

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE

Taken at Canberra.

WEDNESDAY, 29th JUNE, 1955.

PRESENT:

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

WILLIAM ALEXANDER McLAREN, Secretary, Department of the Interior -
further examined.

THE CHAIRMAN. - One criticism of the plan for
Canberra is that there is no long-range zoning plan for the city
which will be of assistance to business people, public servants
and citizens in general. In order to have a plan you would need
to have an idea of the population for which you were planning.
That is, whether it would be a population of 100,000, 130,000,
or something else. Do you consider that it would be valuable to
have a long-range zoning plan for an ultimate definite population?

MR. McLAREN. - I would not say that there was no long-
range zoning plan for Canberra. Something has been said recently
about the parliamentary triangle. That is a zoned area. There are
also city and industrial zoned areas. To say that there is no
plan for zoning sounds like a lot of words to me.

THE CHAIRMAN. - That criticism was made by some of the
people who have become more recently interested in town planning.
Would you consider that we need a body to work out zoning for
Canberra in more detail?

MR. McLAREN. - I would say that we have zoning at
present.

THE CHAIRMAN. - You think that criticism is definitely
wrong?

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MR. McLAREN. - I think so. I will concede that it is possible to work out in considerable detail, dependent upon the powers of imagination of the person working it out, a plan to zone everything about the place, and to commit people to certain ideas for 50 years ahead. But such a plan would never be able to be sustained. Zoning could be definitely overdone.

THE CHAIRMAN. - Many witnesses have said that the Griffin plan, although good, was mainly a plan for roads, avenues and so on, and also for the civic part of Canberra. They have said that apart from that the plan was not definite enough. What do you say about that?

MR. McLAREN. - I believe that the talk about the Griffin plan is rather irrelevant because the plan of Canberra is the one gazetted under the act of 1925. That is purely a plan of lay-out and not a zoning plan. Griffin did submit a plan, but the plan that appeared in the Gazette was the result of Griffin's own amendments and also amendments made by the then Advisory Committee.

SENATOR VINCENT. - The additional requirements with respect to the development of Canberra have been superimposed on the plan?

MR. McLAREN. - On the gazetted plan.

THE CHAIRMAN. - The approved plan must be the plan of the lay-out of the city published in the Gazette of the 19th day of November, 1925, as modified or varied from time to time?

MR. McLAREN. - That is so.

THE CHAIRMAN. - With regard to the matter of revision of the plan, some witnesses suggested that the plan needed a general review either by one man or by a group of men. Do you think that is necessary?

MR. McLAREN. - I believe that the act of Parliament on procedure was too restrictive. The plan of lay-out consists of road lay-outs with sections in between the roads to be left for subsequent development. In about 1927 it was ruled by legal authorities that the sub-division lay-out in a section constituted an alteration of the plan which, in my opinion, is absurd. But we have had to work

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on that for nearly 30 years. Therefore, every time the sub-division of a new section is made, we have to gazette an alteration of the city plan. With the exception of the omission of the railway and East Lake, and the variation with regard to West Lake, every other variation of the plan has been for subdivisional purposes, or for purposes of correcting mistakes due to the fact that Griffin had not based his plan on the topography of the country. I believe that Dr Langer drew attention to that matter.

SENATOR VINCENT. - Subsequent work is a development and not an amendment of the plan?

MR. McLAREN. - Yes.

THE CHAIRMAN. - Do you consider that it would be worth while to have a body of men, or a man, to make a reappraisal of the original plan and what has been done since the plan was made, and then lay down a plan for the future development of the city?

MR. McLAREN. - Your idea is that there should be an independent investigator?

THE CHAIRMAN. - Yes, another town planner, an Australian or a man from outside the country who could make a reappraisal of the situation and who had the right to re-draw the plan where he thought necessary.

MR. McLAREN. - I think that it must be realised that the development which has taken place in Canberra is largely suburban development, and none of that development is foreseen by the plan.

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THE CHAIRMAN - Are the streets there?

MR. McLAREN - No, not even the streets. Senator Vincent mentioned the northern area of Dickson and Lyneham. There is nothing there in the way of roads.

SENATOR RYAN - Has not that area been surveyed?

MR. McLAREN - It has been broadly surveyed.

SENATOR VINCENT - It is a broadening of the original lay-out?

MR. McLAREN - It has been contour surveyed, but no roads have been surveyed.

THE CHAIRMAN - Would there be any advantage in having someone to look at the plan and perhaps re-draw, not the whole plan, but certain lines here and there, and make suggestions for lines of development, such as the number of the main axes that should be developed?

MR. McLAREN - I do not know whether you could get the man to stay long enough to do it. You would have to give him some leading principles - some fairly reasonable terms of reference. I think it probably would be an advantage.

THE CHAIRMAN - Would you like the further development from that stage to be entirely within the hands of the Department or of the authority looking after the city, or do you think there should be a board of guardians to oversee the whole job - a body such as the present National Capital Planning and Development Committee?

MR. McLAREN - Provided that you do not make the machinery so unwieldy and so circumlocutory that you never have any decisions. I say definitely that at times, as has happened in the past, you get sick and tired of waiting for decisions from these committees, particularly from the people to whom you referred earlier who blow in here only once a month or something like that.

THE CHAIRMAN - You think that one of the defects of the present National Capital Planning and Development Committee is that it meets too infrequently?

MR. McLAREN - I think it meets frequently enough. Shall I put it this way. This restriction on what constitutes a variation

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of the plan brings in rather long-winded procedures before you can actually say, "Here is the approved sub-division lay-out". If you were really tackling development in a big way, you would probably have to look to some other method.

THE CHAIRMAN - Do you think the existing law should be amended to make the procedure for variations, particularly in the suburbs, more flexible and more easy for the building authorities?

MR. McLAREN - I certainly do, in respect of sub-division.

THE CHAIRMAN - Do you think that sub-divisions should be pretty much at the disposal of the Department?

MR. McLAREN - Yes, internal roads and the like.

THE CHAIRMAN - We are not going very fully into the matter of a new Parliament House. In his plan Griffin provided for a building on Capital Hill which would overshