Senior Specialist Technical staff (Head Office) in connection with standards of design generally.
8. Act as Branch Office Technical representative with all client Departments in the initial consideration of major new proposals and subsequent major variations of such proposals.
9. Approve, within limits of authority fixed by the Director, plans and specifications of major building works including associated engineering services.
10. As required, act as member of Departmental Tender Board.
11. Such other duties as may be required by the Director.

- - - - -



FUNCTIONAL ORGANIZATION CHART

Figures in brackets = no. of positions in section.
(Does not necessarily mean occupied)



STAFF SUMMARY:

Engineering Design	74
Quantity Survey	12
Architectural Design	55
Administrative	102
Accounts	101
Project Architect	8
Eng. Major Devel.	6
Construction	94
Indust. Undertakings	4
Plant	5
TOTAL	161

D E L E G A T I O N S

Existing delegations for this Branch are as follow:-

- (1) Approve of requisitions from Requisitioning Departments (subject to availability of funds) -

Director of Works	£7,500.
Assistant Director of Works	£2,000.
Construction Manager	£300.

To enable acceptance of tenders and to cover over-expenditure (not due to significant modifications), Director empowered to raise and approve requisitions up to 10% of funds already provided with a maximum of £2,000.

- (2) Accept tenders and enter into contracts and vary such contracts -

Director of Works	£10,000.
Assistant Director of Works	£5,000.

VARIATIONS TO CONTRACTS

Variations are limited to 10% of the contract sum with maximum amounts as follows:-

Director of Works

Maximum £10,000.

Assistant Director of Works

Maximum £4,000.

Construction Manager

Maximum £2,000.

Project Architect and Executive Officer
(Major Developments)

Maximum £1,000.

Principal Engineer
(Electrical Contracts only)

Maximum £300.

Supervising Architects/Engineers

Maximum £50.

Senior Architects/Engineers
General Maintenance Officer

Maximum £20.

(3) Cancellation of contracts -

Director of Works - Not exceeding £10,000.

(4) Approve expenditure (including acceptance of quotations) and purchase of materials, stores, etc. -

Director of Works	£10,000.
Assistant Director of Works	.3,000.
Construction Manager	£1,000.
Principal Engineer (Electrical only)	£500.
Supervising Architects/ Engineers	£200.
Controller of Stores	
Assistant Controller of Stores	£50.
Senior Architects/ Engineers	
General Maintenance Officer	
Furniture Officer	

(5) Approve expenditure for repair and overhaul of plant -

Director of Works	£2,000.
Assistant Director of Works	£1,000.
Construction Manager	£750.
Plant Engineer	£500.
Plant Superintendent	£100.
Plant Supervisor	£100.

(6) Approve expenditure for purchase of plant (including acceptance of quotations for purchase of plant) equipment, machinery and stores, etc. -

Designation	Stores Foodstuffs Materials Supplies	Purchase Plant & Equip- ment	Purchase Spare Parts	Repairs to Plant and Equip- ment
Director of Works	£3,000.	£3,000.	£3,000.	32,000.
Assistant Director of Works	1,000.	1,000.	1,000.	1,000.
Construction Manager	1,000.	500.	500.	750.

(Contd.)

Designation	Stores Foodstuffs Materials Supplies	Purchase Plant & Equip- ment	Purchase Spare Parts	Repairs to Plant and Equip- ment
Controller of Stores	£1,000.	-	-	-
Assistant Controller of Stores	200.	-	-	-
Plant Engineer	-	-	£200.	£500
Plant Supervisor/ Superintendent	-	-	50.	100.

- (7) Place orders for execution of works or services provided funds are available -

Director of Works	£10,000.
Assistant Director of Works	£3,000.
Construction Manager	£1,000.
Supervising Architect/ Engineer	£300.

- (8) Approve the execution of works and/or services by Day Labour -

Director of Works	£5,000.	
Assistant Director of Works	£1,000.	
Construction Manager	£500.	
Principal Engineer (Electrical only)	£300.	
Supervising Architects/ Engineers	£200.	
Senior Architects/ Engineers	}	
General Maintenance Officer		£50.
Furniture Officer		

- (9) Approve execution of works, supplies and services for Department of Works own requirements, provided funds are available -

Director of Works	£1,000.
Administrative Officer	£200.

(10) Approve orders for purchase of office equipment,
stationery, requisites, etc. -

Administrative Officer £200.

Assistant Administrative Officer £200.

QUESTION 2: Relationship with Head Office.

Extent of Head Office control over Finance
Design
Execution.

FINANCE:

1. The State Branch each June estimates the amount to be revoted, i.e., the total of authorised funds which have not been used, and which are still required to complete projects in the ensuing year; these are forwarded to Head Office, Melbourne.

2. New proposals submitted by the sponsoring Departments are also forwarded to Head Office after estimates are prepared or checked by this office. The revotes and new proposals are then examined by Head Office and submitted to Treasury for inclusion in the Estimates.

The programme is based on estimates prepared by this Department and checked as to the Department's capacity to carry it out in whole or part having regard to available resources.

Cash allocations are determined in collaboration with Head Office having regard to annual expenditure on the basis necessary to provide for a Commonwealth wide programme including the Defence programme.

Head Office control does not extend beyond the Treasury Item voted by Parliament. It is the Branch responsibility to ensure that expenditure on individual projects is within the amount authorised for that project and overall expenditure does not exceed funds voted by Parliament.

DESIGN:

The Branch is responsible for the design of works in Canberra, but may refer to Head Office those particular projects which, because of complexity or special features, require specialised advice of a technical character.

Head Office may in addition request Branch to submit for revision of a design prepared by Branch for a project considered to warrant specialist consideration.

In short Head Office operates in matters of design as a specialist Consultant organisation on a selected project leaving Branch responsible for design in all other instances.

There are frequent visits by specialist officers to Canberra to assist in matters of design.

EXECUTION:

Branch Director responsible for all constructional matters, settlement of contractual issues within his financial delegation. Control direction of all industrial undertakings, Stores Workshops, Day Labour Activities, etc.,

Reference to Head Office necessary only in those cases in which questions of contractual policy are involved or tenders exceed amount of local delegation.

QUESTION 3. Liaison with Interior.

Method and officers concerned.

Does necessity to obtain Interior, or National Planning & Development Committee approval, cause unwarranted constructional delays? Any instances.

Liaison exists at all levels and there is no limit in degree. It obviously operates more frequently between the Planning & Development Section of Department of Interior and the Design Sections of Department of Works.

The senior officers concerned are:-

Engineering:

Between senior officers of the Planning and Development Branch of Interior and Principal Engineer and Senior Design Officers of this Department. Largely on personal conference basis but normally confirmed in writing.

Architectural:

Similar to Engineering through other sections of Interior involved, such as Mr. W.J. Lind in Education Section on matters affecting schools.

Liaison on the whole between this Department and Department of Interior is good. Branch officers are well received in the Department of Interior and vice versa.

The National Planning and Development Committee meets monthly. This necessitates certain unavoidable delays in such projects as are submitted to the Committee.

The Committee operates under the Department of Interior and all matters for the Committee are referred to the Department of the Interior.

There have been no instances of delays of any consequence in dealings with the Committee and the Department of the Interior.

QUESTION 4: Constructional Work Procedure.

Requisitioning Departments, & method of approving requisitions.

Relationship between work design and work construction.

Same architect?

- - - - -

Requisitioning Departments.

Parliament.
Prime Ministers.
External Affairs.
Treasury.
Attorney Generals.
Interior.
Civil Aviation.
Trade & Customs.
Health.
Commerce and Agriculture.
Social Services.
Territories.
Immigration.
Labour & National Service.
National Development.
C.S.I.R.O.
P.M.G.
Works.
Navy.
Army.
Air.

Method of Approving Requisitions.

1. Requisitioning Departments are advised of estimated cost in writing.
2. Where estimated cost is £200 or less, the Requisitioning Department submits a sub-requisition against the appropriate bulk requisition held for Minor New Works, Minor Maintenance or Furniture and Fittings, and is approved by the Construction Manager. This enables a large number of urgent relatively minor works to be put in hand with expedition and minimum procedural actions. Sub-requisitions can even be initiated on telephoned requests. Last year approximately 2700 sub-requisitions were dealt with.
3. Where estimated costs are above £200, the Requisitioning Department submits a requisition (form W8).
4. Requisitions (W8) up to £2,000 are approved by the Asst. Director of Works, (Construction).
5. Requisitions (W8) from £2,001-£7,500 are approved by the Director of Works.
6. Requisitions (W8) over £7,500 are forwarded to Head Office for approval.

7. Subject to the approval of the Minister, it is intended that reference of requisitions to Head Office be discontinued provided the item appears in approved programme and funds have been appropriated by Parliament.

Relationship between Works Design and Works Construction:

See attached copies of functional statements. (See Question 1 - Attachments "E" to "F" inc.

The Design Divisions (Architectural and Engineering) are, briefly, responsible for taking a project through the preliminary stages of estimate, inclusion in programme, design, preparation of drawings and associated documents, to the stage where a contract is let or the job has been approved for construction by Departmental Day Labour.

The work then becomes the responsibility of the Construction Division which has its own architects and engineers for the purpose of supervising and administering the job in all its phases. These would include physical supervision of the work, dealings with the contractor, variations to the contract, adherence to target dates, control of funds, procurement of materials in short supply, approval of sub-contractors and so on.

Design variations do and will occur on most jobs from time to time either to meet the revised requirements of the sponsoring Department or because of constructional amendments found necessary while work is progressing. Although the administration of the contract and the approval of contract variations remain the responsibility of the Construction Division, no significant modification to nor departure from the original approved design is effected without the prior concurrence of the Design Divisions.

Furthermore where scheduled rates are not applicable, the services of the Senior Quantity Surveyor, located in the Architectural Design Division, are utilised for the purpose of determining whether quotations received for variations required are fair and reasonable.

There are exceptions to the above principles. Maintenance works are the direct responsibility of the Construction Division, and are, generally, only referred to Design when specifications for such things as large painting etc., jobs are required.

Furniture is another matter which is controlled by Construction and not Design, and likewise quite a large number of minor jobs (mostly in the £1-200 bracket) are handled entirely by Construction.

On the other hand there are projects of special nature where both design and construction fall under the one control and are handled by a Project Architect. These projects are isolated and include the Administrative Building and until recently buildings for the Australian National University.

The practice of separating Design and Construction as in Department of Works organisation is in line with that followed overseas as evidenced by following extract from Dr. Loder's report.

"Control of design and construction -

In my investigations I found, with only one exception, that design and construction are completely separated at a very senior level. The only exception in those organisations I visited was in the Ministry of Works where a system peculiar to that body has been developed. Here the project architects exercise general control of a job - even if located remote from London. The supervisory staff, however, is provided by the Chief Works Engineer, whose duties are defined as "General supervision and control of contractors' work on the site through Regional Chief Clerks of Works & Resident Engineers", and who does consultant supervision. Much responsibility is thrown on the site supervisor thus appointed. I saw no reason to feel that this unusual system had any advantages for our conditions over the system used universally in U.S.A., by the Air Ministry and War Office in England with their much larger programmes, and by ourselves and many other large works authorities in Australia. The Director-General of Works of the Ministry of Works said in support of their system that they consider it desirable for an architect to "see his job through". On the other hand, the main reasons generally given to me for the separation commonly adopted were briefly -

- (a) It is more economical of technical manpower. (The Ministry of Works does seem to have more staff for its programme than, say, the Air Ministry);
- (b) It uses the special abilities of the technical officer to best advantage. (Many good design people are not good on construction and vice versa);
- (c) It enables a more orderly and effective planning programme to be adopted. (We have found this a major advantage);
- (d) Almost universally in U.S.A., and to a growing extent in U.K., construction is considered a specialist matter - primarily engineering, and this view was most strongly expressed to me by the heads of purely architectural organisations in America.

It should be emphasised, however, that designing architects and engineers are generally encouraged to visit works in progress. The design people, of course, have no responsibility for the minutiae of contract supervision, payments, adjustments, material tests and the other time consuming matters of proper construction control. Due largely, but not wholly, to pressure of office work our design staff has not, in my opinion, kept as closely in touch with works in progress as is desirable and we must find some means of ensuring what they do".

The new organisational structure which provides for two Asst. Directors of Works, one for Planning & Design and the other for Construction, will provide the maximum of co-ordination of all technical aspects of works.

QUESTION 5: Treasury and Funds.

Treasury control too restrictive?
New Works procedure to avoid Supply period limitation. Assist much?
Revotes.
Forward planning possible on any long period scale?

- - - - -

There appears that no good purpose would be served in referring to past practices in relation to control by Treasury in periods pending passing of the Estimates.

The current procedures provide for a design list to be prepared during the year (by 30th. November). This should enable planned works to be put in hand subject to funds immediately the new year commences.

Treasury procedures are set out in Attachment "A", should be of the utmost assistance in avoiding supply period limitations.

As to whether the Treasury control is too restrictive, I understand that certain procedure is under consideration but this is outside my province. I would however venture the opinion that any system that reduces the flexibility of funds is restrictive and this might apply to a system where the appropriation of funds is itemised in projects.

Estimating when dealing with total costs can be done more easily than in detailed estimating of expenditure, for individual jobs if shown separately in the Estimates of Expenditure.

The Department has found that in the more favourable years it has been able to spend more than actually provided; but when any restriction of funds is imposed, a reduced capacity to carry out work results because the local potential becomes absorbed in private activity to a very marked degree.

The same thing applies throughout the Capital cities where the Government authorities have been able to take only their share of the available pool. In Canberra the situation is worse due to the attraction of high wages in the city areas of N.S.W.

It has also been found that although building has increased the industry throughout the country has had to suffer the depletion of the labour force by 30,000 who have gone to more profitable employment.

Canberra Government works have been prejudiced by having to face such competition.

Mr. Price, Asst. Director-General, when giving evidence to the Parliamentary Accounts Committee said:-

"Dealing with building construction as a whole, the survey sets out statistics which are quite interesting. It states:-

Commercial and industrial building activity has shown a spectacular increase since early in 1953. The value of new factories, commercial buildings, etc., commenced rose from £53,000,000 in 1952-53 to £92,000,000 last year. The figures for the June quarter, 1954, were £29.4 million, an annual level of nearly £120,000,000,.....

as against £58,000,000 for the previous year. I mention those figures because they indicate the kind of things we cannot forecast and they show how the commercial side of the business affects our programme very severely.

The article goes on to say that new buildings valued at £227,000,000 were erected last year, which was 5% higher than the previous year. On the other hand the labour force engaged in the building industry fell steadily from about 126,000 in September 1951 to 99,000 in March 1953. That is a decrease of approximately 30,000, whereas the buildings commenced increased by 5%. When you commence more work and your labour force drops, immediately the whole component of the works staff on your construction jobs is reduced. In Australia there are only a certain number of trained and qualified tradesmen.

MR. THOMPSON.- What kind of work would those men have gone to?

MR. PRICE.- I cannot say. All I know is that in Canberra, which is a place where you can get such figures quite easily, that has had an effect on our works programme. In 1952-53, we had a works staff of about 3,200 men. In Canberra in that year, and mainly in the last six months of that financial year, we lost 500 of our works staff. The year which the committee is now reviewing is 1953-54. We started that year with a total of 1,513 on day labour, and 1,263 on contract labour, or a total of 2,776. By the end of 1954, we had lost another 700 men, so that our work force engaged in building operations and our own works programme in Canberra, including maintenance, water and sewerage and other facilities, had been reduced, in a little more than 12 months, by about 1200 men".

Under new Treasury procedures, the thought given to forward planning is encouraging.

- - - - -

COMMONWEALTH WORKS BUDGETING - NEW
TERMINOLOGY AND PROCEDURES.

I. TERMS TO BE USED.

1. The terms to be used in future in referring to works matters are as follows:-

(i) Works Proposals:

Proposals for new works (excluding repairs and maintenance but including new furniture and fittings and plant and equipment) made by Departments.

(ii) Approved Works Proposals:

Departmental Works Proposals which have been approved by the Cabinet Committee on Works.

(iii) Current Works Programme:

In any particular year the Current Works Programme will consist of:-

(a) Approved Works Proposals in progress at the beginning of the financial year;

(b) Approved Works Proposals from the previous year's Current Works Programme which have not been commenced (or cancelled); and

(c) Newly approved Works Proposals.

(iv) Supplementary Works List:

{ Among the Works Proposals failing to secure immediate approval there will be some of such size or importance, or ultimate inevitability, that further preparatory work on them should be permitted to go forward. Such proposals will be considered for admittance to the Supplementary Works List. Only high priority proposals estimated to cost £30,000 or more, and recommended for inclusion in the Current Works Programme of the following year, will be admitted to the Supplementary Works List. Proposals so admitted will be subdivided into:

(i) those on which designing may proceed; and

(ii) those on which further preparatory work, but not designing, may be undertaken.

{ The Cabinet Committee on Works will decide the Works Proposals which are to be placed on the Supplementary Works List.

Now replaced by Design List See Attachment

Page 4.

II. PROCEDURES

2. The new procedure for Commonwealth works programming and budgeting provides for the following successive steps:-

(a) Submission of Works Proposals by individual Departments to the Treasury and the Department of Works by 31st January each year;

- (b) Examination of Works Proposals by Treasury and the Department of Works in consultation;
- (c) Submission of Works Proposals to the Cabinet Committee on Works;
- (d) Approval by Cabinet Committee on Works of (i) selected Works Proposals, and (ii) a Supplementary Works List;
- (e) Advice to individual Departments of the approvals given under (d).

III. Notes on Procedures

3. Works Proposals:

- (a) Works Proposals for any financial year should be submitted in duplicate by individual Departments to the Treasury and the Department of Works by the 31st January² of the preceding financial year.
- (b) All Works Proposals must have the prior sanction of the responsible Minister.
- (c) All Works Proposals are to be submitted on a State by State basis in a form substantially similar to the pro forma attached hereto. They should be numbered consecutively in order of the priority accorded them on a Commonwealth wide basis by the proposing Department.
- (d) For each Works Proposal the form will contain -
 - (i) an explanation of the nature of the Works proposal;
 - (ii) the need for the work proposed and the reason why it must be commenced in the financial year concerned;
 - (iii) a reference to any relevant Cabinet decision, resolution of Parliament or other approval;
 - (iv) the estimated cost. (where a "stage" only is submitted, an indication should be given of the total cost of the complete project in addition to the estimated cost of the particular stage proposed).

* For 1954/55, by 22nd February, 1954.
- (e) Works Proposals will be examined jointly by the Treasury and the Department of Works, the latter Department advising on building questions and being responsible for estimates of cost. A closer estimate of cost will be furnished at this stage by the Department of Works, and any necessary discussions will take place with the sponsoring Departments.
- (f) Following this examination and when a reasonable forecast can be made of the probable financial allotment for capital works for the relevant year, Treasury will submit to the Cabinet Committee on Works analyses of the Departmental Works Proposals (together with information on approved Works Proposals which will not have been completed by the beginning of the relevant year).

4. Approved Works Proposals:

- (a) The approving authority is the Cabinet Committee on Works, which will, as it considers necessary, discuss the Works Proposals submitted by Departments with the responsible Minister.
- (b) Before "approving" any proposal the Cabinet Committee on Works will satisfy itself that the proposal meets the following criteria:-
 - (i) it must be necessary to the performance of the "approved functions" of the proposing Department and in accordance with policy approved by Cabinet;
 - (ii) it must be incapable of deferment without undue loss of efficiency; and
 - (iii) preferably it must be feasible from a technical point of view to commence construction in the relevant financial year.
- (c) Proposals which qualify under (b) (i) but not under (b) (ii) or (b) (iii) may be placed on the Supplementary Works List.

5. Both the Approved Works Proposals, and the Supplementary Works List, will be kept under continuous review and any projects ceasing to qualify for inclusion will be deleted from time to time.

6. Authority to Commence:

For the time being "authority to commence" an Approved Works Proposal estimated to cost more than £7,500 will be given jointly by the Treasury and the Department of Works (consulting, as necessary, the Treasurer and the Minister for Works). An approved Works Proposal estimated to cost £7,500 or under may be commenced by the Director of Works concerned on receipt of a duly authorised requisition. (At a later date, when the "works approval" stage of the Procedure is established, it is hoped to dispense with that of "authority to commence").

7. Additional Works Proposals During the Year:

Any Works Proposal brought forward as a matter of urgency during the course of a financial year, after the Current Works Programme for that year has been approved, is to be submitted in the first instance to Treasury for advice as to whether extra funds can be provided. On advice of availability of funds, the foregoing procedures will be followed as far as applicable.

IV. Consultation with Sponsoring Departments.

8. In these notes references are made to:-

- (i) discussion between the Department of Works and Treasury;
- (ii) discussion between these Departments and the Departments sponsoring Works Proposals;
- (iii) at a later stage the Cabinet Committee on Works, when considering Works Proposals for approval, consulting as it considers necessary the responsible Ministers.

When lists of Works Proposals have been submitted it will clearly be necessary for Treasury and the Department of Works, in their respective spheres, to discuss some items with sponsoring Departments in terms of the criteria set out in paragraph 4 above. Towards the end of the financial year when Treasury may have been given an indication of the approximate amount available for capital works expenditure in the following financial year, it may be necessary for Treasury again to consult Departments about their Works Proposals.

- - - - -

DESIGN LIST:

Among the Works Proposals failing to secure immediate approval there will be some of such size or importance, or ultimate inevitability, that further preparatory work on them should be permitted to go forward. Such proposals will be considered for inclusion in the Design List. Only high priority proposals recommended for inclusion in the current Works Programme of the following year will be admitted to the Design List. Proposals so admitted will be subdivided into:-

- (i) those on which designing may proceed; and
- (ii) those on which further preparatory work, but not designing, may be undertaken.

Approval of the Cabinet Committee on Works will be necessary in respect of Works Proposals accepted by Treasury for inclusion in the Design List.

It is stressed that any Works Proposal recommended by a sponsoring Department for inclusion in the Design List must be a firm requirement for inclusion in the following year's current Works Programme and must have received Ministerial approval in principle, before it will be considered for inclusion in the Design List.

A draft Design List shall be submitted in duplicate to Treasury with copies to the Head Office of the Department of Works, by 30th. November each year.

- - - - -

QUESTION 6: Priorities; how determined.

The position is that programmes submitted by requisitioning Department are arranged in order of departmental priority but there is no means of determining priorities as between Departments.

However, in Canberra, the Department of the Interior is the largest requisitioning Department, and actually the allocation of priorities rests with that Department, so that on the whole, the question of priority is amicably settled.

QUESTION 7: Programme for transfer of Departments to Canberra, and for Development of Canberra.

- (a) Responsibility of Canberra Works for implementation: control and expedition of programmes.
- (b) Factors militating against orderly execution of programme.
- (c) How far 1947 programme has failed, and why.

(a) The Branch accepts responsibility for the transfer programme as it does for any other part of its work programme. This has not been limited except that for the responsibility of the Director of Works to keep within his financial limitations.

(b) Factors militating against orderly execution are:-
Manpower., e.g. (competition with private industry and State).

Financial.

Materials in short supply, (e.g. bricks).

The Minister has ruled against incentives which have effect of price spiral and consequently mean increased rent.

In absence of incentives it is not possible to import labour to carry programme so rapidly.

(c) In the early years subsequent to 1947, the appropriation had to be supplemented to meet the expenditure by this Department. Later when funds became limited, manpower was drained away, and the machine lost its momentum to the extent that it requires recruitment of labour of the order of 1000 men. //

It would now require an active recruiting programme with inducement to offset the tremendous competition of private industrial building to achieve the execution of the programme.

The material market is showing signs of hardening in p.c. items, Brick supplies will not be available in adequate quantities until the new kiln is in operation towards the end of the year. Timber prices are rising and this may presage a shortage.

DEPARTMENT OF WORKS AND HOUSING, A. C. T. BRANCH.

The review of the operations of this Branch indicated primarily a need to determine the priorities, which should apply to each demand made upon it for Works and services. The review also suggested that acceleration of construction in Canberra is dependant mainly upon -

- (a) planning in advance to cover the programme generally and, in particular, sites on which houses and other buildings are to be erected and materials to be used in construction;
- (b) an increased staff to control design and construction and to carry out administrative work - a difficult recruitment problem to which the Board and the department are giving full attention ;
- (c) more effective works supervison ;
- (d) increase in the labour force with better balance between trades - again a problem of recruitment but in respect of which definite advances have been made ;
- (e) increased supply of materials and the study of the uses of materials available to secure increased output, with particular reference to use of pre-fabricated houses, schools, and other buildings ; and
- (f) use of contractors (organizations to the maximum practicable extent.

.....

QUESTION 8: Adequacy of present Works set-up.

1. Prof. Crisp's governmental plan as put to Advisory Council. (either re-unite with Interior, or make a separate constructional and maintenance body responsible to Minister of Interior)
Comment?
2. Public Service Board Report for year ending 30.6.1950 (see attached) How far suggestions implemented.

1. As far as can be seen, no major changes as proposed would serve Canberra better.

The Canberra Works Branch derives considerable strength from being part of the largest construction organisation in the Commonwealth.

As to the adequacy of the Canberra Branch, its deficiencies are no greater than in any other part, because there is an overall shortage of professional people.

In recent months, as a result of strong recruitment action, Canberra technical organisation is considerably stronger than for many years by the introduction of experienced architects and engineers from other Branches, and outside sources. Recruitment from overseas has also taken place recently.

The Department also suffers loss of experienced architects and engineers from time to time, to other organisations in Canberra who outbid the Branch for their services.

2. The Public Service Board's Report.

Since the report for year ended 30.6.50, the Department has progressively reviewed procedures and sectional organisation of the Branch. Many suggestions by the Board's officers have been applied or adopted.

The matters specified under items (a) to (f) quoted are not new to the Branch but are common features of our difficulties. Most of the points have been touched upon in other sections of this inquiry, for example, the labour position has worsened but Contractors organisations have been given encouragement to, and are coming into the Territory. Prefabricated building have been tried and found expedient but not less costly than and not as acceptable as conventional buildings.

STATEMENT OF MATERIALS AT PRESENT IN SHORT OR
DIFFICULT SUPPLY OR ANTICIPATED SHORT SUPPLY.

<u>Item.</u>	<u>Remarks.</u>
Cement	Position at present satisfactory for local supplies on reduced activity. It is anticipated supplies will become more difficult after August. Indications are that Stores stocks should be increased.
Bricks	Supply inadequate to meet current needs - position expected to improve late 1955 but will still remain short. Manufacture of cement bricks will accentuate cement shortage.
Baths. C.I.P.E.	Supply position difficult - manufacture limited - large programme would require use of imported items. Large stocks recommended.
Basins, porcelain Cleaners sinks, low down suites, pedestal pans, electric stoves.....	Very short supply. Manufacturers advise shortage due to labor not materials or capacity. Importation not recommended at this stage. Local types unacceptable to Department of Interior except very expensive models. Supply of imported stoves satisfactory but <u>large</u> stocks need to be held to overcome delays in shipping etc.
Electric coppers; heaters.	Present supplies satisfactory but increased requirements would slow-down deliveries necessitating stock-holding.
Copper cables - all sizes.	Delivery unsatisfactory - requirements exceed local production - no foreseeable improvement.
Steel joists channels flats, angles; reinforcing rod mesh.	Local supplies inadequate for demand - no improvement projected. Local builders using imported material. Suggest importation.
Earthenware pipes.	Present supplies nearly meeting demands. Deliveries slow - importation from overseas not recommended but interstate situation could be investigated for stock piling. Imported pipes and fittings not satisfactory, off-standard not acceptable under local tests.
C.I. Cement-lined water pipes	Deliveries very slow but all orders to date being met if projected increased requirement orders should be placed 12 months in advance to enable stockpiling - importation not recommended.
C.I. Soil Pipes	Ordinary housing does not require. Deliveries extremely slow - stockpiling recommended. Imported pipe most unsatisfactory and costly.
Galv. Iron, downpipe, gutterings etc.	Deliveries extremely slow. Stockpiling recommended.
Building Boards.	Caneite supplies good. Hardboard in suitable sizes - slow deliveries. No foreseeable improvement - stockpiling local board recommended.

Timber	Scantlings generally in short supply outside A.C.T. Price increases further emphasis on shortage. A.C.T. supplies at present satisfactory but inadequate on present capacity to meet entire demand. Hardwood floorings supply extremely short. Current contract with Miss J. Hale expires 30.6.55 when shortages will become greater. Radiata supplies surplus at present provided log intake not reduced. Good quality local timbers for joinery purposes unobtainable. Imported timber for joinery purposes very difficult to obtain. No relief in view with present credit and import restrictions. Stockpile boards ex. J. Hale, joinery timber, doors, corestock and plywood.
Door backs Furniture window fittings etc.	Standard design necessary to enable stockpiling. Local supplies adequate but slow.
Conduit & fittings.	Deliveries extremely slow stockpiling necessary.
Stainless steel sinks.	Delivery slow - stockpiling necessary.
Cement products Posts etc.	Limited by local production.
Special household fittings.	Can be obtained and stockpiled if standard design supplied.
Explosives.	Deliveries slow - present accommodation inadequate to stockpile sufficient to avoid slow-down of works.
Electric meters.	Only one local source of supply - deliveries slow - Department of Interior at present buying.
Light poles.	Delivery slow - stockpiling in progress.
Galv. Stay wire 7/10 7/11 7/12	Local supplies inadequate no relief can be forecast - importation recommended.
Heating stoves.	Not stocked at present; if to be supplied deliveries will be slow due to limited production.
Hot Plates.	Although not required for construction, very heavy demand for maintenance. Production inadequate - importation and stockpiling recommended.
Asbestos Cement Sheets.	Supplies good.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT
OF CANBERRA.

MINUTES OF EVIDENCE

Taken at Canberra.

MONDAY, 14th February, 1955.

PRESENT:

The Chairman (Senator McCallum)
Senator Benn Senator Vincent
Senator Hannaford Senator Wood
Senator Ryan

SENATOR VINCENT.- I desire to seek leave to recall Mr. Rogers to answer a few questions. I have mentioned the matter to the Secretary, and I understand that records could be made available after lunch. I shall not be very long.

THE CHAIRMAN.- That will be done.

RONALD MORTON TAYLOR, Director of Works, Australian Capital Territory, sworn and examined.

THE CHAIRMAN.- You have already supplied the Secretary with a number of statistics and replies to certain questions. Will you formally tender that information as evidence?

MR TAYLOR.- I will. I tender that as evidence and table it for the Committee.

THE CHAIRMAN.- Would you care to elaborate any point in that evidence or make any other statement?

MR. TAYLOR.- I would like to elaborate one point first, and that is the relative functions of our head office and the Canberra branch. The function of the Canberra branch is to carry out the works programme as far as Canberra is concerned. There seems to be an impression in some quarters in Canberra that the transfer of our head office from Melbourne to Canberra would accelerate the carrying out of the Canberra building programme, but I can assure members that that would not be the case. It would not have any effect whatsoever as far as the acceleration of the programme was concerned, because it is purely the concern of the Canberra branch to carry out that work. The head office apart from directing in matters of policy the operation of the Canberra

SENATE CANBERRA COMMITTEE

does the same thing for branches in all States and in New Guinea. Canberra is only a very small part of the Department of Works, although to the residents here it is a very important part.

I should like to point out, for instance, that in a total budget expenditure for the whole of Australia, the amount of expenditure in Canberra would be somewhere from one eighth to one tenth of the total, so that Canberra really is only one of the offices that our head office has to administer. But I contend that they can administer Canberra just as well from Melbourne as they can administer, say, New Guinea, or Western Australia from Canberra. Personally, I cannot see that the location of the office makes any difference whatsoever. I am not suggesting that they should not be in Canberra because ultimately, that is their destination. The head offices of all departments will be in Canberra. But I am stating that the mere fact that they are not in Canberra now has not caused any delay to the Canberra programme, as was suggested by evidence given earlier.

THE CHAIRMAN.- But the Minister must go between the two places. We know he does. All ministers do so when they have their head offices somewhere else. Would not that apply also to the permanent head of the department?

MR. TAYLOR.- The Minister spends most of his time in Melbourne, and therefore, he can be in closer touch with our head office in Melbourne than I think he could in Canberra.

THE CHAIRMAN.- When Parliament is in session, the Minister must spend most of his time in Canberra.

MR. TAYLOR.- He does, but his contact with our head office is not merely in connection with Canberra. It covers the policy of the Department throughout Australia. That is what I am trying to point out. Canberra is only a small local branch similar to a state branch. Head office does not exercise any direct control over Canberra works.

THE CHAIRMAN.- Have you any further matters to raise on that?

MR. TAYLOR.- No, but I want to discuss the factors militating against the orderly execution of the programme mentioned in my written replies. I have made it perfectly clear that the

SENATE CANBERRA COMMITTEE

principal factor is lack of personnel to carry out the work. The building force here has been very seriously depleted over the last few years and whereas we had, I think, in 1952 a force of something like 3,200, it is now down to 1900.

SENATOR VINCENT.- Is that shown in your evidence?

MR. TAYLOR.- I think it is shown there. It may have been in the statistics that I supplied earlier to the Secretary. I have a copy of them here and I hand it to Senator Vincent.

SENATOR VINCENT.- Do you put this in as evidence?

MR. TAYLOR.- Yes. That is the principal limiting factor. There is also a secondary factor, which is the shortage of materials. Bricks have been short for some time, and will continue to be. There will be an improvement towards the end of the year when the new kiln is completed and put into operation, but that will still leave us short of bricks. The total production, I think, with the new kiln will be about 12,000,000 a year and it is estimated that we will require 19,000,000 a year. We have been importing bricks from outside the Australian Capital Territory, but that supply is drying up, too, to some extent. At the present time there is a shortage of cement. It is not yet serious as regards building construction but it is affecting road and footpath, kerb and guttering construction. These are the two principal factors. We have also been short of staff in the department, and still are to some extent. But had we been going on with the programme at the maximum rate of development capable with the work force, then I think we would have been left behind as far as our design because up to the present time the design is well on top of the new construction.

THE CHAIRMAN.- Is there any further comment on your written evidence that you would like to make?

MR. TAYLOR.- I think that is all I would like to emphasise.

THE CHAIRMAN.- On the question of the powers delegated to you you are quite satisfied that they are quite sufficient to the effective carrying out of work in Canberra?

MR. TAYLOR.- No, I would not say that, but if the recommendat

that is now about to be made to the Minister that Directors be given unlimited delegations to authorise works that are included on the programme, then I will be quite satisfied. At the present time, our limit is £7,500 for approved works, and that is a little low. It is hardly tantamount to one house.

THE CHAIRMAN.- You think the powers should be unlimited provided the programme has been approved?

MR. TAYLOR.- I understand that/^arecommendation will be made to the Minister .

THE CHAIRMAN.- Can you give us just one example of the sort of thing you would have to refer to head office before you can get on with the work?

MR. TAYLOR.- Do you mean in the way of design?

THE CHAIRMAN.- First design, yes.

MR. TAYLOR.- Certain designs are selected for sending to head office. We submit a list every month of current design works and in that list we mark such projects as we consider should be submitted to head office for approval of the design; or if we think we need the assistance of any specialists in the way of air conditioning or something intricate, we mark those particular projects as suitable for submission to head office for check. When they get list in head office, they may agree to them or they may say, "No, we do not want to see this one", or they may say, "We would like to see one or two others as well." So the thing is flexible. We make our suggestions and they accept them, add to them or deduct from them as they think fit. When the sketches are complete, they check such variations in them or they may approve of them as they are. They then come back to the branch and they are converted into working drawings. Normally, they are not seen again by head office from the time they are completed in the sketched stage except that from time to time officers from head office, particularly engineers and architects, come to Canberra and confer with the staff of the Canberra branch while those plans are being prepared. But normally

MR. TAYLOR

SENATOR CANBERRA COMMITTEE

the head office's interest in those plans is in the sketch stage before they are developed, and that is when the project is at the design stage.

THE CHAIRMAN.- With regard to construction, has head office any systematic way of checking or do they just assume that the branch here is operating efficiently?

MR. TAYLOR.- I am afraid I cannot answer that question. I have never been in head office and I am not conversant with what goes on there. The only time I go down is for a conference, and I do not know much about their innermost workings.

THE CHAIRMAN.- And they would not send officers here personally to watch construction?

MR. TAYLOR.- No. They do not deal with construction at all.

THE CHAIRMAN.- I was just thinking of the ordinary public service methods of checking things. I come now to liaison with the Department of the Interior. You have told us a good deal about the offices and so on, and I understand that liaison is on all levels. Can you give us some examples of how Interior would get in touch with you about a small matter on a very low level?

MR. TAYLOR.- Normally it is ^{more} frequently the other way about. We get in touch with them. We ^{are} trying to get our housing programme ahead of construction and our architectural branch, usually the Principal Architect or the Architect in Charge of Housing, would get in touch with the Housing and Development Section of Interior and tell them that they are wanting so many sites for housing. That branch of Interior then sends an officer across - usually Mr. Knight or Mr. Rogers - to discuss the location of the sites, the services, and whether services are available and so on.

MR. TAYLOR (continuing). - The architect's section goes ahead with the planning of houses on those sites. That is the most common liaison between the two departments. If anything contentious arises, however, it may be necessary for me or Mr. James, or both of us, to see Mr. McLaren and discuss the matter with him at a higher level, particularly if it is a matter affecting policy. Such discussions take place fairly frequently.

THE CHAIRMAN. - With regard to the relationship between the designing of works and the construction, do you have the same architects?

MR. TAYLOR. - No. In the Department of Works, as in the majority of works organisations overseas - the matter is mentioned in Mr. Loder's recent report - the two branches are segregated. The reason for that is that it effects economy in technical manpower which is in rather short supply. In an organisation of the extent of the Department of Works it is much easier to control in that form. As an architect I feel with the architects who are in favour of one architect carrying out a job right through as is done under private contracts, but I have to admit that in this particular type of organisation, it is more convenient to separate the two.

THE CHAIRMAN. - It may be more convenient but do you think it makes for better work?

MR. TAYLOR. - I do not think it makes any difference to the work. An architect who designs a job probably likes to carry it through and may have a better knowledge of what is wanted, but if a supervising architect has any doubt about his work he has only to go perhaps to the next floor and consult the designing architect. I am sure there would be a slowing down on the design side if the same architects we have now were to supervise the work as well. There would be too much interference with the designing work.

THE CHAIRMAN. - Is any designing done by private architects?

MR. TAYLOR. - If a project is urgent and we have not enough staff to carry it out, we do give it to private architects.

THE CHAIRMAN. - Do you have private contracts right through your work?
B.1

SENATE CANBERRA COMMITTEE.

MR. TAYLOR. - Not right through. We do a certain amount of work by day labour. It is very little and it is, as a rule, work that would not be attractive to outside contractors. It consist mainly of repairs, maintenance, minor works, alterations, and other jobs that are difficult to specify and would not be attractive to a private tenderer. The only other type of work we are engaging in now is firm price contract work. Until recently we had quite a lot of work done on a cost-plus fixed fee basis but, after considerable difficulty, we have succeeded in converting builders to lump sum contracts and I do not think we shall carry out any more cost-plus fixed fee work. The fixed fee system was only a wartime expedient.

THE CHAIRMAN. - Do you call for tenders on an Australia-wide basis?

MR. TAYLOR. - No. We generally advertise in Canberra, Melbourne and Sydney because there are not the builders in Brisbane, Adelaide or Perth who would be interested in coming here. In any case the jobs are advertised in the Commonwealth Gazette which is an Australia-wide publication.

THE CHAIRMAN. - Where are most of the firms that do tender situated?

MR. TAYLOR. - They are mostly in Canberra, but in many cases they are Sydney or Melbourne firms who have opened offices in Canberra to carry out work here. One firm that does a lot of work for us is based on Adelaide. At least three are based in Sydney and one in Melbourne.

THE CHAIRMAN. - What is the basis of letting contracts for cottages?

MR. TAYLOR. - We generally let them in lots of, say, from five cottages upwards. Five cottages would cost about £20,000. The largest contract we have let recently was for 120 houses which will cost somewhere in the vicinity of £387,000. We prefer the small contracts. That large one was only let to try to bring in another builder who agreed to introduce additional tradesmen to Canberra.

THE CHAIRMAN. - At present the new office block is the only really large scale job that is going on in Canberra?

MR. TAYLOR. - There are several schools which are running round about £200,000. That is not a very big job today although it would have been a big sum a few years ago. We have got into the habit of thinking in terms of millions of pounds. However, such jobs are quite attractive to builders.

THE CHAIRMAN. - Not many firms would be capable of doing a job like the new office block?

MR. TAYLOR. - No. There would not be many firms in Australia that would be capable of carrying that out efficiently.

THE CHAIRMAN. - Do you think a building of that nature would be attractive to overseas firms?

MR. TAYLOR. - I am sure it would be.

THE CHAIRMAN. - Would it be the department's policy to make tenders world-wide in such a case?

MR. TAYLOR. - A lot would depend on the degree of urgency but I think that if it were not particularly urgent it would be very desirable to seek world-wide tenders.

THE CHAIRMAN. - Apart from that, I understand that since the Snowy scheme has gone ahead a number of overseas firms, including Swedish firms, have established offices here.

MR. TAYLOR. - Quite. Some of them are actually doing work for us.

THE CHAIRMAN. - Do you consider that Treasury control of funds is in any way restrictive? Does it prevent you from going ahead as speedily as you could otherwise do?

MR. TAYLOR. - That is a very difficult question to answer in general terms.

THE CHAIRMAN. - You need not answer the question unless you wish.

MR. TAYLOR. - It is not that in answering it but that it is difficult to answer. If conditions were normal and work could be carried out at the estimated cost I would say that Treasury control would not be restrictive but in days such as those we have been going through when there has been a constant rise of the basic

wage and constant increases of costs, Treasury control has been restrictive up to a point. Funds are based on an estimate which, when a contract is let, it is probably quite below the amount of the lowest tender. Then, application has to be made for additional funds. That causes delay. The funds are always forthcoming but delay is caused. I cannot see any way of overcoming that difficulty. There must be some Treasury control of funds otherwise I do not know where we would get.

THE CHAIRMAN. - Some witnesses have suggested we should have what they call budgeting for a whole project rather than annual budgeting. If that were practicable from the governmental point of view do you think it would improve the position?

MR. TAYLOR. - I do. The new system of budgeting has not come into operation yet but I think that if the Treasury proposes to confine the allocation for a particular project to twelve months expenditure on that project and is to say, "That is all you can have", it will be most difficult because it is almost impossible to gauge the rate at which a contractor will carry on the work. You will approach the end of the year and find you have run out of funds and the contractor will not know what to do.

SENATOR VINCENT. - Is that a new scheme?

MR. TAYLOR. - It is the scheme now in operation and on which the next budget will be based. I have mentioned something about that matter in my statement. My contention is that so long as the funds within a division are not exceeded, those funds should not be rigidly tied to individual projects. If one project goes a little bit over and one a little bit under, that should be all right so long as the total allocation is not exceeded. The system has operated in the past. There has been flexibility in the Treasury division.

THE CHAIRMAN. - How are priorities determined between work in Canberra and work elsewhere?

MR. TAYLOR. - I do not think they are determined but that is beyond my province. I am only concerned with Canberra work.

THE CHAIRMAN. - How are Canberra priorities determined?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR. - There is a committee which I think is called the Canberra Priorities Committee, of which I am a member. Mr. Dunk is chairman and Mr. McLaren and Mr. Goodes are also members. Mr. Knight of the Department of the Interior is secretary. That committee has not met for eighteen months at least. Mr. McLaren is known as the executive member. In the event of us wishing to establish a priority for a work, we ring Mr. McLaren and he will tell us that it has a certain priority.

THE CHAIRMAN. - You mention Mr. Dunk. Apart from the recruiting of personnel, has the Public Service Board any influence on your department?

MR. TAYLOR. - No. My liaison with the Public Service Board should only be through the Public Service Inspector in Canberra. Our head office carries out all the negotiations with the board itself.

(Continued on page 389)

37111 CANBERRA COMMITTEE.

THE CHAIRMAN . - They do not come into the execution of your work here?

MR. TAYLOR . - No.

THE CHAIRMAN . - Do you think it would be practicable to take the whole of your activities - the whole of the activities you preside over - and transfer them from Works to a single Canberra authority?

MR. TAYLOR . - I think it would be quite practicable.

THE CHAIRMAN . - We will not ask you whether it would be desirable?

MR. TAYLOR . - That is beyond my province.

THE CHAIRMAN . - I do not think it would be fair to ask you that. There was a programme in 1947 for transferring all departments to Canberra. How far has that been carried out in your department?

MR. TAYLOR . - Apart from the commencement of the administrative building, I should say that it has not been carried out at all. That programme was before my time, and I have practically no knowledge of it. I see no evidence of it having been carried out other than the commencement of the administrative building. Others who were here before me may have more knowledge of it.

SENATOR VINCENT . - You are conversant with this plan to transfer departments from Sydney and Melbourne to Canberra?

MR. TAYLOR . - Yes.

SENATOR VINCENT . - Have the full details of that plan, including the time schedules been submitted to you?

MR. TAYLOR . - No, I have not seen them.

SENATOR VINCENT . - Are you aware that there was an original time table set down for the transfer of these departments?

MR. TAYLOR . - No.

SENATOR VINCENT . - You are aware, however, that there is a plan of some detail in existence in connection with this matter?

MR. TAYLOR . - My impression is that such a plan is now being formulated, but I do not know that it exists. I would not be sure

SENATE CANBERRA COMMITTEE.

whether it has finally been decided on - the order in which the departments may have to occupy that building.

SENATOR VINCENT . - Evidence has been given to the committee that the plan envisages the transference of the various departments in so many years.

MR. TAYLOR . - I know that part of it, but not what departments are coming and in what order.

SENATOR VINCENT . - I am talking about the time factor, the ultimate time factor. Are you aware of the time factor involved in this plan?

MR. TAYLOR . - I am aware of the fact that the administrative building is to be completed in three stages, that the final stage is due to be completed at the end of 1952.

SENATOR VINCENT . - Have you been given details of the housing requirements associated with the transfer of these departments to the administrative building?

MR. TAYLOR . - We have an estimate of the housing requirements.

SENATOR VINCENT . - Would you be prepared to say that when the administrative building has been completed, stage by stage, the housing resources in Canberra will be such as to be adequate to house the personnel concerned?

MR. TAYLOR . - Provided nobody on the waiting list for houses now gets a house in the meantime, that might be possible.

SENATOR VINCENT . - You mean by that, that there are some people in Canberra already without houses?

MR. TAYLOR . - Quite a number. I do not know the exact figure, but I understand that it is somewhere about 2,000.

SENATOR VINCENT . - Those people will not get houses if the people concerned in the move to the administrative building are to be housed?

MR. TAYLOR . - With our present resources, we could not possibly build that many houses. I understand they want about 2,000 houses for the completion of the administrative building.

SENATE CANBERRA COMMITTEE.

I think that is the figure that has been quoted. We are about 2,000 houses behind our normal requirements. Our normal requirement is something like 400 or 500 houses a year.

SENATOR VINCENT . - Can you produce some evidence to the committee to show the present housing shortage in Canberra?

MR. TAYLOR . - That could be best obtained from Interior, but I could obtain it from them for you.

SENATOR VINCENT . - Can you produce evidence to show the housing shortage that will exist when the new administrative block is ready, by stages, for occupation?

MR. TAYLOR . - I can estimate that figure, based on our current capabilities of construction, but it would be only an estimate.

SENATOR VINCENT . - Having obtained those estimates - I appreciate that they would be only estimates - could you give the Committee a further estimate of what additional manpower, materials and finance would be required to accelerate the housing programme so as to provide houses for those who want them now and for those who will want them when they commence their duties in the administrative building?

MR. TAYLOR . - I could do that.

SENATOR VINCENT . - We have had evidence from various witnesses and from various sources about delays in building in Canberra. One does not need to be very astute to come to the conclusion that there are delays. I emphasise at this point that I am not attributing the delays to anybody. I am trying to ascertain the reasons for them. Could you supply the committee with evidence to show just how bad the delays are in connection with projects here?

MR. TAYLOR . - That again is a difficult question. The delays are numerous. One delay in the past has been due to our lack of staff to produce plans.

SENATOR VINCENT . - I think we are at cross purposes. I should like some evidence, if I could get it, to show the nature of the C.3.

SENATE CANBERRA COMMITTEE.

delays, how long they are in each case, so that the committee can have a picture of the delays that are taking place in these projects. It might mean that you would have to review each project, but I want to know now whether you could obtain for the committee evidence of the extent of the delays involved in building in Canberra.

MR. TAYLOR . - It would be a pretty big job, but I think I could do it if I were given enough time.

SENATOR VINCENT . - We have until next October.

MR. TAYLOR . - I could do it before then.

SENATOR VINCENT . - After all, we are getting all sorts of statements. Some of them may be exaggerated, and some many not but to my mind at any rate they are all of a rather vague nature. I should like to get some facts in evidence to show to what extent these delays are real.

MR. TAYLOR . - I could do that for you.

SENATOR VINCENT . - By the same token, can you give the committee some concrete evidence of the nature of the shortages that are involved in building construction in Canberra?

MR. TAYLOR . - I can place a statement before the committee now which gives the actual shortages and the forecasts. (Statement tabled)

SENATOR VINCENT . - I notice that under the heading "Bricks" your remarks are as follows, "Supply inadequate to meet current need position; expected to improve late 1955, but will still remain short. Manufacture of cement bricks will substitute cement shortage".

MR. TAYLOR . - If we try to replace the normal clay brick with cement bricks, that will accentuate the cement shortage.

SENATOR VINCENT . - Can you say how many bricks are short from time to time?

MR. TAYLOR . - I could not say offhand how many bricks are short, but I do know that works are held up because we cannot get bricks, and we have to use substitute materials. I should say that

very nearly a half of our housing in Canberra is built of mono-
crete pre-cast concrete slabs.

SENATOR VINCENT . - Can you put the shortages into figures?

MR. TAYLOR . - Yes .

SENATOR VINCENT . - Will you do that also for other items/are
in short supply? that

MR. TAYLOR . - Yes.

SENATOR VINCENT . - We want the facts and figures relating to
shortages.

MR. TAYLOR . - Do you mean short for the work we have in hand
at present, or short to complete the housing programme?

SENATOR VINCENT . - Short for the whole of Canberra.

MR. TAYLOR . - To complete the housing programme to provide a
house for everybody by the time the departments move up?

SENATOR VINCENT . - Just on your current programme. We have
not got anything to show that we will have an accelerated programme
yet?

MR. TAYLOR . - No, but there will be a far greater shortage if
we do.

SENATOR VINCENT . - Precisely; it will be even more aggravated.
Talking about bricks, would I be right in saying that the brick now
being turned out of the brickworks is a very poor brick?

MR. TAYLOR . - On the whole, yes.

SENATOR VINCENT . - Do you know whether any steps are being
taken to improve the standard of the bricks?

MR. TAYLOR . - They are being taken. We are getting new
processes and they will be installed shortly. They should improve
the quality of the bricks. We have a new grinding pan almost ready
to operate.

SENATOR VINCENT . - Do you think that will improve the position?

MR. TAYLOR . - It will.

SENATOR VINCENT . - Would I be right in saying that there are
three factors that go towards causing the delays in building

SENATE CANBERRA COMMITTEE.

generally in Canberra; first, shortages of materials; secondly, lack of adequate manpower and contractors; and thirdly, delays occasioned through financial procedures because of what is termed the annual budgetting on projects?

MR. TAYLOR . - Those are the three main factors.

SENATOR VINCENT . - Why will not more contractors come to Canberra and submit tenders?

21
MR. TAYLOR . - At the present time, there is a building boom in all cities and States and the contractors have all the work that they can handle in the capital cities. Therefore, they are not interested in setting up in Canberra. Furthermore, if additional contractors came here but did not bring their own labour with them, we should be in a worse position than we are now. They would come up here with perhaps a few foremen and would draw on the local pool of labour. The more contracts we spread the local labour over, the poorer the results would be, and the longer the work would take to complete. We should not really save anything in the long run by bringing in extra contractors unless they brought in with them new teams of men.

SENATOR VINCENT . - Would it be right to say that more contractors, and in particular more large contractors, would come to Canberra and tender for work if they were assured of what has been termed a higher degree of continuity of work and contracts?

MR. TAYLOR . - At the present time, that is doubtful, because of the factors I have mentioned. Most of them have ample work in the capital cities. If they could be assured of a continuity of work here and they had the organisation to cope with it, I daresay they would come, but I think at the moment they are all fully occupied in their home towns.

SENATOR VINCENT . - In other words, do you say that, irrespective of what action might be taken to alleviate the shortages of manpower and materials, the fact that so much work is offering in other capital cities would militate against these firms coming to Canberra?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR.- I think if the manpower position improved and if the contractors could get manpower to come here the contractors themselves might come here.

SENATOR VINCENT.- Then the position is not hopeless?

MR. TAYLOR.- No, the contractors cannot induce men to leave Sydney or Melbourne because they would get approximately the same wages here as they are now getting in these cities.

SENATOR VINCENT.- Have you any theories regarding how these men might be induced to come to Canberra?

MR. TAYLOR.- I have made some suggestions to the department's head office on that score. One was that we permit the men to work a six-day week as they formerly did. Most contractors are working a six-day week now in the capital cities and a few of them are doing so in Canberra. But in order to compete with a tender somewhere near the lowest most of the smaller contractors cannot afford to include Saturday work but if we were to state that Saturday work would be included they could all tender on the one basis with better results.

SENATOR VINCENT.- You think then that we could induce more men to come to Canberra?

MR. TAYLOR.- Yes by giving them overtime. Another suggestion is to give workmen some priority in regard to houses. I have made a proposal to our head office that a housing scheme for workers be investigated, to operate on a basis somewhat similar financially to the War Service Homes scheme so that workmen coming to Canberra would be able to finance the building of homes for themselves here and they might form themselves into community groups and build their own houses in their spare time.

SENATOR VINCENT.- What authority would decide the basis of priority regarding the provision of houses to people who now want them in Canberra? For instance should public servants coming to work in the new administrative block get priority in regard to housing.

MR. TAYLOR.- I cannot answer that directly, but I can say that the Minister has stated that no public servant will come

SENATE CANBERRA COMMITTEE.

to Canberra unless he has a house if he wants one. I have read that in the press.

SENATOR VINCENT.- Has the Minister also stated that no public servant will come to Canberra and get a house before people who are already on the waiting list?

MR. TAYLOR.- No.

SENATOR VINCENT.- Would you care to express an opinion about who should get priority?

MR. TAYLOR.- I do not know whether I am in a position to do so but I would suggest as an individual that the person who is already on the waiting list should have priority.

SENATOR VINCENT.- Can you give us some figure of the ratio of privately-owned homes to Commonwealth-owned homes in Canberra?

MR. TAYLOR.- That figure is published quarterly by the Department of the Interior. I cannot give it to you off-hand but I can get it for you.

SENATOR VINCENT.- Would you say that the private owner is being discouraged or encouraged to build in Canberra?

MR. TAYLOR.- I think he is being encouraged, the only disability being the lack of sites of which there are not sufficient to satisfy the demand. Otherwise I think they are being encouraged.

SENATOR VINCENT.- Do you think the private potential home builder would build more houses in Canberra if more sites were available?

MR. TAYLOR.- Yes. Y

SENATOR VINCENT.- You do not think that there are any other factors such as cheap government rentals operating?

MR. TAYLOR.- No. The government rentals are not so cheap now apart from the older houses. They are running close to £4 a week which is not really cheap.

SENATOR VINCENT.- Have you any idea of the demand for private home sites that cannot be fulfilled?

MR. TAYLOR.- No.

SENATOR VINCENT.- How can we get that figure?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR.- You might be able to get it from Mr.

Rogers.

SENATOR VINCENT.- Evidence has been given to us that, for want of a better expression, there is a lack of co-ordination between the Department of the Interior and the Department of Works in regard to home construction. I shall elaborate that proposition by saying that evidence was submitted along these lines and to the effect that the Department of the Interior has the responsibility of siting the homes and drawing up the plans for the sites and then hands the responsibility for the erection of the house to the Department of Works, a consequence being that many homes are not happily sited which tends to produce poor homes.

MR. TAYLOR.- I would not accept that statement. The position is that the Department of the Interior deals with the plans of the sub divisions of the blocks, the layout of streets and so on in collaboration with our road, water supply and sewerage engineers so that all the blocks can have services supplied to them. It is most essential that that should be done in the early planning stage. When these sub divisions are finally agreed on and the services are right then the sub division plans and computations are handed over to our architectural branch who then proceed to site certain type houses on the blocks. They are bound by the size of the block as to the type of house that can be put on it. The blocks that are being supplied to us now are nearly all of a 50 feet frontage whereas eighteen months or two years ago they were between 60 and 70 feet frontage mostly and some of them up to 80 feet. It is very difficult to design a series of houses to look varied and attractive on a 50 feet frontage leaving a ten foot drive on one side and six feet on the other. It limits the design of the house very much. I have objected on more than one occasion in the Advisory Council, of which I am a member to the reduction of the size of the blocks to 50 feet and I can see no sound reason in Canberra why they should be reduced to such a frontage.

SENATOR VINCENT.- Would you say that a 50 foot frontage

also tends to give to the houses in Canberra a monotonous appearance?

MR. TAYLOR.- Yes.

SENATOR VINCENT.- Evidence has been given that your department has about 300 different house designs. We have also had evidence from an architect that in his opinion the monotony might be relieved if the designs were restricted to a few basic designs which could be modified, elaborated and altered to suit the actual residents. Would you agree with that statement?

MR. TAYLOR.- No, I cannot see that for one moment. I think it would add to the monotony. That will be demonstrated shortly because a contract has been let for the construction of more than one hundred houses of similar basic designs which will be varied and I am very much afraid it will lead to monotony.

SENATOR VINCENT.- Would you agree that we get a degree of monotony in Canberra because so many houses are built of bricks of the same colour?

MR. TAYLOR.- Yes.

SENATOR VINCENT.- Have you any objection to the building of houses with different coloured bricks?

MR. TAYLOR.- No, not if we could get the bricks. The bricks made in Canberra are all of the one colour. I am very much against the painting of bricks and cement rendering of brick walls because of the maintenance problem they pose.

SENATOR VINCENT.- Do you agree that the use of bricks of one colour produces a degree of monotony?

MR. TAYLOR.- Yes. That is varied to some extent by the introduction of bricks from Berral. We introduced them not to break the monotony but because we could not get an adequate supply of Canberra bricks. They cost more but they have tended to relieve the monotony.

SENATOR VINCENT.- Is your Department taking any steps to remedy this monotonous aspect of home construction?

MR. TAYLOR.- No, we cannot do more than we are doing at present which is to use every material available to us including timber, bricks and monocrete. We have introduced a note of colour

SENATE CANBERRA COMMITTEE.

into timber construction as far as possible and by repainting of the older type cement rendered or painted brick houses but we cannot do much with the materials of construction that are available to us at present.

SENATOR VINCENT.- I have noticed some streets in Canberra that contain rows of houses of almost identical design and I am prepared to say that they present a most monotonous and very dreary aspect. Is that policy to be continued?

MR. TAYLOR.- No, I understand it is not. It was not the policy of my department, but of the Department of the Interior and the National Planning and Development Committee.

SENATOR VINCENT.- How can we be assured that these rather doleful exhibitions of architecture will not be persevered with?

MR. TAYLOR.- I have the assurance of Mr. McLaren that they will not be insisted on. Until fairly recently the Department of the Interior used to issue their sub division plans to my department and certain areas were set aside on these sub divisions for brick construction, timber construction, Riley Newsun prefabricated construction. These houses were segregated into similar groups and we had to build them in those groups. On making representations to Mr. McLaren he agreed that that should not be done in future and I do not think it has been done for some time. It was definitely the policy of the Department of the Interior to segregate certain types of construction in certain areas.

SENATOR VINCENT.- How could it be arranged that no one department or no one official could continue this unfortunate practice?

MR. TAYLOR.- Possibly by having an active National Capital Planning and Development Committee which could take an interest in that type of thing. Of course, that committee has no executive power.

SENATOR VINCENT.- Is there any way of getting a ministerial direction that could not be ignored in regard to such a policy?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR.- I should think there would be.

I do not know whether it would be my department's place or the place of the Department of the Interior to get that from the Minister. It is a bit difficult when both departments are under the one Minister.

SENATOR VINCENT.- I take it that it would be desirable to get it?

MR. TAYLOR.- Yes.

SENATOR VINCENT.- You have agreed to supply additional details regarding the extent of delays and shortages. Can you tell the committee whose responsibility it is to rectify these shortages and to investigate the question of delays?

MR. TAYLOR.- The rectification of shortages is a matter of economics.

SENATOR VINCENT.- But there is some departmental responsibility?

MR. TAYLOR.- I am responsible for stocking our own departmental stores in Canberra but I have to get approval from my head office to build up the stocks beyond a certain point. These stores are financed through a trust fund which is limited. If I want to build my stocks up beyond the limit of the fund I have to get special approval. As far as remedying general shortages is concerned, that is the responsibility of the Chief Controller of Stores in my head office who has a right to purchase overseas. I have not that right. It is the prerogative of my head office which can order materials from abroad if they are in short supply here. From time to time they make a survey and we notify them of our requirements about twelve months. Our head office does in fact order materials from overseas in order to make up shortages.

SENATOR VINCENT.- Can you tell me why your department has not rectified these shortages?

MR. TAYLOR.- No, I cannot tell you that.

SENATOR VINCENT.- I take it that whoever is responsible lives in Melbourne?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR.- Yes, but that does not concern Canberra shortages, because these shortages are general throughout Australia. The shortage in Canberra is not the result of the fact that that man lives in Melbourne.

SENATE CANBERRA COMMITTEE

SENATOR VINCENT.- When you make a contract with private individuals, is it usual to insert a provision regarding penalties for delays and non-completion?

MR. TAYLOR.- It is usual to insert a penalty clause, but it is almost impossible to enforce it. Because of the delays in getting materials, the contractor is held up for bricks, cement and so on.

SENATOR VINCENT.- I take it you do not enforce the penalty where the delay is due to circumstances beyond the control of the contractor?

MR. TAYLOR.- That is so.

SENATOR VINCENT.- Where the delays are not shown to be caused by circumstances outside the control of the contractor, does the Department exercise the penalty clause?

MR. TAYLOR.- In most cases when it gets to that stage we cancel the contract. We find it is better to do that and to carry on with other means than to let the contractor go ahead and then try to impose the penalty clause. In some cases, because of lack of finance or personnel on the part of the contractor, rather than enforce the contract we complete the contract by day labour.

SENATOR VINCENT.- Could you give the Committee any evidence as to contracts that have been cancelled?

MR. TAYLOR.- I could not do that off hand but I could get the information.

SENATOR BENN.- In your evidence you mentioned that the manpower position changed from 3,200 in 1952 to 1,900 in 1954?

MR. TAYLOR.- At the end of 1954, yes.

SENATOR BENN.- Looking at the Missions in respect of the manpower position in Canberra, according to this document which you tendered a while ago, we find that in respect of housing the manpower position changed from 1,109 in 1952 to 405 in 1954. What was the chief cause of that reduction?

MR. TAYLOR.- I think there were three contributing causes. The bulk of our tradesmen were employed on housing. One cause

was the sudden cessation of payment of hostel board or country allowance, which is the same thing. That had been paid for many years before I came to Canberra. They were receiving, at the time it was stopped, I think £4. 8 0 a week country allowance, which exactly covered the board in our hostels. At the same time, Saturday work was cut out. Also at about the same time the Government decided that the number of employees should be reduced by 10,000, and so we reduced our day labour staff, who were also engaged on housing. We cut them down to a certain ceiling that was fixed at the time. That caused a drift away from Canberra. Just at about the time that that occurred, or shortly afterwards, building in the capital cities increased tremendously, and those men were absorbed in the capital cities, whilst a few of them went to the Snowy Mountains project, and they never returned to Canberra.

SENATOR BENN.— That was due to the elimination of country allowance in the building trade?

MR. TAYLOR.— Country allowance and overtime.

SENATOR BENN.— How long had that country allowance operated?

MR. TAYLOR.— I could not say definitely, but I think that it operated since the end of the war. I came here in July, 1950, so that I only know what took place from that date on.

SENATOR BENN.— Is it the position that a builder carrying out work in Queanbeyan and engaging a carpenter in Sydney or Goulburn is required to pay him country allowance?

MR. TAYLOR.— That is right.

SENATOR BENN.— But a contractor in Canberra engaging bricklayers, carpenters and other building trade tradesmen in Sydney or elsewhere is not required to pay them country allowance if they work for him in Canberra?

MR. TAYLOR.— That is correct.

SENATOR BENN.— Was that country allowance payment eliminated by a court?

MR. TAYLOR.— No, it was a decision of the Minister, to try to

curb inflation of housing costs and consequent high rentals

SENATOR BENN.-, That was a contributing factor to the great reduction in the number of employees engaged in the construction of houses at the present time?

MR. TAYLOR.- Yes, that is my opinion.

SENATOR BENN.- As a matter of fact, there are no more employees engaged in housing construction now than there were in 1947?

MR. TAYLOR.- No.

SENATOR BENN.- Is all the house construction work in Canberra carried out by your Department?

MR. TAYLOR.- All government housing is, apart from homes being built by private individuals.

SENATOR BENN.- What percentage are government houses of the total number of houses?

MR. TAYLOR.- Just as a guess, I think that they would be at least 90 per cent of the total.

SENATOR BENN.- There is such a thing as employing a balance of tradesmen - carpenters and bricklayers to stonemasons, and there is also such a thing as a balance of tradesmen and materials?

MR. TAYLOR.- Yes.

SENATOR BENN.- How does that operate now?

MR. TAYLOR.- The balance of trades is not bad, with the exception of the plumbing trade which is short, and also the electrical trade. Otherwise they are fairly well balanced, but they are all out of proportion to the amount of work that has to be done.

SENATOR BENN.- Based on your experience, you did submit proposals to your department to make corrections in the labour position??

MR. TAYLOR.- Yes.

SENATOR BENN.- What happens to a house when your department constructs it?

MR. TAYLOR.- As the houses are finished a joint inspection is made by an officer of the Department of the Interior Housing Branch

SENATE CANBERRA COMMITTEE

and one of our architects . The houses are handed over one by one as they are completed.

SENATOR HANNAFORD.- To the Department of the Interior?

MR. TAYLOR. Yes.

SENATOR BENN.- You have no say as to who will be the tenant of the house?

MR. TAYLOR.- No, none at all, except that we have an agreement with the Department of the Interior that we can get the allocation of houses for certain key personnel of the building trade, in certain circumstances. They have helped us quite well in that respect. If a builder comes from Sydney to start a contract here and wants a house for his foreman or manager, in the past Interior has worked in quite well with us and has given us such a house. Otherwise we have no say.

SENATOR BENN.- Supposing a key worker came here to carry out work for the Department of the Interior or your Department and decided subsequently to leave that employment and go into the retail trade. What happens to his house?

MR. TAYLOR.- He keeps it.

SENATOR BENN.- That arrangement is not such a very good one, is it?

MR. TAYLOR.- It is only good to attract men to Canberra; it does not hold them in the building trade. I might say that we built a number of houses - not a particularly good type of house - for the workmen. I refer to the demountables at Harabundah. I think that you would find today that only about half of those houses are occupied by workmen.

SENATOR BENN.- I take it you have men engaged throughout the year preparing your works programme for next year?

MR. TAYLOR.- No, it would not be all year, but they are so engaged in the early part of the year. They are constantly working on it and reviewing it.

SENATOR BENN.- The works programme runs from the 1st July of one year to the 30th June of the next?

MR. TAYLOR.- Exactly. The unfinished work is known as

SENATE CANBERRA COMMITTEE

"re-votes", and the new work as the new works programme. The unfinished work is revoted on a separate schedule from the new works programme.

SENATOR BENN.- The picture as you see it at the present time in Canberra is that there will be an acute shortage of houses for many years to come?

MR. TAYLOR.- Unless we can accelerate our rate of construction by increasing the number of workmen in Canberra and improving the supply of materials, I am sure that that will be the case.

SENATOR BENN.- That proposal of yours is not being followed?

MR. TAYLOR.- I think it is being followed. I only presented it to a conference in Melbourne last week.

SENATOR BENN.- There are other alternatives?

MR. TAYLOR.- Yes, there are. An alternative suggested by the Trades and Labour Council in Canberra was that a locality allowance should be paid, not a country allowance as such. Country allowance was paid only to personnel who were engaged outside the territory and who came here to work and were living in a hostel. If such a person obtained a house and moved into it, his country allowance stopped. The allowance was paid in the main to single men living in hostels or to married men who had left their families in Sydney. The Trades and Labour Council has suggested that it should be paid to all tradesmen as a fairer means of attraction to Canberra. I am not prepared to comment on that. I think it is a matter of opinion. However, our head office did not regard the payment of a locality allowance favourably,

SENATOR BENN.- Future progress in the building industry in Canberra will depend largely upon the number of building tradesmen available to do the work?

MR. TAYLOR.- Almost entirely.

SENATOR BENN.- That is the main problem to be overcome?

MR. TAYLOR.- That is the main problem that confronts us in Canberra today.

SENATOR BENN.- Would it be possible for you to complete 500 houses in a year?

MR. TAYLOR.- We do that now. It is going to get up to a minimum of 1,000 houses, but we have never been able to attain that figure. Our best year was either 1952 or 1953 when we built 652. We have maintained on an average between 450 and 500.

SENATOR BENN.- In 1952 or 1953 you had 1,963 building trade operators?

MR. TAYLOR.- Yes.

SENATOR BENN.- Do you think there would be any commonsense in constructing say 500 houses and reserving them exclusively for men engaged in the building trade?

MR. TAYLOR.- I think it would be an excellent idea, if we could do it.

SENATOR BENN.- And to make no charge whatever for those houses?

MR. TAYLOR.- No, I would not suggest that. I would suggest that we charge a rental but that it be lower than we would normally charge for those houses.

SENATOR BENN.- Let us suppose that there are several carpenters in Sydney who are offered a job in Canberra with free house accommodation and that they are also ^{offered} a job in Newcastle at the building trade's award rates, with country allowance. Which are they likely to accept?

MR. TAYLOR.- I do not think there is any doubt that they would accept the one with the free house. On the other hand, I think they would be so anxious to get a house that they would come here even if they had to pay rent for it.

SENATOR BENN.- There is strong competition throughout Australia for building trade operators.

MR. TAYLOR.- There is.

SENATOR BENN.- Does it not appear that the Department has to launch out in some novel way to attain an advantage over its competitors?

MR. TAYLOR.- Yes, I think there is not the slightest doubt about that. I am sure that the provision of free houses would attract men here, but I should be concerned to know how long they were going to live in the houses rent free - whether it would be in perpetuity or for a limited period.

SENATE CANBERRA COMMITTEE.

SENATOR BENN. - That is a matter which could be adjusted by special agreement.

MR. TAYLOR. - It could be.

SENATOR BENN. - Key personnel in the building industry are coming here and they are granted priority in accommodation over other persons seeking houses. They are free to leave the industry after they arrive here, and engage in other industry, and still hold the houses.

MR. TAYLOR. - I would just like to say that if we could offer a house to our own personnel that we are trying to obtain, and I think to the building tradesmen even at ordinary rents, it would make a tremendous difference to our capabilities. The fact that you can offer a person a house is a very big inducement, and the rental does not matter so much.

SENATOR HANNAFORD. - Without the added incentive of a free house?

MR. TAYLOR. - I do not think that anybody would expect a free house today.

SENATOR HANNAFORD. - The average taxpayer would not like it.

SENATOR BENN. - The incomes of building trade employees were substantially reduced when the Minister made that decision to eliminate country allowances?

MR. TAYLOR. - Not the incomes of all building operators; only the men living in hostels. The men who had homes here were not receiving it, so the decision did not affect them.

SENATOR BENN. - It was reduced by 24 a week?

MR. TAYLOR. - I think it was 24.0s a week.

SENATOR RYAN. - Mr. Taylor, you will doubtless recall a meeting of the Advisory Council on the 2nd of July, 1953, when a resolution was carried stating this Council invites the Minister (a) To prepare a list of basic Canberra works in relation to the time necessary to achieve the primary objective of the establishment of Canberra as a city of full administration and (b) to invite representatives of Government departments and employer and employee groups to consider this statement with a view to suggesting means

SENATE CANBERRA COMMITTEE.

including the annual financial provision to which needs may be satisfied on time. I understand that resolution, after a full discussion by all members of the Council, was carried unanimously?

MR. TAYLOR. - That is so.

SENATOR RYAN. - Can you tell this committee the manner in which this decision has been implemented?

MR. TAYLOR. - To the best of my knowledge, no further action has been taken.

SENATOR RYAN. - So you would say that no improvement in the housing situation and the development of Canberra generally has eventuated from that decision of the Council?

MR. TAYLOR. - Yes.

SENATOR RYAN. - Such being the position, what contributing factors are responsible, in your opinion, for preventing such target achievement?

MR. TAYLOR. - As I have already mentioned, the main factors have been a reduction in funds available for housing at a time when we had the maximum building force here, and then a considerable reduction in building force at a time when more funds were made available. The funds position is better now than it was, say, in 1953, whereas the labour position is worse.

SENATOR RYAN. - You say that the financial position has improved in 1953-54 and that the labour force has deteriorated?

MR. TAYLOR. - Yes.

SENATOR RYAN. - In the Advisory Council debate to which I have referred you stated that it is all tied up with the availability of funds. I take it that applied in November, 1953. You stated, we have a greater potential in Canberra at the moment than we have funds to spend?

MR. TAYLOR. - That was right, but now the position is completely reversed, and we now have more funds than we have a potential to spend.

SENATOR RYAN. - You have the funds but you have not the potential? But you have also said in evidence before us that the manpower situation has deteriorated?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR. - That is so.

SENATOR RYAN. - Would you not also subscribe to the position that your potential is more available than the manpower position at the present time?

MR. TAYLOR. - We regard our potential as the available manpower. It is based on the available manpower. When we speak of potential, we do not refer to funds. We refer to personnel capable of carrying out the work.

SENATOR RYAN. - Would not potential also include materials?

MR. TAYLOR. - Yes, but we are not short of materials to carry out the programme now. We are carrying out our present programme with the materials that are available, including substitute materials such as monocrete for brick. But if the programme is accelerated to any extent without some provision being made for importation of materials, then I think the shortage will become much more acute.

SENATOR RYAN. - But you have already stated that the problem is not one of potentials. It was not one of potentials in 1953?

MR. TAYLOR. - No, we had the manpower then, but the funds were difficult at that time. Our housing programme was cut down very considerably. We actually had to reduce certain contracts where houses had not been commenced in order to keep within the fund's provision for that particular year.

SENATOR RYAN. - How many houses were built in 1953 or 1954?

(Continued on page 410)

SENATE CANBERRA COMMITTEE.

MR. TAYLOR . - According to the official report of the Department of the Interior, the number built in 1953 was 593 and the number last year was 489.

SENATOR RYAN . - The reduction was attributable to the deterioration of the manpower situation?

MR. TAYLOR . That is so.

SENATOR RYAN . - You have already expressed your views regarding soliciting the services of more artisans for the building industry in Canberra?

MR. TAYLOR . - Yes.

SENATOR RYAN . - Such as providing accommodation?

MR. TAYLOR . - I think that is most important.

SENATOR RYAN . - What else has been done?

MR. TAYLOR . - We have an industrial officer who looks after that side of the work and he could give the history of what has been done. The contractors are continually advertising for tradesmen. It is not our job to advertise for tradesmen for the contractors. That is the responsibility of the contractors themselves.

SENATOR RYAN . - You assess the volume of work and then contract it out?

MR. TAYLOR . - Yes.

SENATOR RYAN . - Is there any dearth of applicants for contract work?

MR. TAYLOR . - No. We get six or eight tenders for each job we advertise but usually they are the same contractors and the more contracts they obtain the more their work force is spread and the slower is their progress. It does not pay to let too many contracts to the same contractors when there is a limited work force.

SENATOR RYAN . - The Government owns the brickworks here?

MR. TAYLOR . - Yes. The works used to be controlled by the Department of Works. The Minister transferred control to the Department of the Interior about 2½ years ago.

SENATOR RYAN . - You also own the quarries?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR . - Yes. The Department of Works runs the quarries.

SENATOR RYAN . - Have you ever considered establishing cement works in Canberra?

MR. TAYLOR - No consideration has been given to it but I do not think it would be any advantage because the materials would have to be brought here and I do not think the cost of such work would be justified. Cement shortages are not usually of long duration.

SENATOR RYAN . - Do you think that having only a branch of the Department of Works in Canberra to attend to the works that are carried out in this city is conducive to efficiency?

MR. TAYLOR . - Quite. I cannot imagine that if our Head Office were situated in Canberra it would take any more interest in the development of Canberra from a detail point of view than it does now, because that is not its job.

SENATOR RYAN . - It would tend for expedition if it were established here?

MR. TAYLOR . - I do not think it would make the slightest difference.

SENATOR RYAN . - The Head Office was here at one time?

MR. TAYLOR . - Yes. I have nothing against it being here but I do not think it would make any difference.

SENATOR RYAN . - You do not know the reason why headquarters were transferred to Melbourne?

MR. TAYLOR . - No. I was not in the department then. I only joined the Public Service in 1946 and I do not know what happened before that. I was not in the least interested.

SENATOR HANNAFORD . - I do not contradict your statement that having only a branch of the Department of Works in Canberra retards development here, but do you not consider how the work could be more effectively carried out if there were a separate authority for the constructional work that is being undertaken in Canberra?

MR. TAYLOR . - I think that is possible.

SENATOR HANNAFORD . - You are a branch of the Department of Works and that department has a tremendous responsibility

SENATOR HANNAFORD COMMITTEE.

out
in carrying/works for all other departments. Therefore there is a great call on the labour and materials that are available to it. As you have suggested, there are shortages of bricks and other materials. The overall position would certainly affect the supply here?

MR. TAYLOR . - Yes. :

SENATOR HANNAFORD . - You have said that the labour force in Canberra dropped from more than 3,000 to 1900? What proportion of that would be unskilled?

MR. TAYLOR . - Roughly one quarter.

SENATOR HANNAFORD . - That is fairly high, is it not? I suppose that most men today have some degree of skill?

MR. TAYLOR . - They are all on margins. I do not think there is such a person as an unskilled labourer today. Even the one who wields a pick and shovel has some skill.

SENATOR HANNAFORD . - Various witnesses have told us that in Canberra delays in constructional work are often caused by shortages of materials and that costs are inflated in this way. I am rather interested to know what happens when those shortages occur? Your work force is fully employed?

MR. TAYLOR . - Yes.

SENATOR HANNAFORD . - What do you do with your men when materials are not available? Do you put them off?

MR. TAYLOR . /^{No,} we use substitute materials wherever possible. For instance, if Canberra bricks are specified for a job and they are not available, we try to get bricks from Bowral, Punchbowl, or somewhere else. We may give the builder permission to use cement bricks or, if the building is a house, we may have the design changed to monocrete or timber.

SENATOR HANNAFORD . - That must all add to the cost?

MR. TAYLOR . - It does not all add to the cost. If we have to import bricks, that is dearer, but cement bricks are about the same price as ordinary bricks although not as good. Monocrete is about the same price as bricks. The builder must let us know early if he is going to be in difficulties with materials so that we can make the

necessary changes and so prevent delays.

SENATOR HANNAFORD . - Is there any interchangeability amongst tradesmen in the event of shortages of materials?

MR. TAYLOR. The builders endeavour to keep a chain of jobs going so that they can keep their tradesmen continually employed.

SENATOR HANNAFORD . - A man engaged as a bricklayer could not be switched to other tasks?

MR. TAYLOR . - No. You would not dare to do that. In fact, he probably would not be able to do any other job efficiently.

SENATOR HANNAFORD . - You have mentioned lack of sites. That would come under the heading of the Department of the Interior I take it?

MR. TAYLOR . - Quite. It is not a matter of mine but the Chairman asked me whether I thought there would be a greater amount of private building and I said I thought there would if sites were available. I am not speaking with any authority on that matter, but from what I have heard from people who are anxious to do their own building here I gather that there are not sufficient sites to satisfy the demand, but that is quite unofficial. It is no concern of mine. It is a matter entirely for the Department of the Interior.

(Continued on page 414)⁵

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD.- It seems to me greatly to be deplored that the shortage of building blocks should be a retarding factor, especially when we consider the amount of land that is available here and that the demand for it is constantly increasing. It is deplorable that the Department of the Interior cannot meet that situation more effectively than it is doing at present. I gather from your remarks that you are opposed to the principle of greater density of population in Canberra?

MR. TAYLOR.- Yes, beyond a certain point. My idea is that this principle of maximum density should apply only in areas where land values are high and where extension of services is difficult and expensive. In Canberra, these things do not apply. We have plenty of land. Land rentals in Canberra are only nominal, because all the land is government-owned. I suggest that it is not necessary to consider density in Canberra in the same light as it would be considered in Sydney, Melbourne or any other capital city where land values were very high.

SENATOR HANNAFORD.- I understand that the existing water mains and sewers here would be inadequate to cope with a greatly increased density of population?

MR. TAYLOR.- I think that would be the case, but I should like to get further evidence on the point before I committed myself.

SENATOR HANNAFORD.- I am wondering whether the margin, so to speak, would be sufficiently great to allow for an increased density.

MR. TAYLOR.- The mains and sewers were not designed for a high density. Therefore I should be surprised if they would carry an increase such as you suggest.

SENATOR HANNAFORD.- What is your opinion of the suitability of the new administrative building for the purpose for which it was designed?

MR. TAYLOR.- I should say that it is quite suitable for the purpose.

SENATOR HANNAFORD.- We have had evidence from previous witnesses that it is outdated, that it could have been on much more

SENATE CANBERRA COMMITTEE.

modern lines, and that it is too big.

MR. TAYLOR.- I agree that it could have been on much more modern lines, but had it been so I do not think it would have been in keeping with the traditions of a national capital. I think a national capital should contain buildings which will not be dated by any period. There is no question that contemporary architecture will be dated. I do not doubt that in another ten or twenty years entirely different styles of architecture will be used for commercial buildings.

THE CHAIRMAN.- That is a point that we want to emphasise. It is something that I have been trying to get at.

SENATOR HANNAFORD.- For that reason, I take it that, to give a proper balance to the administrative area, you are in favour of the erection of a similar type of building on the other side?

MR. TAYLOR.- Yes.

SENATOR HANNAFORD.- We have heard a good deal about the cost plus system and the various types of employment that have been in vogue in recent years. We have also heard of the reasons for not enforcing penalty clauses. Do you not think that that has gone on for long enough and that further action should be taken in regard to penalty clauses?

MR. TAYLOR.- That is a very difficult problem. I had eighteen years in practice as an architect in Melbourne before I joined this department after the war. During that time, on legal advice I never applied a penalty clause. The legal opinion that I got in each case was that you cannot apply a penalty clause unless there is a bonus clause. You must have a quid pro quo. This matter is being taken up by our head office with the Treasury at the moment, I understand - the matter of offering a bonus and then enforcing a penalty clause for late completion.

SENATOR HANNAFORD.- You believe in that principle, do you?

MR. TAYLOR.- I do definitely, yes.

SENATOR HANNAFORD.- Reference has been made to what are

SENATE CANBERRA COMMITTEE.

called the demountable houses in the suburb of Narrabundah. I understand they were constructed for the purpose of housing people rapidly, during an emergency such as that which exists at present.

MR. TAYLOR.- That is the name that is given to them; they are always known by that name. Actually, they are steel framed houses, sheeted with a very light ply wood - aeroplane ply wood - in most cases, and in the case of the ones built later, sheeted with fibrocement. But they are no more demountable than any other wooden houses. It is just a name that has been applied to them. If you refer to the demountable houses, everybody knows you are referring to those houses in Narrabundah. They were built before my time here, but I understand they were built purely as a construction camp, to take the place of the tents that you normally see in a construction camp. A man has two tents with a fly sheet stretched between them. If he lives in one, he sleeps in the other and he cooks between the two. These houses were meant to take the place of those tents, as a very temporary measure. They are quite comfortable inside. The accommodation provided is all right, but they are very flimsy. I hate to think of a fire going through that area. They have served a useful purpose, but I would not suggest we build any more of them. Any houses we want to put up for building tradesmen should be on the same permanent basis as our normal houses.

SENATOR WOOD.- It is quite clear that there is a shortage of building tradesmen here. Has the department given serious consideration to getting more men out to Australia as immigrants?

MR. TAYLOR.- We have. We have made many proposals to the Immigration Department, but the latest opinion is that, due to the very big increase of building on the Continent and in England, it is doubtful whether we shall get any tradesmen at all under the new immigration scheme. We are hoping to get them. We are constantly supplying the Department of Immigration with figures giving details of the types of tradesmen that we require, but we never get them. We have had a few.

SENATE JOURNAL COMMITTEE.

SENATOR WOOD.- Do you know if the Department is making efforts in that direction?

MR. TAYLOR.- Yes. The biggest influx of migrant tradesmen that we have had was due to the personal efforts of one contractor here, Jennings. He sent a team over to Germany and brought out 150 tradesmen. Of those 150 men, I think there are only two remaining to him.

SENATOR WOOD.- Only two remaining here?

MR. TAYLOR.- I would not say only two remaining in Canberra, but only two remaining with Jennings. He went to the trouble of bringing them out. He increased the number of tradesmen in Australia. There is no question about that. It did not do any harm.

SENATOR WOOD.- Is there any objection to the building of wooden homes in Canberra?

MR. TAYLOR.- No objection to them as wooden homes. In fact, I think I should prefer to live in a wooden home rather than in a brick one. I think the wooden houses are cooler. The only objection is that if we get a great proportion of wooden houses, our maintenance costs will be high. They have to be painted every five years.

SENATOR WOOD.- Is a wooden house much more expensive than a brick house?

MR. TAYLOR.- There is very little difference. I think a brick home today would probably cost about £340 a square, and a timber home about £320. The figures are something of that order.

THE CHAIRMAN.- Is the fire risk in wooden houses much greater?

MR. TAYLOR.- I do not think so.

SENATOR WOOD.- In North Queensland nearly all the homes are wooden, but the amount of fire there is no greater than anywhere else. Do you think a wooden home can be made as attractive as any other type?

MR. TAYLOR.- Yes. In many cases, they can be made more attractive than brick houses.

SENATE CANBERRA COMMITTEE.

SENATOR WOOD.- Do you think that, having regard to the long winter here, central heating is essential?

MR. TAYLOR.- I think it is desirable, but I would not say that it is essential. If these multi storey flats go on, they will have central heating, but they would be the first in which it was installed.

SENATOR WOOD.- Would it be too costly to have central heating in ordinary houses?

MR. TAYLOR.- It would add very much to the cost, and consequently to the rental. Another difficulty that would arise if every house had its own central heating system would be in relation to fuel. I think the most economical form of fuel if you had central heating would be coke, but the nearest source of supply of coke is Goulburn and there might be some difficulty in getting supplies. But I do admit that central heating is very desirable in a place with a winter climate like this.

SENATOR WOOD.- Where the department is building a block of buildings, in order to get greater variety of designs do not you think it would be advisable to have some of the houses designed by departmental architects and a certain number designed by private architects. The point I am trying to make is that there is a limit to the variety of designs that can be conceived in one man's mind.

MR. TAYLOR.- The houses are not all designed by one architect. We have quite a number of architects on our staff. Rather than give a few houses to outside architects to design, I should prefer to see a certain number of sites in each area kept for private enterprise to build on. There is no need to have all government houses in one block. We could intersperse private houses among our government houses. That would make available more sites for private builders.

SENATOR WOOD.- When you are building a group of dwellings, do the individuals who ultimately occupy them know that they are going to get one of the houses in that group?

SENATE CANBERRA COMMITTEE.

MR. TAYLOR.- No. We build houses and hand them over to the Department of the Interior, which has a housing list. I understand that as a house is handed over to Interior by us, it is offered to the person on top of the housing list. He is entitled to refuse it if he does not like it. It is then offered to the person on the list below him. Then the fellow at the top of the list is offered the next house that is handed over. I think that is the way they work it, but the tenants do not know before hand what house they are likely to get.

SENATOR WOOD.- In view of the fact that you have a list of the people waiting for homes, do you not think it would be an advantage for the department to contact the individuals who are going to get those homes when they are built and give the individuals an opportunity to discuss with the department's architects various features of the homes, so that people would get the characteristics they wanted in their homes?

MR. TAYLOR.- I do not think you could possibly do that, for two reasons. First, the amount of time which would be taken in preparing individual plans for clients would be terrific. As it is, we build in lots of 20. We do not build 20 houses of the same type in one area. Each type is scattered around the place, but once a house has been repeated 20 times, that plan is put aside. If we had to build to each person's requirements, we should not build a fraction of the number of houses we are building now. There is another point. A person who had a house built to his own requirements might vacate that house after two or three years and it might not suit the requirements of the next person who occupied it. I think you would find there was no advantage in building to the requirements of any one person where it was a rented house.

SENATE CANBERRA COMMITTEE

SENATOR WOOD.- What is the area of land represented by a 50 ft frontage?

MR. TAYLOR.- About 6,000 square feet usually.

SENATOR WOOD - The practice in Mackay in Queensland is to have a 66 ft. frontage giving a 32 perch allotment. Do you agree that a 66 ft. frontage offers much more scope than a 50 ft. frontage?

MR. TAYLOR.- I am in favour of a minimum frontage of 60 ft. I know that that is the minimum in Melbourne. A study of the minutes of the Advisory Council will show that on least one occasion, and possibly more than one occasion, I have advocated that the minimum be kept at 60 feet. 66 feet would be even better. I think the only support I got was from Mr. Bailey, the Chairman.

SENATOR WOOD.- It appears to be impossible in present circumstances to house the people who are already waiting for homes in Canberra and at the same time transfer departmental staffs and house them also. Do you not think the better principle would be to continue our housing programme to house people already waiting for homes and, when that has been achieved, bring the departments here?

MR. TAYLOR.- In principle I would say yes, but on the other hand we are going to be faced with the difficulty of having built an administrative block and having nobody to occupy it.

SENATOR WOOD.- I admit that the administrative block poses a problem but do you not think that once that has been handled the principle that I have suggested should be followed thereafter? I take it that most of the people waiting for homes would be working in government departments or associated with them in government departments. They would be hostile if they were asked to wait two or three years for homes other public servants who were brought to Canberra and given homes immediately while those who waited so long would have to wait even longer.

MR. TAYLOR.- I should certainly feel hostile in such circumstances if I were one of those people. I think some comment was made in the press at the time that that policy was suggested. On the other hand, I do not see how, without a very big increase in the

SENATE CANBERRA COMMITTEE

number of our building tradesmen - I think it would probably need to be just about doubled - we can hope to keep up with our current normal demands for housing and cope with an influx of departmental officers transferred to work in the administrative block.

SENATOR WOOD.- We have had evidence that all departments should be transferred to Canberra as quickly as possible. The evidence indicated that some speed was desired. It looks as though that would be an impossibility unless the transferred public servants were given priority for housing over people who have been waiting for a long time.

MR. TAYLOR.- Quite. I am afraid the policy was a bit short sighted when the administrative buildings were started. No consideration was given to the means of housing the people who were to come here to work in it. The housing position has been a year to year without receiving the attention it should have received.

THE CHAIRMAN.- Would you explain the map that you have brought with you?

MR. TAYLOR.- I had it prepared to show three stages of development. The areas marked in red indicate housing that has been completed since 1950, the purple areas show housing under construction at present; the orange areas represent housing in the planning stage.

SENATOR MATHAFORD.- What proportion of Canberra's population of 30,000 is engaged in the Public Service?

MR. TAYLOR.- I would have no idea of that figure.

SENATOR WOOD.- Would building more timber houses speed up the construction rate of homes?

MR. TAYLOR.- No, because carpenters are one of our most serious shortages.

SENATOR RYAN.- Have you gained any tradesmen from projects that have been finished on the Snowy River?

MR. TAYLOR.- We have had a few tradesmen back who are working on the flats in Reid. Civil and Civic, a Dutch firm, transferred some of their tradesmen from the Snowy area as they finished a housing contract there and I understand we have also got some tradesmen because of the strike of Kaiser workers last week but I do not know how

long we will keep them.

SENATOR RYAN.- What about the Guthoga project which has been completed and the power house construction which was handled by a Norwegian firm? Have you any workmen from there?

MR. TAYLOR.- We got some workmen from Captain's Flat as a result of the strike there but they are going back now that the mines are re-opening and we shall lose them.

SENATOR RYAN.- With your reduced labour force, are you satisfied with the work of the artisans?

MR. TAYLOR.- I think that the output per man is better than it was a few years ago. We have a better type of tradesman now.

SENATE CANBERRA COMMITTEE

JOHN NOBLE CORE ROGERS,--recalled and further examined.

SENATOR VINCENT.-- My questions arise from the visit to the site which you so kindly accompanied us on last Saturday. Some disturbing facts emerged as a result of that investigation which lead me to ask you whether this temporary Parliament House building is on the site originally intended for such a building?

MR. ROGERS.-- It does not occupy a site that Griffin intended Parliament House to go on?

SENATOR VINCENT.-- Intended a temporary structure to go on?

MR. ROGERS.-- There is no evidence that he intended any structure to go on it.

SENATOR VINCENT.-- Then it is a fact that this present Parliament House is actually constructed in a place where it was intended that no building should stand?

MR. ROGERS.-- I think that is correct. I understood that you were raising this question of the designed site of a permanent Parliament House and I would like to say for the record that that site is between State Circle and Victoria Terrace and between East Block and West Block. That is unmistakably shown on the Griffin plan of 1918 and was fully documented by Griffin in his explanatory report on his general plan. I should like to refer in particular to the parliamentary papers which contain the Report and Minutes of Evidence : Appendices and Plans for the erection of a provisional parliament house which were tabled in July 1953.

SENATOR VINCENT. - Can you tell us why the present Parliament House was placed on this particular site when Burley Griffin did not actually intend a building to be placed here at all?

MR. ROGERS. - I think the answer to that question may appear from these papers. The previous committees had to consider just that question.

THE CHAIRMAN. - Are you tendering this paper as evidence?

MR. ROGERS. - No. I hope that the Committee will have full access to it. It is parliamentary paper No. 26 of 1923.

SENATOR VINCENT. - If the permanent Parliament House is erected where Burley Griffin intended it to be erected, is it not a fact that it will be situated very close to the present structure; indeed, to use a colloquialism almost looking down into its back yard?

MR. ROGERS. - So far as I can make out, Burley Griffin was aware of this provisional arrangement, and anticipated that the permanent building would overlook it. There again, I think the answer to that question may appear from the items which I shall read to the committee. I quote the following passages from the report of the Parliamentary Standing Committee on Public Works on the Erection of Provisional Parliament House, Canberra, which, as I have said, is parliamentary paper No. 26 of 1923:-

At the outset of the inquiry, the Committee sought to inform itself of the reasons which actuated the Federal Capital Advisory Committee in proposing to the Government the erection of a provisional Parliament House on a site other than allocated for Parliament House in Mr. Griffin's accepted design for the lay-out of Canberra.

It was explained in evidence that the Cabinet had impressed upon the Advisory Committee the necessity for the Parliament to meet at Canberra as quickly as possible and at the minimum cost, and that it was considered this was the best means of complying with the request. The Advisory Committee considered that the time was not yet ripe for the erection of the permanent monumental Parliament House at Canberra, for the reasons that it might be expected to cost anything up to two or two and a half million pounds; that the actual construction of the building would take perhaps seven years or longer; and that a former Government of the Commonwealth had made a promise to the architects of the world that when the erection of the permanent building was contemplated the design of the building would be selected as the result of a world-wide competition.

The report proceeds, under the heading "Sites": -

SENATE CAMPBERRA COMMITTEE.

In the accepted design for the lay-out of Canberra, the site for Parliament House is fixed on Camp Hill, practically at the apex of the triangle formed by Commonwealth-avenue, Federal avenue, and the Molonglo River, within which triangle will be located the whole of the Government offices.

In proposing a provisional Parliament House, the Federal Capital Advisory Committee selected as a site for such building an area slightly below and to the north of the permanent site, holding that in such a position the provisional structure - assuming that the general scheme of development of the accepted plan is proceeded with - will front the Parliamentary gardens, which, in the course of time, will be beautified, so that the provisional building, placed as they suggest, will enjoy all the advantages of that amenity. It is also held that in such a position Parliament House would be conveniently situated with regard to the proposed administrative offices, and that Parliamentary business will not be interfered with by the building operations when the time comes to proceed with the erection of the permanent structure on Camp Hill.

The site selected, approximately 480 feet by 450 feet, has a slope from south to north of about 15 feet, and, in accordance with the views of the Advisory Committee, will necessitate some excavation - with the result that the proposed building will, at the rear or southern end, be about 10 feet below surface level. It was explained that this setting back into the hill would have the effect of raising the rear portions of the building, providing a certain amount of shelter from the southerly winds, and permitted of the provisional building being kept sufficiently low so as not to interfere with the vista from the permanent building when later erected on Camp Hill. This latter statement raised in the minds of the Committee a suggestion that there would be a tendency to retain the provisional building for other purposes after the erection of the permanent building

Paragraph 33 is in the following terms:-

The Committee was, however, convinced that the Government triangle must achieve its ultimate beauty, as planned, by the simultaneous development of buildings in architectural harmony on each side of Prospect Parkway, which is the axial line from Camp Hill to Mount Ainslie, and as investigations showed that the erection of Government offices in architectural harmony on the eastern side of the parkway would necessitate very heavy earthworks, at considerable expense, this project was abandoned.

Then paragraph 34 reads:-

In the accepted plan of Canberra, the permanent Parliament House is designed to occupy Camp Hill at a level of approximately 1,922 feet, and the eminence of Kurragoon, to the south of it, is planned to carry, at a level of 2,000 feet, a monumental building, designated the "Capitol," and conceived by the designer as

"a general administrative structure for popular reception and ceremonial, or for housing 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 the Government of the Federation."

He further states:-

SENATE CANBERRA COMMITTEE.

"Kurrajong is deemed too large and too high for a convenient working organization of Parliament, but being the only conspicuous eminence that has a skyline visible from practically every portion of the city, it lends itself to an architectural treatment that need comprise little more than in the necessary ramps, stairs, and terraces, to make it by its natural bulk, the dominating architectural feature."

Paragraph 38 reads as follows:-

The Committee by resolution declared itself in favour of substantial adherence to the general outline of Mr. Griffin's plan for the development of the Parliamentary and administrative areas at Canberra, and Mr. Griffin, in giving evidence, stated that the adoption of the site recommended for the provisional building would be an important departure from his plan, which provides for a water feature in that position.

Those are the only quotations I wish to make from the paper.

SENATOR VINCENT. - Does it appear to you that Burley Griffin did not necessarily concur in the erection of the temporary Parliament House on the site which it now occupies?

MR. ROGERS. - No, it does not appear so from that; but I have not studied it in detail.

SENATOR VINCENT. - Does it not also appear that the present Parliament House completely obstructs the vista that Griffin intended by the construction of the permanent Parliament House? Actually, this building is not where Griffin intended it to be?

MR. ROGERS. - No. This is a provisional building, to which I have just referred.

SENATOR VINCENT. - And it occupies a site that Griffin intended to be perfectly open land?

MR. ROGERS. - That is so, from this plan, but I would not quite subscribe to the view that it completely obstructs it. To a great degree, any building on that site would overlook this.

SENATOR VINCENT. - If you stand where a permanent Parliament House is proposed to be erected, do you think that this building obstructs the vista from the front of the permanent Parliament House?

MR. ROGERS. - Only to some extent, because you can see over the top of it.

SENATOR VINCENT. - And you can also see into the back yard of the temporary Parliament House?

MR. ROGERS. - That is quite true.

SENATOR VINCENT. - The position of the permanent Parliament House is not, as is popularly supposed in Canberra, at the top of Capitol Hill at all, but down the slope of Capitol Hill?

MR. ROGERS. - It is on Camp Hill. It is certainly not on Capitol Hill.

SENATOR VINCENT. - Do you agree that there is a popular misconception here and elsewhere in Australia that Parliament House ultimately will be on top of Capitol Hill?

MR. ROGERS. - Yes. We have refuted that idea when it arose.

SENATOR VINCENT. - Would you agree that the top of Capitol Hill is what one might call the focal point of the whole city?

MR. ROGERS. - There is no doubt of that. That was emphasized in this quotation I have just read to the committee, which were Burley Griffin's own words.

SENATOR VINCENT. - Do you also agree that the Burley Griffin plan is very vague as to what should be erected on the top of Capitol Hill?

MR. ROGERS. - We have only those words, as far as I know, which I have quoted to you.

SENATOR VINCENT. - Has there been any investigation or discussion concerning what should finally be erected on top of Capitol Hill?

MR. ROGERS. - Not that I am aware of.

SENATOR VINCENT. - It is exactly as Griffin left it, then?

MR. ROGERS. - Yes, I should say so.

THE CHAIRMAN. - Can you help us to interpret Burley Griffin's mind, as expressed in that paragraph you read about the Capitol building? Can you get any clear and definite meaning out of it?

MR. ROGERS. - The only inference I can draw is that he did not intend it to be a meeting place of Parliament, but what his precise purpose was I cannot say.

THE CHAIRMAN. - Apparently we will have to understand what was in Burley Griffin's mind to know what he intended, because there

does not seem to be anything similar in the British tradition.

MR. ROGERS. - The only inference I can draw from that is that he did not intend it as the site for Parliament House. What sort of building this Capitol was to be, is not very clear.

SENATOR VINCENT. - Is City Hill, which is bounded by that hexagonal road, the intended site for a city hall?

MR. ROGERS. - In general, yes. It has been referred to as the site for that, and it is fairly clear from Burley Griffin's plan that he intended the municipal activities to be centred there.

SENATOR VINCENT. - Municipal activities which would include a city hall?

MR. ROGERS. - Yes - non-Commonwealth activity.

SENATOR VINCENT. - Do you agree that that occupies a similar status to the civic part of Canberra as does the Capitol Hill to the administrative part?

MR. ROGERS. - I think that is right.

SENATOR VINCENT. - Do you agree that City Hill should be the focal point of the civic portion of Canberra and that any treatment of it should be dealt with accordingly?

MR. ROGERS. - Yes.

SENATOR HANNAFORD. - Despite the fact that the greater part of Canberra exists on the southern side?

MR. ROGERS. - With respect, at the present time Canberra is fairly evenly divided, and I am not sure that even future development will support that view. I do not think it is correct to say that one side of the city dominates the other side, except of course that the southern side has the all important parliamentary centre.

SENATOR VINCENT. - Do you think that if the plan to erect a permanent Parliament House is proceeded with on the site that Burley Griffin intended, the existence of this present building will, to an extent, spoil the effect of the permanent structure?

MR. ROGERS. - Assuming that this building is not disturbed and stays as it is now, I would say yes. It would have to be modified in some way to make it acceptable as a foreground to the main building.

SENATE CANBERRA COMMITTEE.

SENATOR HANNAFORD . - We know that the rear of this building is not particularly pre-possessing. Do you agree with that?

MR. ROGERS . - Yes.

SENATOR HANNAFORD . - You would agree that from an architectural point of view, it would not be difficult to make the rear portion of this building as attractive as the front?

MR. ROGERS . - I had that in mind in my reply to Senator Vincent.

(THE WITNESS WITHDREW)

JAMES JAMES, Civil Engineer, Assistant Director of Works, Australian Capital Territory, sworn in as a witness.

THE CHAIRMAN . - Have you a statement to make?

MR. JAMES . - I have the questions which you asked me to address myself to, and I have notes here, but they are not in a form to circulate. I would prefer to speak to them for a time, and then to answer questions, if that meets the convenience of the committee.

THE CHAIRMAN . - Yes. Will you proceed?

MR. JAMES . - The first question relates to the functions of office, delegations and so on. That is covered quite fully in the statement of Mr. Taylor, which was tabled this morning. I did not think that there would be any need for me to repeat what is given there, except that I would make the same comment perhaps that the personal delegations that I have are, in the main, sufficient. We have recommendations now to increase them a little in sympathy with the decreasing value of the £. That has been done before, and so long as the financial delegations keep pace with the value of money, I would have no cause for dissatisfaction.

The relations of the Head Office and the Branch Office entered into the discussion this morning, and I have noticed in the press that many witnesses have had something to say on the subject. I have been a construction man all my life. I have worked here in Canberra for six years. Prior to that, I worked in the State Road authority of New

COMMONWEALTH OF AUSTRALIA

Department of Works,
Canberra, A.C.T.
24th Feb, 1955.

Dear Mr. Bullock,

I return herewith a corrected copy of the transcript of my evidence. I forward also, statements on the Apprenticeship position, the wages payable to tradesmen in Canberra, and the position in respect to road widening at Kingston, as known to our Department.

If you require, I can attend at short notice to tender these formally as evidence.

Yours faithfully,

(Sgd) James James

Asst. Director of Works (Const)

The Secretary,
Senate Select Committee on the
Development of Canberra,
Parliament House,
CANBERRA. A.C.T.

APPRENTICESHIP IN THE BUILDING TRADES
IN THE AUSTRALIAN CAPITAL TERRITORY

In the Australian Capital Territory apprenticeships are under the control of an Apprenticeship Board, comprising of a Chairman appointed by the Minister, a Commonwealth representative appointed by the Minister, a representative of private employers and two representatives of employees. The Board approves or rejects applications for apprenticeships in the various trades. Employers of apprentices must be approved and registered by the Board.

2. No basic educational standard is compulsorily applied except that in trades such as plumbing and fitting, the Intermediate is regarded as very desirable.
3. Not all vacancies for apprentices are registered with the Board. The prospective apprentice seeks out his own employer, or the Board ascertains vacancies by inquiry. These inquiries indicate that at present vacancies exist in all building trades in excess of demand. Except for a short period last year this has been the general position in Canberra in the post-war period.
4. The rates of wages for apprentices in the A.C.T. are based as percentages of tradesmen rates. Comparative percentages with New South Wales are shown below:- (The N.S.W. rates below are also expressed as percentage of tradesmen's rates):-

	<u>A.C.T. %</u>	<u>N.S.W. %</u>
1st year	30.0	26.5
2nd year	37.5	35.5
3rd year	47.5	44.5
4th year	62.5	68.0
5th year	85.0	84.5

5. Where an apprentice gains at least 75 per cent of possible marks in an annual examination the percentages shown in the foregoing paragraph for the A.C.T. is increased by 10-12-1/2 per cent (depending on year of apprenticeship).
6. The Apprenticeship Board operates both an indentured and trainee system. The indenture system is favoured against the alternative method.
7. The Apprenticeship Board does not indenture apprentices to itself. The system operated by the Board allows a great deal of flexibility in transfers, and provides adequate control of conditions of work and standard of training.

ANALYSIS OF BUILDING TRADES' APPRENTICESHIPS IN THE AUSTRALIAN CAPITAL TERRITORY

(FIGURES ARE AS AT 31st. DECEMBER)

Tradesman	No. Private Employers with Apprentices		Tradesmen on Dept. Work (Contractors)		Tradesmen on Dept. Work (Department)		No. Apprentices Employed			Applications Received by the Board		Applications Granted by the Board		
	1952	1954	1952	1954	1952	1954	Private	Department	1952	1954	1952	1954	1952	1954
Bricklaying	10	5	83	62	14	7	8	2	Nil	6	6	-	6	-
Carpentry *	21	25	469	204	113	96	52	36	25	19	19	13	19	13
Painting	8	10	83	49	79	74	6	11	12	8	9	9	8	9
Plastering	6	8	31	24	8	6	10	Nil	Nil	3	2	2	3	2
Plumbing	2	3	46	35	30	34	6	6	5	2	3	2	2	3
TOTALS	47	51	712	374	244	217	82	56	44	38	27	38	27	27

* Carpentry includes the trade of joinery, separate figures for the latter are given below :

	1952	1954
Joiners employed	25	21
Apprentices employed	1	1

DEPARTMENT OF WORKS

CONVERSION OF A.C.T. WEEKLY-HIRE RATE TO HOURLY-HIRE RATE

Tradesman	Award Rate	Award Rate Converted to Hourly-Hire Basis
	(per week)	(per week)
Carpenter	£16. 5. 6.	£18. 0. 1.
Bricklayer	£16. 7. 6.	£18. 2. 4.
Plasterer	£16. 7. 6.	£18. 2. 4.
Plumber	£16. 4. 0.	£17. 18. 6.
Plumber (Licensed)	£17. 7. 0.	£19. 3. 11.
Electrician	£16. 4. 0.	£17. 18. 6.
Builder's Labourer: Skilled	£15. 14. 6.	£15. 3. 8.
Ordinary	£13. 10. 6.	£14. 19. 3.

Note:

The formula used to convert the weekly-hire rate to the hourly-hire rate is

$$\frac{\text{Weekly-hire Rate}}{52} \times \frac{52}{47}$$

This formula allows for 2 weeks sick-leave, public holidays and lost time due to wet weather, for which payment is made to weekly-hire employees.

DEPARTMENT OF WORKS.

COMPARATIVE WAGE RATES: N.S.W., VIC., & A.C.T.

TRADESMAN	N.S.W. (per week)	VIC. (per week)	A.C.T. (per week)
Carpenter	£16. 18. 4.	£16. 9. 2.	£16. 5. 6.
Bricklayer	£16. 15. 0.	£16. 0. 0.	£16. 7. 6.
Plasterer	£16. 11. 9.	£16. 0. 0.	£16. 7. 6.
Plumber	£16. 10. 9.	£16. 0. 0.	£16. 4. 0.
" (Licensed)	£17. 5. 9.		£17. 7. 0.
Painter	£16. 1. 8.	£15. 17. 6.	£16. 2. 6.
Electrician	£15. 1. 0.		£16. 4. 0.
Builder's Labourer: Skilled	£14. 7. 6.	£14. 11. 8.	£13. 14. 6.
Ordinary	£14. 16. 8.	£14. 2. 6.	£13. 10. 6.

Notes:

- (a) The Federal Basic Wage: Sydney £12. 3. 0.
Melbourne £11.15. 0.
Canberra £11.18. 0.
- (b) The N.S.W. and Victorian rates are on an hourly-hire basis, whereas the A.C.T. rates are weekly-hire rates. The State rates are loaded for such factors as public holidays, sick leave and lost time. To convert the Canberra rates to an equivalent basis to the State rates they should be multiplied by 52 and divided by 47 to allow for 2 weeks' sick-leave, public holidays and lost time.
- (c) The A.C.T. rates include recent marginal adjustments following the Full Court's judgment in the Metal Trades case, e.g. the Carpenter's margin increased by 12/6d. per week. (The Builder's Labourers' rates have not been adjusted yet.) The State rates have not been adjusted since that judgment.
- (d) The A.C.T. tradesmen's rates include amounts varying from 2/- to 5/- for tool allowance.
- (e) The State rates are from State awards. A Federal award for Carpenters also operates in those States, the margin for skill being 75/- per week compared with 82/6d. per week in the A.C.T.

ALTERATIONS OF ROADS IN THE KINGSTON SHOPPING AREA.

Funds to the extent of £2,250. have been made available for the widening of Giles Street, Kingston, between Jardine Street (that is, Kingston Shops) and Wentworth Avenue, by building a widening strip of 6 ft. on the northern side of the existing roadway to give an overall width of 30' between kerbs in lieu of 24' between kerbs as at present.

The work will be completed within the next two months.

The only other alterations of roads in the Kingston Shopping area are the construction of a parking area on the south side of Eyre Street which was completed towards the end of last year and the widening of the lane at the rear of the shops to enable further shops to be built.

- - - - -

SENATOR HANNAFORD . - We know that the rear of this building is not particularly pre-possessing. Do you agree with that?

MR. ROGERS . - Yes.

SENATOR HANNAFORD . - You would agree that from an architectural point of view, it would not be difficult to make the rear portion of this building as attractive as the front?

MR. ROGERS . - I had that in mind in my reply to Senator Vincent.

(THE WITNESS WITHDREW)

JAMES JAMES, Civil Engineer, Assistant Director of Works, Australian Capital Territory, sworn and examined.

THE CHAIRMAN . - Have you a statement to make?

MR. JAMES . - I have the questions which you asked me to address myself to, and I have notes here, but they are not in a form to circulate. I would prefer to speak to them for a time, and then to answer questions, if that meets the convenience of the committee.

THE CHAIRMAN . - Yes. Will you proceed?

MR. JAMES . - The first question relates to the functions of office, delegations and so on. That is covered quite fully in the statement of Mr. Taylor, which was tabled this morning. I did not think that there would be any need for me to repeat what is given there, except that I would make the same comment perhaps that the personal delegations that I have are, in the main, sufficient. We have recommendations now to increase them a little in sympathy with the decreasing value of the £. That has been done before, and so long as the financial delegations keep pace with the value of money, I would have no cause for dissatisfaction.

The relations of the Head Office and the Branch Office entered into the discussion this morning, and I have noticed in the press that many witnesses have had something to say on the subject. I have been a construction man all my life. I have worked here in Canberra for six years. Prior to that, I worked in the State Road authority of New

SENATE CANBERRA COMMITTEE.

South Wales for more than twenty years. I would say with some firmness that there is a place in the firmament for a Head Office and a place for a Branch Office. I have worked in both at ^{different} times, and I have no hesitation at all in saying that there is a place for both of them. So far as this Branch is concerned, I as an engineer, have the greatest assistance and support from the specialist engineers in our head office. Without them we would feel very lonely on many an occasion. It may be that there is an odd tiff, but in the best regulated families, tiffs occur, and for every tiff there are a dozen occasions when you are very thankful indeed that you are one of that family.

The next question relates to the Department of the Interior. I take that to include the other departments. The Department of the Interior functions as we are concerned, very much as a Lands Department would function in a State. The Interior is a Lands authority. The Interior controls surveys. They control the land surveys and by the division of functions that obtains in the Territory, they also carry out engineering surveys.

The liaison extends to town planning. You have heard a good deal of that. The Town Planner has to come to our engineers before he starts off in order to make certain of his position - water supply and sewerage, stormwater, flooding, the development of head works over long periods, etc. He has to talk about his roads - the suitability of the earth for foundations and for road building. Out of those discussions come the town plan and policies for the order of development of the different sections.

We have the very greatest respect for Mr. Gibson. We find him most co-operative and most capable, and we do not have any cause for complaint there. The liaison takes place between officers of Mr. Gibson's status in our branch frequently and quite informally on many occasions. It so happens that Mr. Gibson lives round the corner from my block and some of the liaison is done on the way to work of a morning. That shows you the closeness and the ease with which we function in our liaison with Mr. Gibson's section.

SENATE CANBERRA COMMITTEE.

The Department of the Interior supplies us also with transport, even many of the tipping lorries we use, the transport we use for supervision and so on, and the long distance haulage vehicles we use for hauling materials in from outside the Territory. They all are organised from the Interior. There is just one transport section. The Department of Works does hire its own tipping lorries for constructional work. We do that direct. At one time the Interior did it for us but a couple of years ago, we thought that we would cut the corner and do away with a little circumlocution by doing it direct. That is the position now.

We also have liaison in matters of electricity. The Interior controls the electricity authority which is responsible for generating and distributing the electricity. The Department of Works is responsible for policing the standards of electrical work which, of course, is a matter which comes into building at many points. The electricity section of the Interior also carries out electricity installations on some buildings. Until about two years ago, the Department of Works controlled the electricity authority and because the electricity installations that we want to do by day labour are comparatively small in extent, we have not yet regarded it as worthwhile or warranted to set up our own small day labour electricity installation unit. Very likely we shall do so sooner or later, but it ^{will not be} ~~is not~~ a very large unit.

The Department of the Interior also does all our plan printing and our photographic work, and acts as our agent in obtaining aerial photos, aerial mapping and that kind of thing.

Other departments that have liaison with us, or perhaps vice versa, include the Bureau of Mineral Resources. They give us very great assistance in matters of the geology of the area and resources in the way of stone and limestone, and advise us on the geological characteristics ^{of important foundations}. In the very early days before Canberra was founded, very extensive examinations were made by commissions appointed from the States and there are very valuable and extensive reports on the geology of the area. The Bureau of Mineral Resources is always

SENATE CANBERRA COMMITTEE.

ready to help us to interpret them and bring them up to date, and extend and elaborate them wherever we feel the need.

The C.S.I.R.O. is also fairly close to us. The Building Materials Research station in Melbourne gives us, if not daily, then at least almost weekly advice on problems relating to building materials, more particularly the manufactured materials. We go to the ^{defense} laboratories in Melbourne on many matters, including the testing of materials, particularly paint. The R.A.A.F. is of very great assistance. Some of the photos which I shall show you presently are examples of that. The Air Force is always willing at the drop of a hat to do aerial work for us, and we take advantage of it pretty frequently.

As to the efficiency or effectiveness of this liaison, Mr. ^{Mr} ~~Evans~~ in his evidence will have some remarks to make in respect of town planning activity. There are suggestions that it should return to the Department of Works, where it formally resided. Mr. ^{Mr} ~~Evans~~ can go into that matter in more detail, but I should like to put it on record that I think the town planning is tied up so tightly with engineering and architecture that the best place for it is in the Department of Works. At times, the town planner, the engineer and the architect may not see the problem in the same way. On those occasions, I feel that there should be a higher authority in the technical field to sort out the matter, draw the lines together, and perhaps give a decision. Such decisions, I would say, would come best from people of the status of our Director of Architecture, our Director of Engineering, and our Director-General, all of whom are technical men, each very highly qualified in his own field.

We have not found many weak spots in this liaison particularly with the Interior. By and large, things are going pretty well. The only point that I could think of as I was preparing these notes related to road designing. Now and again, we find our road engineers advising somewhat different layouts ^{from} the road network, and detail of roads such as major road junctions, which do not find favour with the Department of the Interior. I do not think that

SENATE CANBERRA COMMITTEE.

this problem is given quite the attention that it deserves. These days, in the major cities, congestion and tie-ups of traffic are very much in the news. It might be said that Canberra is only a country town so what do we have in the way of traffic problems. However we know that we are growing in size. We have doubled in the last six years. We will probably double ^{again} in the next ten years.

MR. JAMES CONTINUING.- We might double ^{at all} again in a generation or so. Therefore we should take all the care that it is possible to take. A traffic engineer these days is a specialist in his own right. Although I worked on roads for more than twenty years before coming here, even now, if I had such problems as come up here, I would enlist the aid of a specialist traffic engineer. The State road authorities deem it worth while to train men specially. They send men round the world to study the problem and let them work in overseas countries. Then they are brought back to this country and the State authorities listen to what they have to say. I personally believe that greater attention should be given to such problems here. There have been occasions when our suggestions or recommendations on such ^(Traffic) matters have come before the National Capital Planning and Development Committee and have been rejected. We have no right of appearance before that committee and our suggestions have been rejected without us having been given even an opportunity to explain them or to listen to possible objections to them. There is a little weakness there which I would like to see plugged up. Later in my evidence I shall deal with the position at the Kingston Stores.

We have liaison on matters such as the allocation of bricks. There are over-all policies there which no doubt must be followed but I can never get used to the idea of seeing Sydney bricks coming on to a government job at high cost and then seeing a load of Canberra bricks tipped for somebody to build a garage or a fence.

I am asked to give some idea of the work effected by our branch on roads, footpaths and the like. I have data here which covers all our engineering activities. Mr. Thor has given tabulations on building and they are exhaustive. In 1950-51 we built five miles of black road. We did not seal any existing gravel road at all in that year. In those days we put all the resources we had into the building of houses and, quite deliberately, we let many other types of work lag. In 1951-52 we built another five miles of black road, mainly bus routes through newly developed areas. In the same year we made a start with the re-sealing of some of the

existing black roads that had been neglected through the war years. We got a contractor in and re-sealed fourteen miles which was quite a sizeable effort for the size of the city. In 1952-53 we were able to build seven miles of black road. In addition, we sealed ten miles of existing gravel roads and we re-sealed twenty miles of old black roads. ~~There is~~ ^{that made} a programme of thirty seven miles of black work. That is a pretty good effort. In 1953-54 we built six miles of black roads and we sealed just over ten miles of existing gravel roads. In addition, we re-sealed ten miles of existing black roads. The programme for that year therefore was about twenty-six miles, again a fairly substantial effort. So you will see that ~~in~~ ⁱⁿ the last three years there is a total of eighty miles of black work. For a city of this size that is a fairly good effort.

SENATOR RYAN.- What mileage of new road was constructed?

MR. JAMES.- Eighteen miles. In the same three years we built thirty three miles of gravel roads ^{part of} which might appear again in the sealing programme.

Very little kerbing, guttering and footpath construction was done up to 1951. We wanted to get busy on building and we put all our force into the provision of houses. We considered that if we ~~allocated~~ ^{conducted} as many houses as possible it would not matter much if the people had to walk on the dirt for a while. In 1950-51 ten miles of footpaths were built. In 1951-52 the figure was down to three and a half miles and in the following year it was six miles. Those years felt the squeeze of the limitation of finance. Cash was restricted and we chose to put all available funds into the building of houses that had been started. Footpaths and kerbing work is work that can be stopped quite promptly and was not of the highest priority. That is why footpaths dropped in those two years. In 1953-54 we got back to a more normal basis and built fourteen and a half miles. On kerbing and guttering we did nothing of any significance until 1952-53 when we built seventeen miles. That was an attempt to overtake the arrears of the previous two or three years. In 1953-54

we built seven and a half miles of kerbing and guttering. The committee was informed this morning that we run our own quarries. We are in a position to supply all our own crushed material for concrete work and roads. Our quarry figures are as follows -

Year.	Production.
1948-49	13,000 cubic yards.
1949-50	16,500 cubic yards.
1950-51	23,000 cubic yards.
1951-52	40,000 cubic yards.
1952-53	39,500 cubic yards.
1953-54	39,500 cubic yards.

Those figures, you might think, should reflect the activity in building but actually in the three first-mentioned years our plant and equipment were not big enough to supply the demand and the deficiency was made up by taking gravel straight from the river. Naturally, as soon as we could supply crushed aggregate, we tightened up the specifications and supervision and insisted on the use of better material. Washed sand which is an essential component of concrete shows the same kind of variation. The figures are as follows :-

Year.	Production.
1948-49	10,000 cubic yards.
1949-50	12,000 cubic yards.
1950-51	20,000 cubic yards.
1951-52	19,500 cubic yards.
1952-53	21,000 cubic yards.
1953-54	25,000 cubic yards.

That 20,000 mark seems to be about the real need of construction work. In the early years, because our plants were not in a position to supply, builders went straight to the river and took unwashed sand. We had little option ^{but} to acquire until we could supply the "real McCoy". On water supply, in 1951-52 we laid 72,500 feet of new mains. In 1952-53 the figure was 56,600 feet and in 1953-54, 44,500 feet. These figures reflect the decrease of house building over that period. There is also needs so much new main and the decline in those figures is pretty closely analagous to the decline in the turnover of housing.

I have figures here for water consumption but there has been so much publicity about our extravagance on that matter that I shall not read them.

THE CHAIRMAN.- They are outside our province.

MR. JAMES.- On top of those things we have done some pretty big works. We have added sixty feet to the wall of the Cotter Dam. That was in 1950-51 when building conditions were pretty strenuous. That was done by direct labour because contractors were not interested at that time. We also built a new suction main from the Cotter Dam to the pumping station.

We put two new pumps into the Cotter pumping station. We had to *buy exceptionally powerful and requiring special attention to design and manufacture.* We put a wait five years for those pumps but they are unique. We put a new service reservoir on top of Red Hill and on that job, we were enterprising enough to use a new method of reinforced concrete construction. There are only four or five similar tanks in the Commonwealth at present. A big 24 inch main from Red Hill to London Circuit is now under construction. Much the same figures can be quoted in connection with sewerage and also in connection with storm water. It is the practice in Canberra to put storm water underground and that is a fairly extensive activity.

Continued on page 439.

SENATE CANBERRA COMMITTEE

MR. JAMES (speaking).-- Our sawmills produce all the soft wood that is needed for building here. Radiata pine is grown in the Territory. About one million feet a year of flooring and weather boards go through the mills and the kilns. That has been of very great assistance in times of scarcity.

We make our own cement products such as fence posts and manhole covers, and we can make our own cement pipes when commercial sources let us down. Lastly, we have our own pool of constructional equipment. We have forty or fifty heavy tractors, about a dozen motor graders, seven or eight trenching machines and half a dozen power shovels. They are all owned, operated and serviced by the Department. There is about £500,000 worth of equipment constantly at work here.

The next question relates to costs, and at the head of the list is "Costs in relation to the States". We are constantly assailed on costs. Our costs are queried. We are asked whether they are as good as they might be, and how they compare with costs in other areas. This was put to the test in a very good way just about 12 months ago. We took one of our type houses and we sent the plans and the quantities to Melbourne and Sydney. We asked the Department's quantity surveyors in those two areas to price that house in terms of the costs current in those two capital cities. ~~At~~^{Off} the time, we had let a tender for this particular house and we knew what it cost us in Canberra. It was a brick house of about twelve and a half squares. In Sydney, that house was worth £3,810; in Melbourne it was worth £4,360; and in Canberra we actually had a tender for £3,940. The cost per square was £308.10. 0 in Sydney; £351.10. 0 in Melbourne; and £318.10. 0 in Canberra.

SENATOR VIRCENT.-- That is for an identical house in the three places?

MR. JAMES.-- Yes, to our plans, to our quantities and to our standards of finish - the identical house without the land.

SENATOR WOOD.-- Canberra was the second cheapest?

MR. JAMES.-- It was. Those figures were scrutinised pretty closely and some people even said they did not believe them. We went

back and forth to Sydney and Melbourne checking wage rates and material costs, and generally thrashing this matter out until we were well satisfied that these figures really were valid.

SENATOR HANNAFORD.- Were the figures for Sydney and Melbourne supplied by State construction authorities?

MR. JAMES.- No, by the Department of Works' own quantity surveyors in those two cities. Of course, the quantity surveyors in the two cities would know the ruling rates in those cities. They had no idea of what use would be made of these figures. We have no doubt that they did reflect the composition of costs at that time.

You have got to bear in mind the relative wage rates, and I should like to give those to the Committee just to make the picture complete, because wages is a fairly important factor. At that time, the wage of a carpenter was £19. 3. 4d in Sydney, £19. 3. 9d in Canberra and £20. 6. 5d in Melbourne. A plumber received £18.17.10d in Sydney, £20. 1. 8d in Canberra and £21. 8. 4d in Melbourne. The other trades were in much the same ratio. Wages in Melbourne were higher than those

in Sydney and Canberra. There is not a great deal of difference between Sydney and Canberra when you take into account the privileges or conditions attaching to Canberra awards. If you take the awards and compare the wage rates given in them, Canberra is behind Sydney, but the Canberra man has conditions relating to continuity, leave and the like which, when translated into terms of money, bring him pretty close to his Sydney counterpart, although he is still behind his Melbourne counterpart.

As to materials, at that time common bricks cost £12 3. 6d in Sydney, £13.10. 0 in Canberra and £12.12. 0 in Melbourne. Face bricks were £16.19. 6 in Sydney, £15.10. 0 in Canberra and £17.1. 0d in Melbourne. Hardwood was £6. 7. 6 in Sydney, £5. 0. 6d in Canberra and £5. 4. 0 in Melbourne. That is interesting. The Department maintains its own sawmills here, and although at the present time we are not operating our hardwood mill, the mere fact that there are two mills ready to go has had an effect on prices. It has kept our hardwood price here in Canberra steady and ~~quite~~ ^{relatively} low. There is no doubt about that. Flooring costs £2.15. 0 per hundred in Sydney, £2. 6. 0 in Canberra and £2.10. 0 in Melbourne. The impact of local

SENATE CANBERRA COMM. TITLE

production on softwood prices is seen there.

Roof tiles cost £9. 4. 6d in Sydney, £9. 5. 0 in Canberra and £7. 0. 3d in Melbourne. Canberra, as you may know, is supplied with cement tiles from a local factory. It is a privately run factory. It maybe that the price there is all the traffic will bear; in other words, so long as local tiles can compete with tiles from abroad we cannot expect to get them at a particularly low rate.

THE CHAIRMAN.- Are most of the tiles used here of that type?

MR. JAMES.- Yes.

SENATOR VINCENT.- Are cement tiles as good as baked tiles?

MR. JAMES.- To my way of thinking, yes. They conform to Australian standards. They are tested accordingly. After the first few months of operation about six years ago, I have not heard any complaints. The tile has improved to such an extent that you can take building people now along certain streets and they can tell from a car whether they are looking at cement tiles or terra cotta tiles. // At that time cement was £12. 2. 0 in Sydney, £12. 18. 6d in Canberra and £10.17. 9d in Melbourne.

We had another check at about the same time. We were asked to give our estimate in terms of our costs of housing types being built by one of the State housing authorities. We were told that these people could build the houses for £2,500 and we were asked whether we could do the same. We looked over the plans and worked out the costs in terms of our own costs. We found that a house of that type could be built in Canberra for very close to that price. We were told that none of these houses would exceed £2,500 in their home state. They were only from seven and a half to nine squares, quite small places. In terms of our costs at that time, the price in Canberra would have been from £2,500 up to about £2,900, or about £330 a square for these small houses. At the same time we were building eleven and a half square houses at about £306 a square. So we had nothing to be apologetic about in relation to our costs at that time. All the costs I have given are a little over twelve months old. That, I think was about the most stable time we have had for costs here.

SENATE CANBERRA COMMITTEE

There was no overtime at the time and there was no country allowance. Prices since have tended to rise. There is another comparison made at that same time which ^{is} worth noting. The late Mr. Poolley, the building society man, is a public statement in the Sydney press, said that a brick house in Sydney built to building society's specifications was costing, from £325 to £400 a square. ^{This compares with} ~~There was our~~ Canberra house at £318.10 a square. Mr. Poolley said a timber house was costing from £270 to £380 a square. Our timber houses were a little above that. He also referred to fibro houses, which we do not use here.

Still on the question of comparisons, we have many builders from other states, particularly N.S.W., coming into this area. As I am a construction man, it is my bound on duty to quiz them all which I do as regularly and as intensively as I can. More than once I have been told that a builder coming into this area uses the same rates as he would use in Sydney. He makes some allowance for the differences in wage rates that I have given, and he makes some allowance for the carriage of materials that have to come into the area by rail.

I am asked to compare day labour, fixed fee and lump sum contracts. I could talk on that subject for days on end. This is a very live subject with us in the Department of Works. We are constantly going over the ground. I think it will be sufficient for me to give you the conclusions we have reached over a long period, which I can support with all the data in the world if I am challenged. Remembering that we are speaking only of new building, not of engineering work or maintenance, you can take it that day labour costs run fairly uniformly. You never get a very cheap job and you never get a very dear job. They run perhaps a little above the lump sum contract. In anything like normal circumstances the lump sum contract is the rock bottom. After all, there is competition. The man who can do it the cheapest gets the contract. One man is competing against another.

MR. JAMES (continuing). - Suppose you benefit by a contractor's mistakes. We ^{may} get a low tender, ^{but} if the man is known as reputable and competent, ^{although} we know sometimes that he has beaten our estimate, ~~but~~ we will take it. So in ~~effecting~~ ^{accepting} a lump sum contract over a period you are getting the benefit of a few mistakes, and unless you are taking desperate steps to get work done, you are seldom, if ever, taking a contract which is ^{affreely} above your estimate based on what you judge to be ruling rates. The fixed fee contractors run up the scale from good through bad to indifferent. I have data with me which shows where a fixed fee contractor has done housing at a price in line with day labour and not out of line with lump sum contracting. I can show other examples where a fixed fee contractor was so expensive that we sacked him. He might have run 15% or 20% above what was a fair price.

SENATOR WOOD. - What do you mean by "fixed fee contractor"?

MR. JAMES. - A refined version of cost-plus. In cost-plus the sky is the limit because the contractor is reimbursed all his expenses and given a percentage of his actual cost as his profit.

THE CHAIRMAN. - What does the contractor get under fixed fee?

MR. JAMES. - The amount of his profit is fixed at the inception of the job.

THE CHAIRMAN. - As a percentage?

MR. JAMES. - It is calculated as a percentage, put down in the contract as a lump sum, and that is all he gets, so there is every incentive for him to get through his work quickly and he knows that if he is extravagant with our money it will not be to his benefit. ~~In the same way~~ ^{does not show proper} the fixed fee man sometimes ~~has a~~ responsibility in relation to expenditure. We have had fixed fee contractors working here in my time who were just as careful with other people's money as they would be with their own. No higher praise could be given to a man than that. We have also had others who, once they had a fixed fee contract, did not pay anything like proper attention to sound economical organizing.

SENATOR VINCENT. - Rising Fast?

MR. JAMES. - Yes, but of course we also rose fast and showed them the door. We always have the right to cancel a fixed fee contract at the drop of a hat.

SENATOR RYAN. - Is there much of that done now?

MR. JAMES. - No, there are ~~one or two~~ ^{three} old fixed fee contracts ~~going but we have let~~ ^{still current, covering a total of 103 houses. We let the last of those in June, 1934.} no new ones for at least twelve months I think. There is another factor on costs that I think the committee should note which refers particularly to housing work. I refer to working partners, tradesmen who are working together. These will turn in a job at the lowest cost because, obviously, they have no overhead of the kind that other builders have. Everybody connected with the job is working on it. But there are not enough of this type of contractors to do the volume of work that we need. We go next to small firms who might be capable of doing ten or twenty houses a year. Because of their amount of overhead their costs may be perhaps 3% above those of the working partner type of firm. There are not enough of those either to give us the volume of work we need, so we go to the big firms and they, with their higher overhead, have higher costs still. Also, when a big firm comes into the area for the first time and has to establish itself it has costs relating to establishment. It could be taken quite fairly, I think, that the extra costs associated with a big firm in housing are about 6% above those for the rock bottom working partner type of firm.

Before we leave the question of costs I should like to make another point. Reference has been made to Saturday overtime as a means of increasing output and to country allowance as another means of expediting work. On Saturday a workman is paid 1 1/2 hours pay for 8 hours work. He gets time and a half for the morning and double time for the afternoon. With the normal proportion of materials ^{2/3} and labour, working on Saturday theoretically adds about 3% to the cost of a house. I say theoretically, because that is the result of my calculations. It is not quite as easy as that in actual practice. The man who works on Saturday might not turn up on Monday or the ^{breakdown} ~~builder~~ might be ^{handicapped in} ~~incapable~~ of working on Saturday because his labour has not turned up. Work on Saturday might not proceed as

efficiently because the boss is not there. So 3% would, perhaps, be the minimum for the extra cost for working on Saturday. Country allowance has an effect too. If your average building wage is about £15 a week and you pay, say, £4 country allowance to half your men you have put up your costs by about 6%. If you paid £4 country allowance on top of the average building wage of £15 and had half your men on country allowance your costs would rise about 6%.

The next question relates to difficulties experienced by contractors. Lately we had the Master Builders' officers in Canberra to see us to go over this ground which has been pretty well gone over already. The builders told us that their difficulties centred in certain kinds of considerations. Firstly, they asked for a guaranteed supply of material. That is a tall order and for a builder ^{offering the benefits of} ~~relying on~~ private enterprise it is a tall order if he wanted all the privacy and was not going to give us much of the enterprise. But we do, as Mr. Taylor said this morning, stock in our own store materials we know are likely to be short and we assist any builder in trouble with supplies from our store. At the same time we do all we can to make them stand on their own feet. After all, they have given us a tender and they are making a profit so let them get busy. At the same time, in the interests of our programme we go to quite big lengths to help in the matter of materials. We have imported steel, iron pipe and put it in our own store and sold it to builders who needed it. Many of the difficulties of builders are associated with attracting tradesmen to Canberra. You have heard the question of supplying houses to tradesmen discussed thoroughly this morning. The country allowance was mentioned this morning but it was not discussed fully. There is a fair amount of controversy in that regard. If the builders were building in ~~Hewl~~burn or Wagga and took their workers with them they would cheerfully pay them country allowance but in Canberra they are a little delicate on the subject because we found when we ~~had to~~ ^{did} pay country allowance that there were anomalies on the job, which were the result of the fact that a man brought from outside was getting greater pay than a local man working

SENATE CANBERRA COMMITTEE.

beside him. We could never make country allowance palatable to the local building force. The builders do not like overtime either because of the absenteeism factor that I have mentioned.

The master builders have also a good deal to say about rise and fall contracts which make provision for meeting higher costs during the course of a contract that are outside the builder's control. The department's practice at present is to give rise and fall on a contract of more than twelve months' duration. The builder can well take the risk in a contract of shorter duration than that. For example, a job of less than twelve months' duration is usually a smallish job and there is nothing to prevent the builder buying all his materials on the spot and there are not likely to be many severe rises in labour costs in a period of less than twelve months. Lately with the problem of margins hanging in the air this matter of rise and fall has become fairly critical, so much so that the Federal Master Builders' Organisation has directed its members not to tender except with rise and fall provisions. We have made no move to meet that. My experience is that Master Builders' Associations, wherever they are, or at least my experience in the Australian Capital Territory, is that as soon as there is a bit of a squeeze one man will drop out and that is the end of a combination. We saw that happening in connection with Saturday work a few months ago when we were putting out as much work as the builders could handle, at a time when building outside this area was expanding and was offering incentives of one kind or another. The builders decided ^{against} ~~to~~ work on Saturday but the defection of only one builder broke the ring and ^{again and will} ~~nobody was working on the~~ next Saturday.

Builders have complained that they hold too much retention money. We hold 10% of the value of the work against satisfactory completion. They think that is rather severe, but it is a provision based on experience. We must always play safe and, after all, we are handling money belonging to the taxpayers. We give them consideration in respect of material. We pay for specialised materials once they are delivered to the job and they are in safe custody and I doubt whether there is any real cause for complaint by

the builders in that respect.

The builders have also spoken of the need for continuity. Obviously, if a builder can see his way a long way ahead and be sure that one job will follow another he can go further out on a limb in the way of buying equipment or keeping a building crew together, but the problems there are rather heavy. Many other complaints were mentioned this morning but one that was not mentioned very specifically is the way that governments control their budgets. About two years ago wool dropped in value and building almost hit the dust overnight. That sort of thing is not under control. If we go back further into history and read the old reports of the Federal Capital Commission we will see that that body was going like a house on fire until the depression happened, and you could say Jack Robinson the Federal Capital Commissioner, his works were scattered to the four winds. These kind of considerations must be always with us.

(Continued on page 450)

CANBERRA SELECT COMMITTEE.

MR. JAMES. . - Labour problems were threshed pretty thoroughly this morning, and I shall not say any more on that subject. Before another Parliamentary Committee, a week or two ago, our Deputy Director-General Mr. Price, was being questioned on budgetting for works programmes, works potential and the like, and he quoted figures relating to New South Wales to the effect that the number of men in the building trades in New South Wales had dropped from 126,000 in 1951 to 90,000 at the present time. I have read the evidence given on that occasion, and although the question was skated round a little, I could not see any clear explanation given for that big drop, so I did a little investigation on my own account. I think that it must be bound up with the following factors. We know, first of all, that apprentices are not coming into the building industry at the same rate as the old men are going out. The figures show that, although I do not at the moment quote precise figures. In addition, three or four years ago there was plenty of fixed fee work going; and there were plenty of men working in the building trades who were not earning their salt. They were not good tradesmen, and when the little squeeze came a couple of years ago builders got rid of those men and they have not come back into the game. Maybe we are not missing them. You heard Mr. Taylor say this morning that the output per man now is quite good and is better than it was in the fixed fee days. Along with that decrease in manpower in the building industry, private building has jumped by leaps and bounds. In 1951, I think that something like ⁵³250,000,000 worth of commercial building was going on in New South Wales. At the present time, it is more like ^{£120}250,000,000. Naturally, we in the country are at the thin end of the stick in the competition for labour. The figures I have given apply to New South Wales. I do not know how far they apply to the other States, but we know that there are big enterprises, such as the Rocket Range, the big Oil Refinery in Western Australia, the uranium activities in the Northern Territory, and the Snowy Mountains Hydro-Electric project.

SENATOR RYAN . - And also Satellite Town in South Australia.

CANBERRA SELECT COMMITTEE

MR. JAMES . - Yes. The sky is the limit as far as incentives are concerned today. You know what is going on with the oil refineries, for instance. Until they produce oil, all the money invested in them is dead. Therefore, the payments to tradesmen are a mere bagatelle compared with what is at stake as a whole. Our position here is very different. We must go on building day after day and year after year. We must keep a fairly firm hand on the throttle of costs. That is brought home to us when a house is being built and some one has to pay rent for that house, and when the costs of our housing are compared with costs in other parts of the Commonwealth.

THE CHAIRMAN . - I take it from your remarks that architecture, engineering, and town planning are so intimately associated that they could well come under your department?

MR. JAMES . - That is my personal view.

THE CHAIRMAN . - Do you think that they could be taken from the two departments and put under a single authority for Canberra - an authority that was not dependant on the head office of either Works or Interior?

MR. JAMES . - They could, but it should be remembered also that we get nothing but gain from our association with our head office.

THE CHAIRMAN . - Do the two branches of Interior and Works here work harmoniously ? Is there friction or delay?

MR. JAMES . - No. Sometimes there is perhaps a little strain at the lower levels, but whenever the occasion warrants, as Mr. Taylor said this morning, he ^{and} I put on our top hats and go across and see Mr. McLaren.

THE CHAIRMAN . - I gather that the main difference of opinion between the two departments has been on the question of roads?

MR. JAMES . - Yes, and that is relatively minor. I am a roads man myself, and it sticks in my mind a little.

THE CHAIRMAN . - Would it be a correct summing up of the various figures you gave us about building costs to say that the differences, whether for materials or labour, between Canberra and Sydney are not

a very serious problem?

MR. JAMES . - No.

THE CHAIRMAN . - Is your department or the Postmaster-General's department responsible for the Postmaster-General's Department building in front of the Hotel Kurrajong?

MR. JAMES . - I was reserving that for a little later. I have a statement to make about it.

THE CHAIRMAN . - Of the three methods of getting the work done, I gather that you think that the lump sum contract is generally the most satisfactory?

MR. JAMES . - For building, yes.

THE CHAIRMAN . - You made a remark about the drop in building because of the shortage of national income. I suppose you are aware that there are certain modern theories, which are becoming generally accepted, which would make any Government, irrespective of party, adopt a somewhat different attitude towards building in Canberra from that adopted in 1929?

MR. JAMES . - There is no doubt about that.

THE CHAIRMAN . - There may be a dropping of in private building because people would be nervous and have less income, but there should be no reason at all for a dropping off in public building in Canberra?

MR. JAMES . - We even prepared our national works reserve against that time.

THE CHAIRMAN . - In fact, it would be much more sensible to have an increase in them. It would be a good idea to have works set aside to be done at that time?

MR. JAMES . - In theory yes, but the difficulty arises of who is to say that the time has arrived.

THE CHAIRMAN . - I think that the unemployment figures provide a very good indication.

MR. JAMES . - You are still left with the problem of when to start. *Can you control the use of the reserve so that it will really bridge the depression?*

SENATOR HANNAFORD . - On the question of roads, what is the main difference of opinion between you as an engineer and the officer.

CANBERRA SELECT COMMITTEE.

of the Department of the Interior as to the methods to be adopted?

MR. JAMES . - We feel that, as specialists, we might be a little ahead of the town planner who, after all, is a general practitioner.

SENATOR HANNAFORD . - If you come into conflict at all, it is with the town planner?

MR. JAMES . - Yes, or his seniors.

SENATOR HANNAFORD . - Is there any reason for that slackening off in the number of apprentices in the building trades?

MR. JAMES . - These days boys can earn a high wage without any particular skill. An apprentice gets a lower wage and has to behave himself. He has to go to the work at night. The proportion of work being done in this manner by labour is somewhat less than it has been. The department usually takes a higher percentage of apprentices than do the contractors, because the department can guarantee greater continuity. A contractor might have a job today but none tomorrow, and for that reason he is a little more diffident about taking on apprentices.

SENATOR HANNAFORD . - There is no obligation on contractors to have a certain number of apprentices on the job?

MR. JAMES . - No. The obligations are in the opposite direction. A contractor must ^{not} have more than a certain percentage of apprentices to his tradesmen.

SENATOR RYAN . - Does your department attend to the administration of roads, or their construction and supervision?

MR. JAMES . - We attend to maintenance and construction.

SENATOR RYAN . - Has any attention been given to the Cooma road?

MR. JAMES . - Yes. There is not much hope for it until it is completely rebuilt and it has a black top. We have commenced with the re-construction, and that is proceeding at the rate of about £60,000 a year and will take about three or four years for us to get to our boundary. We are determined that we shall be at our

P.4. 453. MR. JAMES.

CANBERRA SELECT COMMITTEE.

boundary before the State have worked north from Cooma and are at the boundary.

SENATOR RYAN . - There is a certain amount of road outside the Territory?

MR. JAMES.- Yes, it runs about eighteen miles from the city southwards.

SENATOR RYAN . - Are the storm water drains in the O'Connor area so constructed that they are able to cope with extraordinary downpours?

MR. JAMES. They are.

SENATOR RYAN . - You say that the department has a large amount of equipment under its control. Do you attend to the maintenance of that equipment, or is it done by some other department?

MR. JAMES . - We look after our own equipment maintenance and also maintain similar equipment owned by other departments e.g. Police, Army, ~~Land~~ ^{Land}, & ~~Public~~ ^{Public} ~~Works~~ ^{Works} ~~and~~ ^{and} ~~other~~ ^{other} ~~departments~~ ^{departments}.

CAMBERGELL SENATE COMMITTEE

SENATOR RYAN.- And vehicles?

plant. MR. JAMES.- No, just the Department of Works *contractors*

SENATOR RYAN.- All your motor transport such as large lorries?

MR. JAMES.- Those that we hire from the Department of Interior are maintained by that department. Naturally, the contractors look after their own.

SENATOR RYAN.- What is the condition of those vehicles?

MR. JAMES.- Satisfactory or they are sent home.

SENATOR RYAN.- You have had no serious interruption with them.

MR. JAMES.- No. We have always had all the transport that we have needed here, except perhaps when I came here six and a half years ago. For a few months until we had organised a little and sponsored the purchase of those big diesels that you see, we might have been pinched a bit.

SENATOR RYAN.- Over all you would say that the condition of the diesel lorries is satisfactory?

MR. JAMES.- Yes. The diesels owned by the Interior are the most satisfactory heavy vehicles we have had.

SENATOR RYAN.- You do not know the conditions of the replenishment of those particular types of vehicles?

MR. JAMES.- No. I have had no cause to go into that. Vehicles are always forthcoming when we need them. Actually contract vehicles are usually available to an extent that can be embarrassing. There are usually more vehicles offering than we can employ. We have a little difficulty in sharing out the work to please everyone at times.

SENATOR BENN .- How many cost plus jobs are now in existence for your department?

MR. JAMES.- ~~I do not think there would be more than three each for a small group perhaps a dozen houses.~~ ^{bill of 53} They are the tail end of the very large fixed fee contract ^{with} for the Melbourne firm of Jennings.

SENATOR BENN.- And your department is not inclined to

CANBERRA SENATE COMMITTEE

enter into any more similar contracts?

MR. JAMES.- We do not wish to, and I am pretty sure our Minister would not let us.

SENATOR BENN.- Your department does not now control the brick works.

MR. JAMES.- No, we are carrying out the construction work but we are now not the managers of the brick works. We are now no more than contractors doing the building job out there.

SENATOR BENN.- How do the bricks made by the brick works compare with bricks imported into Canberra?

MR. JAMES.- You get all sorts from both places. We do not command the best Sydney bricks, but we get good bricks from Sydney. Sometimes we get bricks that we do not like very much. We get good bricks from Bowral and Goulburn. We have had them even from as far away as Parkes. On the whole, the imported bricks are good bricks. On the whole, Canberra bricks are good bricks, but there have been batches of bad ones at times when the machinery has been giving trouble, or the process has been changed.

SENATOR BENN.- Is that due to the form of manufacture? Are the clay deposits here comparable with those elsewhere?

MR. JAMES.- No, local brick making materials are not good. The problem here is inverse to what it is normally. Normally, if you desire to make bricks, you find some good materials and put your brick works on them. We did it the other way round. We said, "Here is the place for a city" so naturally this is the place where we have to make bricks. We have to do the best we can with what is locally available.

SENATOR BENN.- You are putting in new plant at the present time?

MR. JAMES.- That is so.

SENATOR BENN.- With the object of increasing output?

MR. JAMES.- That is so.

SENATOR BENN.- To what level annually?

MR. JAMES.- At least doubling it.

SENATOR BENN.- What is that in millions .

CENTRAL SERVICES COMMITTEE

MR. JAMES.- I am quoting figures now that apply to our own department's control, but I think that the capacity of the works at the present time is of the order of eight million to nine million a year. The new work should raise that to the order of eighteen million or nineteen million a year.

SENATOR BENN.- Did you not have that proposal under consideration in 1948?

MR. JAMES.- Not the same proposal. Our department had proposals which were considered and checked by C.S.I.R.O. There was a good deal of modification of proposals. There was delay in obtaining equipment. Then, about eighteen months or nearly two years ago, the brick works were taken from the Department of Works and placed under the control of the Department of the Interior, and the latter department then proceeded with proposals for increasing the output and building new kilns, buying machines and so on that did not have much relation to the proposals that this department considered.

SENATOR BENN.- But your objective in 1948 was to instal the plant which would manufacture about eighteen million bricks annually?

MR. JAMES.- That is right.

SENATOR BENN.- And the project is now in hand?

MR. JAMES.- That is so.

SENATOR BENN.- You do experience cement shortages?

MR. JAMES.- We have periodical small squeezes, but we never have anything that can be fairly described as a real shortage. For a month or two before the holidays, our allocations were not as much as we would have liked. We soft pedalled on paths, kerbs and gutters. Some contractors had to come to the department for cement from our reserve stocks, but the position today is near enough to normal.

SENATOR BENN.- Does that prevail throughout N.S.W. and the Territory?

MR. JAMES.- Yes. N.S.W. is much more fortunately placed

than any other State.

SENATOR BENN.- Where do you get the cement supplies?

MR. JAMES.- Mostly from Berrima.

SENATOR BENN.- How far away is that?

MR. JAMES.- About one hundred miles.

SENATOR BENN.- There is no stone nearer Canberra from which cement can be manufactured?

MR. JAMES.- There is probably stone right underneath ~~it~~ from which cement can be manufactured, but it would not be a practical proposition.

SENATOR BENN.- It would not be an economic proposition to instal a kiln and manufacture your own cement?

MR. JAMES.- No. Right back in the very early days when the geologists investigated the country, it was one of their commissions to find materials from which cement could be made. They did find materials from which cement could be made, but time marched on and the demand for cement in this immediate area would not warrant the very high capital cost of the very large plant that is ^{now} necessary to make cement with any kind of economy.

SENATOR BENN.- As an officer of the department, you are concerned with the labour position in Canberra?

MR. JAMES.- As a construction man, it really makes me sweat to see how much work is waiting to be done and not being able to get on with it.

SENATOR BENN.- Skilled work?

MR. JAMES.- Yes.

SENATOR BENN.- You have a joinery works?

MR. JAMES.- We have a very good one.

SENATOR BENN.- Do you employ many joiners or journeymen?

MR. JAMES.- Not at the present time. We have employed as many as forty, but our policy is not to do in our own shop what we can get done from commercial sources. At the present time, there are eight men employed, and their job is to do special work. For example, they are making a dome for Mt. Stromlo out of timber - something quite exceptional.

CANBERRA SENATE COMMITTEE

SENATOR BENN.- Are there any apprentices in that trade?

MR. JAMES.- We have thirty-eight apprentice carpenters.

SENATOR BENN.- No joiners?

MR. JAMES.- The carpenters and joiners seem to be listed together in my returns.

SENATOR BENN.- You cannot separate them?

MR. JAMES.- No, not in this return.

SENATOR BENN.- You cannot say, when you had 40 joiners, how many apprentices you employed?

MR. JAMES.- I could go back in the records and get the information.

SENATOR BENN.- Without much trouble?

MR. JAMES.- Yes.

SENATOR BENN.- If you can get it tomorrow, I shall be satisfied. How many carpenters have you approximately?

MR. JAMES.- In the area at the present time there are 358 carpenters employed by the department and its contractors. There are 245 employed by the contractors and 55 by the department.

SENATOR BENN.- How many apprentices would your department employ in the carpentry trade?

MR. JAMES.- This return does not separate the apprentices of the department from those of the contractors, but I know that our proportion of apprentices is very much greater than that of contractors. I could get the figures without any trouble.

SENATOR BENN.- That would be one way of relieving the labour shortage in the building trade, that is to say, the employment of apprentices.

MR. JAMES.- Yes, and it is a way that has been suggested to us.

SENATOR BENN.- It would be local labour too?

MR. JAMES.- Exactly.

SENATOR BENN.- You have already explained that they are not coming forward freely.

MR. JAMES.- That is right. It has also been suggested

SENATE CAMBERRA COMMITTEE

that something comparable to the old C.R.T.S. might be instituted.

SENATOR BENN.- As a department, do you have any trouble in obtaining sufficient apprentices for the trade?

MR. JAMES.- Yes.

SENATOR BENN.- You do yourselves.

MR. JAMES.- Yes we do.

SENATOR BENN.- What is the cause of that?

MR. JAMES.- The fact that the boys can obtain higher wages for other work and that in some trades, such as plumbing, the work does not seem to have quite the appeal of other avocations.

THE CHAIRMAN.- I thought plumbers were enormously wealthy people.

MR. JAMES.- They are but they do not seem to be socially popular.

SENATOR BENN.- Do they receive the same rate of wages?

MR. JAMES.- I think they get a bit more.

SENATE CANBERRA COMMITTEE

SENATOR BENN.- You say that so far as your Department is concerned, the position of apprentices in the carpentry trade is not too good, and that so far as contractors are concerned, the position is poor?

MR. JAMES.- That would sum it up pretty fairly.

SENATOR BENN.- Have you ever thought of doing anything to improve the position so far as private contractors are concerned?

MR. JAMES.- We have not faced the position at all squarely until quite lately. We are considering now whether we should recommend some improvement in the pay of apprentices.

SENATOR BENN.- You think that would make the trade more attractive to them?

MR. JAMES.- Obviously, more money would make it more attractive. Whether it would achieve the desired result would remain to be seen.

SENATOR BENN.- There is an apprenticeship board functioning here?

MR. JAMES.- Yes. We are represented on it. It is a very active and very able body and has done excellent work in days gone by.

SENATOR BENN.- Would you regard it as very important?

MR. JAMES.- Very important. In days gone by, the number of apprentices turned out in Canberra and the standard they have attained in their trades have been notable. Canberra trained tradesmen are the backbone and the lifeblood of the building industry here.

SENATOR BENN.- Therefore your Department considers that it must train its own tradesmen here?

MR. JAMES.- We have always taken up our own responsibility as fully as we possibly could. We are concerned now that contractors are not perhaps carrying their share of the burden and that is brought home to us because now contractors are doing a larger share of the building than they were.

SENATOR BENN.- Would the lack of continuity of work be a reason for the failure of contractors to take on more apprentices?

MR. JAMES.- Builders have told us through their accredited

SENATE CAPREIRA COMMITTEE

representative that that is a factor and I would agree with that.

SENATOR BENN.- Has the apprenticeship board ever given consideration to having apprentices indentures to itself?

MR. JAMES. - I do not know. I am not a member of the board. Our industrial officer represents us.

SENATOR BENN.- That would be one way out of it?

MR. JAMES.- Yes, and yet it might not be a very large contribution. Actually, when the squeeze came on building a couple of years ago and builders found they could not carry the apprentices they then had, indentures were transferred to the department. There is considerable flexibility in that respect.

SENATOR BENN.- Then the department stood them down if it had no work for them?

MR. JAMES.- The amount of work we put on the market was reduced about two years ago and builders did not have work for all their apprentices. They then arranged transfers to our department.

SENATOR VINCENT.- Does the Department of the Interior place orders with your department for work irrespective of your capacity to carry it out or does it only place sufficient orders for work to keep within your capacity?

MR. JAMES.- We accept orders only to the extent of our own idea of our capacity.

SENATOR VINCENT.- So, if there are other orders, your department would indicate to the Department of the Interior that it could not fulfil them and consequently those orders would not be placed?

MR. JAMES.- That is correct and it applies to the other departments for which we do work.

SENATOR VINCENT.- May I sum up by saying that the total of the constructional and maintenance work carried out in this city is absolutely governed by the capacity of the Department of Works to do it?

MR. JAMES.- By our estimate of our capacity at the beginning of the year. There is a committee on which there is a representative of the Department of Works, a representative of the Treasury, and a representative of whatever department wants work to

R.2 461 MR. JAMES.

be done for it. That committee prepares a works programme for the year, balanced as closely as possible to our capacity to undertake it.

SENATOR VINCENT.- Having undertaken sufficient work to the capacity of your department, that factor then governs the amount of work that is being done?

MR. JAMES.- That is so.

SENATOR VINCENT.- If I am right in saying that it is your department that controls the actual volume of work being done, am I right also in saying that it is your department that is responsible for endeavouring to increase the potential capacity in respect of work to be done?

MR. JAMES.- We have every interest in increasing the potential. But we can be caught short. At the beginning of a year we organise works on the basis of our potential at that time and if we are working on a falling market we are caught short. In our planning, we naturally want room to manoeuvre and we do tend perhaps to take on a little more than we expect to be able to carry out.

SENATOR VINCENT.- There is a programme for the transfer of additional departments from Melbourne and Sydney to Canberra. That involves of course the provision of additional office accommodation, and, more importantly, housing and other services. I understand that programme is well behind schedule?

MR. JAMES.- It is behind schedule.

SENATOR VINCENT.- What factors are responsible for that programme being behind schedule?

MR. JAMES.- There are not enough men to carry out the work at the required rate.

SENATOR VINCENT.- Skill?

MR. JAMES.- Yes.

SENATOR VINCENT.- Are there sufficient contractors?

MR. JAMES.- Yes.

SENATOR VINCENT.- What about material?

MR. JAMES.- There are squeezes on materials. Mr. Taylor tabled a schedule this morning showing threatened scarcities of materials but I, as a construction man, would expect to fight my way

SENATE CANBERRA COMMITTEE

out of any difficulty over material.

SENATOR VINCENT.- To the extent that you might be able to catch up with the looway in this programme?

MR. JAMES.- Over a period. I can qualify that by saying that there are something like 400 men engaged on housing at present. It takes one and three quarter man-years to build a house. Therefore, 400 men are turning out houses at about 300 a year. To catch up the arrears of our housing programme we need to boost up the output to something like 1,000 a year and therefore to take into our work force something like 1,000 men.

SENATOR VINCENT.- Do you think you could get materials for that figure?

MR. JAMES.- I would expect the supply of materials to increase at the same rate as I would expect to be able to increase the manpower by whatever means are adopted to attract men to Canberra.

SENATOR VINCENT.- You do not envisage any serious problems in carrying out this programme according to schedule?

MR. JAMES.- No ^{but we} cannot do any better than we are doing now without very high level decisions on incentives.

SENATOR VINCENT.- Who makes those decisions?

MR. JAMES.- They go right to the Government.

SENATOR VINCENT.- It would require government decisions with regard to those factors you mentioned, labour and materials?

MR. JAMES.- Particularly incentives to labour. I refer to preference in housing, regular overtime, country allowance etc. Even then that might not be the answer because it would all depend on what was going on in the outside world at the same time.

SENATOR VINCENT.- Can you tell us why, in your opinion, there is a tendency for Canberra housing styles to be somewhat monotonous?

MR. JAMES.- The reason is that the Commonwealth is the landlord and desires to accommodate its tenants at the lowest possible rentals. That means, first, that you cannot afford money to vary your planning greatly, and, secondly, that every house has to be reasonably

SENATE CANBERRA COMMITTEE

acceptable to a variety of tenants.

SENATOR VINCENT.- You have to have a common standard of house which results in a monotonous appearance?

MR. JAMES.- It tends that way. I do not say that our standard externally are not capable of considerable improvement.

SENATOR VINCENT.- Can you give us some ideas of how they could be improved?

~~SENATOR~~ ^{Mr} JAMES.- That would be a question for Mr. ~~Evers~~ ^{Mr}. I am just an engineer and I might be getting into deep water.

SENATOR VINCENT.- A very interesting map has been tendered to us as an exhibit. It indicates the work you have done, the work you are doing and the work you expect to do. Can you tell me why undeveloped areas close to the centre of the city have not been tackled before extending to more outlying areas?

MR. JAMES.- I would be guessing a little to answer that. That is a question which would be better put to Mr. Rogers or Mr. ~~Evers~~ ^{Mr}. It is outside my sphere.

SENATOR VINCENT.- A preponderance of evidence given to this Committee favours the establishment of one central corporate authority to have responsibility for planning and developmental work in Canberra. Have you any views on that proposition?

MR. JAMES.- I have been a construction man for many years and I believe very firmly that the form of organisation is secondary to having the right number of properly qualified people, putting them in their jobs and setting them to work. I would say that having the right calibre and strength of staff is much more important than a mere form of organisation.

SENATOR VINCENT.- To advocate one central corporation charged with the responsibility of Canberra?

MR. JAMES.- I do not think that it would bring the millennium.

THE CHAIRMAN. - Will you resume your evidence?

MR. JAMES. - The next item relates to the number of important projects. First, let us deal with the ^aAdministrative Building. We received our requisition from the Department of the Interior for that building. To hold requisitions amounting to £3,847,000 at the present time. Expenditure to date is just over £2,000,000. The work commenced as a fixed fee contract and was carried on on that basis. ^{until} It was negotiated into a lump sum contract as from the 27th May, 1953. Something less than £1,000,000 was spent under the fixed fee conditions. A little over £1,000,000 has now been spent under lump sum conditions. The work commenced in 1947-48. It commenced in real earnest in 1948-49. The annual expenditures commencing from 1948-49 are £93,000, £168,000, £251,000, £251,000, £376,000, £592,000 and £287,000 for the first seven months of the current financial year. The rate of expenditure increased quite substantially at about the time of conversion from fixed fee to lump sum work, partly because conditions improved in the building industry at that time and it was possible to put more men on the work, and partly because much of the carcass of the building had been completed by then and it was possible to bring in the sub-contract trades. The Department has considered the work throughout as an individual project. We have had one architect on it throughout, controlling the design and the construction, in a separate cell.

SENATOR MANNAFORD. - He is in a supervisory capacity?

MR. JAMES. - Yes. One man, Mr. Wellington, is responsible to me for the design - design proceeds concurrently with construction on a work of that size - and for the supervision of the contract work.

THE CHAIRMAN. - Who prepared the original plan - a departmental architect or an outside man?

MR. JAMES. - I ~~believe that~~ ^{Many} years ago there was a competition. I ~~am not sure of that~~. But the work which is proceeding now has been planned entirely by departmental architects.

THE CHAIRMAN. - Based on some previous plan? Is this something like the old controversy about who built the Sydney harbour bridge?

SENATE CANBERRA COMMITTEE.

MR. JAMES. - ~~If there was a competition, it was many years ago.~~ The work has been revised and reviewed several times, and I think it would be fair to say that the work as it appears now is entirely the work of departmental architects. The completion date for block A is the 31st December, 1954. That date is passed and it will be about the middle of the year, or perhaps a month or two beyond that, before that block is ready for occupation. Block A faces the centre of the Government area; it faces west. It comprises roughly 25% of the accommodation in the whole building. It is running six months or so behind its completion date. Block B is scheduled for completion on the 31st December, 1956. That is running pretty closely to schedule. Block B comprises roughly 50% of the total accommodation in the building. Block C, which is near enough to the remaining 25%, is scheduled for completion on the 31st December, 1957. That is running near enough to schedule. You may have noticed that the concrete is up to the top on practically the whole of the building now, so that the work from now on is very largely in the hands of the different sub-contractors. The block as a whole is near enough to 50% complete.

There were difficulties. In the early years of construction it was impossible to get the number of men on to the work that the work warranted. There were also difficulties with regard to supplying crushed stone for the concrete work. We had difficulties with re-inforcing steel. I think nearly the whole of the re-inforcing steel in the building has been imported. The department imported it and passed it on to the contractor. I think there is steel from almost every part of the globe incorporated in that building. Work under the fixed fee conditions was hampered by the inability of contractors to offer incentives or to do any of those things that a builder working under a lump sum contract can do of his own volition without consulting his principal. The firm undertaking the contract has done everything reasonable. I remember that at one stage it imported tradesmen from Malta to give the work a boost. It is a thoroughly competent firm, and the way in which the work has bounced on from the time of conversion to a lump sum contract is ample warrant for the claim of

the firm to have managed the work efficiently.

So far as the utilisation of the building is concerned, the Department of Works is represented on the inter-departmental committee which allots occupancy. We have details of the departments to be accommodated in block A. The News and Information Bureau, a section of the Department of the Interior, and also the P.N.G., will be on the lower ground floor. The Department of the Interior will be on the ground floor, as will National Development. The Department of Health will have part of the second and third floor. We do not know who will be accommodated in the balance of the building.

The contract is subject to rise and fall conditions. When the lump sum contract was made, the contractors filed with us a list of the prices that they expected to pay for their material, and we are obliged to pay any increases which are verified according to our procedures. We estimate that the rise and fall from May 1953 up to the end of last month is about £50,000, but we are not very far forward with checking the contractors' claim. If rise and fall costs go on at that rate, it is likely that the total will be in the vicinity of £150,000, which is not very much on a building the total cost of which is about £4,000,000. The reason for that is that much of the work is sub-contract work, done away from the site, and that is on a firm price basis.

SENATOR VINCENT. - The building is behind schedule?

MR. JAMES. - Yes.

SENATOR VINCENT. - Do you ascribe that delay to the reasons you have given previously - shortages of manpower and material?

MR. JAMES. - Yes, particularly in the earlier period, before it was converted to a lump sum contract. At that time all our work was very much more in arrears than it is at present.

SENATOR VINCENT. - Is any attempt being made to make up the leeway that has been lost?

MR. JAMES. - Yes. When the work was converted to a lump sum contract, the contractors brought special equipment to the site and took advantage of favourable conditions to recruit a full crew. For the years 1952-53, 1953-54 and the present time, the work has been

S.3. 467 MR. JAMES

fully manned.

SENATOR VINCENT. - But it will not finish on schedule?

MR. JAMES. - No. That is due to the lag in the years prior to 1952-53.

THE CHAIRMAN. - Do you think the whole building will not finish on schedule? Would not it be possible to speed the work up and finish the whole thing by December, 1957?

MR. JAMES. - That is in the lap of the gods. Block A is running six months or so behind schedule. We expect that block B and block C will finish on schedule, but in the building game anything can happen in twelve months.

SENATOR VINCENT. - The building has been described by one or two architects as old-fashioned and not entirely suitable for the purposes for which it is intended. I think I am correct in summarising the evidence in that way. Will you comment on that?

MR. JAMES. - I am not an architect, and anything I said on that subject would not have much weight.

THE CHAIRMAN. - Will you go on with the next section of your evidence?

MR. JAMES. - I am asked to give some information about the hospital, particularly in regard to a master plan. I take it that the committee is wondering whether we have gone about it in a workman-like way, or whether we have been shortsighted in our planning and so on. It is quite a long story. It goes back to 1950. In July, 1950, a Cabinet sub-committee had a look at the staff and accommodation problem at the hospital, knowing that Canberra was in for a period of pretty extensive development. At that time the Health Department, which controls the finances and building programmes of the hospital, already had requests with our department for completion of the Nurses Home, lay staff accommodation, a new laundry, accommodation for chronic and senescent patients and more out-patient accommodation. We had prepared schemes to meet those particular needs. At that time the new obstetric wing had already been committed. I think (the contract was let about the middle of 1950.)

SENATE CANBERRA COMMITTEE.

Our schemes were sent to the Health Department. The Health Department conferred with the Hospital Board and agreed with our schemes. However, we had a closer look at the matter and wondered whether, with the rapid increase of the city, our plans fully met the needs as they were evolving in the general planning of the city. In March, 1951, the department, the Hospital Board and the Department of Health agreed to a new over-all scheme to meet the needs for a good many years as well as to meet the immediate needs. In July, 1951, we said that a full scheme would cost something of the order of a couple of million pounds. In the same month it was agreed that ~~the~~ *the* general scheme should be followed in stages, and that involved some very heavy building. It involved multi-storey wings on the present site. It involved the building of a boiler house and a laundry quite early in the scheme. It involved building the lay staff quarters, the senescent accommodation and the first stage of the nurses quarters ahead of anything else. The lay staff quarters have been built and occupied. The temporary ward has been built and occupied, and the extension of the nurses quarters is well forward. No doubt you have seen the building. That is one contract in this area that has run well up to schedule all the way.

(Continued on page 470)

SENATE SELECT COMMITTEE.

It was a lump sum tender obtained in open competition and carried out efficiently. It can be seen therefore that it can be done if there is a contractor who has sufficient determination and skill to overcome these difficulties which daunt lesser wights. During 1951 the funds position became acute and money was not available as it had been in earlier days. As a result our planning was set back a little. However, the planning for the major scheme has been proceeding. You will appreciate that work of that size has to be taken carefully and many people have to be consulted. The National Capital Planning and Development Committee had to be consulted on the matter of the site. We even had to consider very carefully the relationship of the hospital to the proposed lake, make up our minds about what the lake levels would be and take good care that the hospital and the lake would not be too close together in level. We even contacted the Civil Defence people. They were very helpful. They said "Put it all behind a big hill somewhere." However, we felt that we had to proceed on the present site. Then, of course, a scheme of that size has to go to the Public Works Committee. The plans have reached the stage now where a date has actually been set for the Public Works Committee to hear the evidence of the departments and the authorities concerned as to the soundness of the general conception of this big scheme. The estimate for the full programme, which will give a hospital of about 600 beds and would carry the city well into the 1960's is something over £3,000,000. The first stage of the major scheme would comprise the boiler room and laundry unit which is a big work in itself running well over five figures and part of the multi-story unit comprising about 200 beds. The next action will be the consideration by the Public Works Committee of this major proposal.

SENATOR HANNAFORD . - The expenditure of £3,000,000 is, of course, for the completion of the hospital without taking into consideration the structures now in existence there?

MR. JAMES . - These will be incorporated in the main scheme.

SENATE SELECT COMMITTEE.

SENATOR HANNAFORD . - But the £3,000,000 is for expenditure on additional work to bring the hospital to completion?

MR. JAMES . - That is so. The scheme will incorporate what is already there but it will certainly dwarf the present hospital which has 200 beds or so.

SENATOR HANNAFORD . - I understand that the new nurses quarters are to be on the opposite side of the road?

MR. JAMES . - Those are ~~to be~~ the lay staff quarters.

SENATOR HANNAFORD . - Will any of the hospital's main buildings extend to the opposite side of the road?

MR. JAMES . - Yes, particularly on that site which is now occupied by temporary buildings and which will be cleared for the purposes of the hospital. The road will be diverted. It will run down on the edge of the lake. A new bridge in that vicinity will run from about the Golf Club House across to the back of the Department of the Interior. It will skirt the lake ^{when} the lakes are established the bridge to take the place of Lennox Crossing will cross the river about a quarter of a mile downstream from Lennox Crossing. The road to connect that bridge will run from about the Albert Hall past the Golf Club House and then continue to the edge of the lake running south of the present Department of the Interior, crossing the ^{saddle} ~~site~~ in the vicinity of the Trades Hall and then running along the edge of the lake eastward of the National University site and joining up with the Civic area near Hotel Acton.

SENATOR VINCENT . - Could you indicate what size of city is being catered for in the plans for the completed hospital?

MR. JAMES . - The plans provide for 10 beds per 1,000 of population in a population of 43,000. That gives an answer of about 600 beds.

THE CHAIRMAN . - Why is the building that you call the ^{lay staff quarters} "the waters" building in metal, and not in harmony with the old building ?

SENATE SELECT COMMITTEE.

MR. JAMES . - Because we wanted temporary quarters only, and in a form that could be readily moved elsewhere.

THE CHAIRMAN . - When the main building is erected will it be in harmony with the old building?

MR. JAMES . - It will most certain^{ly}/be in harmony. The multi-storey section will be in a steel frame and I have no doubt that the bricks used will be used in a way to harmonise with the existing structure. The next question with which I wish to deal relates to the Kingston stores. I have been working hard for six years to tidy these up. I have here some photographs and drawings which will illustrate what has been and is being done in this area. The drawings show the master plan that the Department of Works drew up for its activities which also gives an indication of the proposals by the other departments concerned, mainly the Department of the Interior. When work resumed in this area after the war time had marched on. Different methods required different approaches and this department had to put its facilities in order. We started our big plant shop which ~~cost~~^{cost} more than £100,000. That is the big building on the Molonglo Road. We took that activity holus bolus out of that congested area and put it out in the open. It cost about £120,000 to do so. *The new site occupies 6 acres*

SENATOR WOOD . - Is that shown here?

MR. JAMES . - No, that is out on the Qucanbeyan Road. We did the same thing with our roads and bridges depot. We spend £300,000 or £400,000 a year on roads and bridges, which is much more than a city of the same population usually spends, because although we are a city of only 30,000 people we have as many roads as would be appropriate to a city of ten times that size with the customary density. We have reserved a site ^{of 4 acres} alongside our plant depot for the roads and bridges depot. We have the plans near enough ready for the expenditure of about £40,000 to put our roads and bridges people into civilised quarters. The same position applies to our water supply and sewerage ^{and other plants} activities. We have four acres along the

SENATE SELECT COMMITTEE.

Queanbeyan Road reserved for that instead of the four pcc at handkerchieves that they have at Kingston now and we have £30,000 in our estimates ready to spend in taking that activity out of the congestion at Kingston.

Our sawmills, kilns and moulding shop are established at Kingston on 8 - 9 acres. We have rebuilt them since the war at a cost of nearly £100,000. There are soft wood mills, hard wood mills, kilns and amenities for the men and areas for stacking timber. We have also spent about £40,000 since the war on our general store (which was already an extensive undertaking); and have works worth about £40,000 in hand on a 9 acre site. We have eight acres there that have been filled up with sand from Parliament House hill. We have drained the area and we have erected a manproof fence around it to give us proper control of security. We have done various minor works there. The other day we let a contract for about £15,000 to increase the size of the store building. We have £30,000 available to us to let another contract for another store building for which we shall call tenders at the end of this week. We will then be able to pull down some of the huts in which at present we have stores, and activities such as roads and bridges, water supply and sewerage depots, and cement products depot mixed up higgledy piggledy. We are well on the way to tidying up there and when we get this big new stores building we can use mechanical means for handling our material, such as fork lift trucks and cranes instead of manhandling, which is now the order of the day, and we shall thereby economise greatly in our labour.

Towards the southern end of the area we still have our joinery factory which goes right back to Federal Capital Commission days. It is a two-storey building and we have spent £4,000 or £5,000 in bringing it up to reasonable standards in order to make it a satisfactory working place. Alongside the joinery shop and close to the Technical College you will notice in the photographs a very long circular-roofed building. That is our furniture shop. We have built that in the last four years in order to cope with storage and repair of furniture. It cost about £20,000

T.4. 473 Mr. James.

SENATE SELECT COMMITTEE.

We regard that activity as reasonably tidied up and it meets reasonable requirements in regard to working space.

The Department's mechanical shop is shown marked on the photo immediately south of the Power Station. Our plan is to add to this shop the space now being vacated through the transfer of the plant shop to Molonglo, which will enable re-organisation on up-to-date lines during the next 12 months. The plumbers shop is shown to the eastward, funds are available this year to recondition this internally and externally. Between this shop and the river are shown the two tile-roofed shops for building maintenance and general day labour building, respectively. These are comparatively new. They are adequate and need only fencing to complete them.

A site has been obtained in North Ainslie for a general north side depot for all maintenance works in both engineering and building. It has been levelled and will be developed further next year.

The numbers of men engaged in the different departmental direct labour and industrial activities are given in detail in the manpower statement submitted, totals being as follows:-

Construction	327
Maintenance	266
Factories	<u>422</u>
	<u>1,015</u>

The Department thus submits that it has already taken reasonable action, either to move from Kingston, or improve to a proper standard at Kingston, its various industrial activities. Obviously it has done much more in this direction than any of the other activities now at Kingston.

GENERAL SELECT COMMITTEE.

MR. JAMES.- There is a point where planning seems to be a little on the weak side in respect to development proposals for the Interior electricity and transport depots at Kingston. The transport section of Interior houses its buses, trucks and cars there, and they maintain them and look after them there. Alongside that is the Power Station with the electrical mechanics' workshop and fairly large activity for storing poles and overhead gear. When the electricity section was part of the Department of Works, we gave it a lot of thought and reached the conclusion that the overall efficiency demanded that the projected new shops - and they do need them very badly - for the electricity people should be put out at Molonglo where they would have room to manoeuvre and the place could be kept tidy; but the present management of the electricity section says no. They say, "Think of all the extra miles our vehicles would have to run attending to calls" and apparently they do not wish to look any further than that. The plans and photos will show you that the site is already too congested. There is no room for employees to park their cars. Half the business is being transacted out on the road, and from our overall planning of what is appropriate for a national capital, we feel that people who want to build more plants and shops in the Kingston area have not a leg to stand on.

The transport section have already had a smallish extension put on the southern side of their building and are pressing to have an extension put on the northern side, which would put them right into the jaws of the electricity people. There again the existing shops are a long way behind modern conditions. The need for improvement and extension is quite clear, yet the architects, designers and people who have some idea of industrial work, like myself, feel that it is rather a short-sighted view to increase the congestion on that site. We feel that they should take a longer look at their needs and do something a little different such as going out to Molonglo or to the edges of the city, or divide their activities. We were not getting very far with the people at the level we were dealing with, and quite lately it has been taken up with the head of the department from our head office

U.1. 475 MR. JAMES.

SENATE COMMITTEE

and we now have considerable hope that matters will be taken on to a somewhat different plane and that what is done will be appropriate to the capital and will not be too much of a poverty scheme for the day only. This is a big subject, and I have skated over it pretty quickly, but the plans and the photos give the story, and I think also that the committee has visited the sites.

THE CHAIRMAN.- Would you like everything shifted from that area - all the depots and workshops?

MR. JAMES.- No, I would like only those activities shifted which could readily be shifted, and I would leave there those which could be properly accommodated on the space remaining.

THE CHAIRMAN.- Which do you think should be shifted?

MR. JAMES.- Those that we have already shifted, such as our plant depot, and those that we propose to shift, such as our roads and bridges depot and our water and sewerage depot. I think that the transport and the electricity undertaking cannot both expand to the extent they want on that site. Either one of them has to move, or part of both of them will have to move. The Printing Office seems pretty static; we have had no requests for increased accommodation there. Sooner or later, the Technical College will have to move to a new site, but that will be a good deal in the future.

THE CHAIRMAN.- Do you think that the electrical plant will always be used? When you get hydro-electric power, will that still be necessary?

MR. JAMES.- We understood, when we controlled the electricity section, that the days of the steam plant were strictly numbered. Because of the age of the plant, and because it is old-fashioned and small, I would say that the steam plant is definitely on the way out. However, a diesel plant which had been built by the N.S.W. Electricity Commission was ^{last} ~~planned~~ down on that congested site almost overnight and that might remain for a good many years, because it has a function in the network which is served mainly by hydro power or by the major steam stations.

SENATE CANTONMENT COMMITTEE

SENATOR VINCENT.- Is it a fact that we now have two industrial areas in Canberra?

MR. JAMES.- I think we have three or four, if we count them all.

SENATOR VINCENT.- Can you tell us how many we have?

MR. JAMES.- On the north side there is the Lonsdale Street minor industrial area, there is the Kingston industrial area and the Molonglo industrial area. They are the major areas. Linked with Kingston is the Causeway industrial area, which consists of private industrial activities that are there on three months notice.

SENATOR VINCENT.- So there are four industrial areas?

MR. JAMES.- Yes.

SENATOR VINCENT.- Why must there be four instead of one main area? Is it a matter of inadequate planning originally, or is it a planned idea?

MR. JAMES.- These things were planned, but years ago the plans were based on a railway coming from Queanbeyan that passed through the Causeway area, crossed the river at what we know as the Causeway, went up past Civic, out along Lonsdale Street and on to Yass.

SENATOR VINCENT.- That does not include the Molonglo area, does it?

MR. JAMES.- Yes, it does. The railway comes in through the Molonglo area.

SENATOR VINCENT.- That is no reason why it should be an industrial area, is it?

MR. JAMES.- Yes it is, because our part of the Molonglo industrial area was placed there so that it could be readily linked with the railway for the movement of heavy gear, such as ^{machines &} pipes.

SENATOR VINCENT.- Why cannot we have one industrial area for Canberra in which all industry is located?

MR. JAMES.- I am not a town planner, but I would say that the character of industrial activity varies too widely for that. What we put at Molonglo is appropriate to the site, being close to

U 3. 477. J. JAMES

SENATE CANBERRA COMMITTEE

the railway, and what we put in Lonsdale Street is appropriate to an 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 a vested interest in the industrial area.

SENATOR VINCENT.- Do you know how many industrial areas were originally planned?

MR. JAMES.- Not how many, but I do know that an industrial area was planned on the north side close to the Yass Road somewhere about where the Yass Road leaves the highway to Sydney at the present time, but with the dropping of the railway from that part of the plan, that area as an industrial area became incongruous.

SENATOR VINCENT.- Do you know how many more industrial areas are contemplated?

MR. JAMES.- No.

SENATOR VINCENT.- Could there be more?

MR. JAMES.- I should hope not.

SENATOR VINCENT.- Supposing Canberra reaches the size of Perth, with 250,000 here in 50 years time. Do you think the present planned industrial areas are adequate?

MR. JAMES.- I would doubt it. There is ^{almost} unlimited room out at Molonglo for expansion of the type of activity that is planned for that area, but the Lonsdale Street type of activity would perhaps need to be duplicated in other quarters of the city.

SENATOR VINCENT.- The Kingston area is full now, is it not?

MR. JAMES.- It is too full, to say any of thinking.

SENATOR VINCENT.- And is the other area nearby also full?

MR. JAMES.- It is too full, and many of the activities there, such as those small saw mills, would be much better placed further out on perhaps a less valuable site.

SENATOR VINCENT.- Is the Lonsdale Street area also

SENATE C. AREA COMMITTEE.

fairly well filled?

MR. JAMES.- It is not completely occupied by buildings at the present time. Although I have no specific facts, I would expect that it is all committed.

SENATOR VINCENT.- It will not be long before it is full?

MR. JAMES.- That is so.

SENATOR VINCENT.- Having regard to what you say, it looks as though we are going to be short of industrial areas in another 50 years time?

MR. JAMES.- That would be a good question for Mr. Gibson. Knowing him as I do, I do not think he would be caught unprepared in relation to the provision of industrial areas having regard to the expansion of the city as a whole.

SENATOR VINCENT.- You think we want more than one industrial area?

MR. JAMES.- Yes. The evolution of the city has shown that. We started out with one major shopping area. Kingston came into the plan as a shopping area, and then we were forced into the neighbourhood shops.

SENATOR VINCENT.- You do not suggest that shops are, in all respects, similar to factories, do you?

MR. JAMES.- No, but one merges with the other. It might be hard to draw a line. You and I might not draw the line in the same place.

SENATOR VINCENT.- I suggest that someone has not given very much thought as to our total commitments with respect to industry and that we are now being faced with three or four industrial areas and the possibility of perhaps three or four more in the next 50 years?...

MR. JAMES.- Questions like that are a little outside the function of our department. They may be better put to Mr. Gibson. I should be surprised if he had not the answers.

SENATOR HANNAFORD.- What is your opinion of the light industrial area in Lonsdale Street? Do you think that is in harmony with the development of that area?

SENATE CANBERRA COMMITTEE.

MR. JAMES.- I think that eventually it will evolve that way. It might be a little scrappy and disjointed at the present time, but I think that the value of the site will force occupiers to develop it in a more acceptable way as time goes on. It has already got ahead of itself. The standards have jumped ahead. When that was opened it was the site of the railway, and one of the first buildings was a builders' depot. The site was also taken up by the P.M.G.'s Department as a line depot. Then, almost overnight big garages and wholesale hardware people came in. Already I think it has exceeded the expectations of its founders. I think that trend will continue.

SENATOR WOOD.- Are the industrial areas classified as light and heavy or noxious and non-noxious?

MR. JAMES.- I think you would find them classified in both ways. I know the differentiation between light and heavy, and I know that the noxious trades are pushed away towards Queanbeyan, in the direction of the Abattoirs.

SENATOR WOOD.- We found by experience that heavy industry could be non-noxious and light industry very noxious.

MR. JAMES.- That is so.

SENATOR WOOD.- Probably a better classification might be noxious and non-noxious?

MR. JAMES.- Yes. I have not a complete answer to that, but I am sure that Mr. Gibson would have it.

THE CHAIRMAN.- Do you propose to tender those documents, Mr. James?

MR. JAMES.- I shall tender one set of them, There are duplicates of all of them.

At 5 p.m. the Committee adjourned until
10 a.m. on Tuesday, the 15th
February, 1955.

J. H.

Minutes

of

Senate Select Committee on
the Development of Canberra

Pages 481-691

<i>Pages</i>	<i>Name</i>
481 - 514	W. E. Dunk
515 - 528	J. James (recalled)
529 - 577	E. S. Daley
578 - 608	O. H. K. Spate
609 - 618	H. W. H. King
619 - 641	L. D. Byrnes
642	G. Riddick (recalled)
642 - 676	F. M. Ure
677 - 691	W. H. Knight

PAPER FOR SENATE COMMITTEE ON CANBERRA DEVELOPMENT.

Canberra as an Administrative Centre.

1. The primary interest of the Public Service Board in the development of Canberra is to make it, as it was intended to be, a centre of Commonwealth Government administration.
2. It is the firm conviction of the Board, as has been made clear in sections of its report to Parliament, that concentration of central Departments is essential to effective administration and policy co-ordination.
3. Government departments are not completely self-contained. For example, their finance and personnel policies and limits must be worked out in conjunction with the Treasury and the Public Service Board. In many other respects, the policies of one department link in, in a close and important way, with those of other departments. If they are separated, difficulties and misunderstandings inevitably arise.
4. A substantial degree of committee work is an inescapable part of policy co-ordination between departments and geographical separation involves considerable expenditure of time and money in travel and also much written communication which are avoided if there is a common location.
5. The preparation of departmental estimates, their discussion with the Treasury, and the eventual parliamentary debate is another matter which is greatly assisted by central location. Inquiries by such authorities as the Joint Parliamentary Committee of Public Accounts is another case in point. Many other examples can be given.
6. The necessity for a single location for the central administrations of the departmental agencies of Government is recognised and followed by all Civil Service systems with which I am acquainted and this includes the United Kingdom, Canada, New Zealand, and United States of America.

Planning for transfer of Departments now located in Melbourne.

7. So far as I am aware, there has never been, since Canberra was first started, any positive departure from the policy of successive Governments that Canberra should be developed to contain the central administration of the departments comprising the administrative machinery of government. Although the policy has been constant, there have been vicissitudes which have delayed achievement of the objective. One was the depression period of the early 1930's; another the 1939/45 war; and a third, the excessive demand on building resources in Australia following the war.

8. Shortly after the Public Service Board was re-constituted early in 1947, the Board took up, with the Minister for the Interior, the problem of Canberra development to enable all our central Departments to be located here. As a result of this, the Minister established an inter-departmental committee to report on this and associated problems. The committee made a report to the Government in February, 1948, on the question of transfer of departments. This report developed a positive plan to achieve the objective and it was:

"Transfer of additional Commonwealth
Departments to Canberra.

The Committee realized 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 was considered desirable, however, that a programme of transfers spread over a period of ten years should be drawn up for the Government's consideration. This would be the target to be aimed at, although it might be found necessary to depart from it in the light of circumstances operating at the time.

The programme is as follows:

	<u>No. of officers.</u>
<u>First stage (1-3 years).</u>	
Growth in Canberra Departments (including Marketing Division, Commerce (temporarily in Melbourne))	882

3.

	<u>No. of Officers</u>
<u>Second stage (3-5 years)</u>	
Repatriation	}
Social Services	
Labour & National Service	
Civil Aviation	
Works	
Housing	
Shipping & Transport	
Minor sections of Departments)	<u>1,703</u>
 <u>Third stage (5-7 years)</u>	
Postmaster-General's Department plus minor sections of other Departments	<u>772</u>
 <u>Fourth stage (7-10 years)</u>	
Defence group.	<u>3,670</u>
 <u>Total number of officers involved</u>	 <u>- 7,027.</u> "

(Note. There have been a number of changes in the Departmental structure since the report was submitted.)

9. The Committee's report was submitted to Cabinet by the Minister for Interior and endorsed by Cabinet.

Progress.

10. There has been no change of policy since but circumstances have delayed performance. The more important of these circumstances seem to have been -

- (a) The difficulty, at the time, of obtaining manpower (including administrative and professional manpower) and materials,
- (b) An under-estimation of the rate of natural growth in Canberra, and
- (c) (In 1952/53) - A reduction in funds available for the purpose.

11. The resources problem was known at the time, but development was slower than anticipated. There was substantial progress, however, and by 1952 there was a work

force assembled which, with the then improvement in the material supply position, should have maintained satisfactory progress. As part of the anti-inflation policy, the Commonwealth Works programme was then substantially cut.

12. The manpower picture is illustrated by evidence which was given by the Deputy Director-General of the Department of Works before the Joint Committee of Public Accounts recently. He said:

"In Canberra, in 1952/53, we had a works staff of about 3,200 men. In Canberra in that year, and mainly in the last six months of that financial year, we lost 500 of our works staff. The year which the committee is now reviewing is 1953-54. We started that year with a total of 1,513 on day labour, and 1,263 on contract labour, or a total of 2,776. By the end of 1954, we had lost another 700 men, so that our work force engaged in building operations and our own works programme in Canberra, including maintenance, water and sewerage and other facilities, had been reduced, in a little more than 12 months, by about 1200 men."

13. Measured in terms of housing units which is a key component of the programme, the position is (so far as figures available to the Board show) -

Housing Units delivered to Department of Interior:

1945/46	..	50			
1946/47	..	136			
1947/48	..	248			
1948/49	..	284			
1949/50	..	393			
1950/51	..	499	Under construction	30.6.51	1,044
1951/52	..	477	" "	30.6.52	664
1952/53	..	512	" "	30.6.53	313
1953/54	..	460			
1954 July/Dec.	..	169	" "	31.12.54	421

14. The number of houses under construction has shown a substantial decline over the past few years as has the work force available to the Department of Works and to its contractors. Because of this and difficulties of entering into commitments ahead of the appropriation of funds in the annual budget, experience over the last two years has been that funds available for Canberra development have not been fully spent.

15. 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.

16. The necessity for maintaining balance in construction as between the main components of a broad programme of building development does not, I suggest, need any emphasis. Obviously, any major transfer of new staffs requires provision not only for office accommodation but also for housing, community services, and business development. These components must progress in proper ratio one to the other, and it requires not only that the Government programme should be in balance but also that the general pattern of development and its population effects should be known to the business community so that they may make their own assessments of prospects and needs.

Expenditure on Canberra is a long-term investment.

17. There is one aspect of expenditure on Canberra development which I feel needs to be emphasised and it is that, although the cost is substantial and will need to be maintained at a high level for a number of years, it is a form of long-term investment. The houses and community services which are provided for residents of Canberra are an addition to the total wellbeing of the nation. Houses which are occupied by people on transfer from other cities means, in effect, that another house becomes available in those places.

Future Planning.

18. In the Board's view, the plan which was drawn in

1948 is still sound although the details will be altered. We should be able to move into stage 2. on the completion of "B" and "C" sections of the new administrative building within two years although it is doubtful whether stage 1, i.e. the balancing out of existing Canberra requirements, will have been cleared by then. The waiting list for houses has substantially increased since the plan was drawn.

19. The plan provided for Central P. M. G's. Department as stage 3. and then the Defence Group of Departments as stage 4. On balance, I would think that it would be best to proceed first with the construction of a group of buildings for the Defence Departments. The P. M. G's. requirements could be developed after that (or simultaneously) as resources permit.

20. I regard it as important that the Defence Group of departments should be accommodated in a separate group of buildings. This is for two main reasons, the first being that six separate departments are involved, viz. Defence, Navy, Army, Air, Supply and Defence Production. The second (and the more important) reason is that any planning for concentration of the Defence Departments should include the possibility that they may have to expand very rapidly in time of war or acute international emergency. This requires not only that they should be suitably accommodated on a peace-time basis but should have the space to expand quickly by the erection of new buildings (even if they must be temporary) should a state of emergency require that.

21. The Postmaster-General's Department would be best accommodated in a separate building for their own purposes, for which a site could readily be made available and for which I think the Department should already be undertaking advance planning.

The Government as a Landlord.

22. I can see no escape in a development as big as that

which is required for the completion of Canberra from the Government assuming the main responsibility for housing construction. As the community settles down, more houses will be constructed for private ownership and numbers will be purchased from the Government by tenants. Initially, however, people coming to Canberra will expect houses to be provided for them.

23. The incidence of government ownership would be reduced and the rapidity of transfer of ownership from the Government to its tenants would be increased if finance were available for private purchase beyond the present limits which I understand to be a maximum of £2,750. This, again, is a point of economic policy in which the Treasury is primarily concerned.

Population and Housing effects of Transfer of Melbourne Departments.

24. The population effects are difficult to judge. There have been changes in departments and in the staff component of departments as estimated in the 1948 report, and the precise staff involved can only be determined after a careful organisational review to see which sections of the Central Offices must be transferred and which of them could, without undue administrative difficulty, remain in Melbourne. The position also requires that a detailed census be taken of the staff to be transferred in terms of their domestic circumstances, number and ages of children, etc. All things considered, however, an estimate of approximately 7,000 people for eventual transfer to Canberra appears to be reasonable for advance planning. This, with dependants, would probably mean 20,000 people all told, and to that must be added additional people required for general community services, e.g. food distribution, etc.

25. This would mean that, by the time the move is completed, the present Canberra population of 30,000 would be doubled. The increase would probably be greater than that in reality because of the natural internal growth from present population.

26. Expressed in terms of housing units and assuming that the rest of the programme can be maintained in balance with housing, my view is that an output of not less than 1,000 housing units per annum is necessary to meet the requirements of -

- (a) existing waiting list,
- (b) future population development.

Community Amenities.

27. The Board has mentioned in its reports to Parliament the necessity for better community amenities. This is a problem which would tend to diminish as population grows and amusement and recreational facilities are improved.

28. The Board has been concerned at the lack of amenities for hostel dwellers and, some years ago, it suggested two things, in particular, to improve the position. The first was the erection of a clubhouse which would provide a meeting point and recreational facilities, and the second was the development of a general park centrally located, with the provision of a kiosk, bandstand, paddling pool, plus a small zoological development as an outdoor attraction. Neither of these aims has been achieved; the first mainly because of the pressure of other priorities against slender resources. The second would not take very much resources and it still seems to the Board to be a desirable thing to do. The suggestion is made that it should be included as a specific project in the programme of the Department of Interior and the Parks & Gardens Section of that Department.

Government Agencies other than Federal Departments.

29. Apart from the departments with which the Public Service Board is concerned, there are a number of statutory authorities and other agencies of Government, the central administrations of which may in time become located in Canberra. A list of the main ones is attached. It is not suggested that all of them will necessarily need to have a Canberra location and, in any case, the Public Service Board's view is that the departmental transfers should come first.

W. E. DUNK

Chairman,
Public Service Board.

11th February, 1955.

GOVERNMENT AGENCIES OTHER THAN FEDERAL DEPARTMENTS.

High Court of Australia
Commonwealth Court of Conciliation and Arbitration
Federal Court of Bankruptcy
Public Service Arbitrator
Commonwealth Grants Commission
Commonwealth Scientific & Industrial Research Organization
Commonwealth Bank of Australia
Australian Aluminium Production Commission
Australian Atomic Energy Commission
Tariff Board
Overseas Telecommunications Commission (Australia)
Australian Broadcasting Control Board
Australian Broadcasting Commission
Commonwealth Railways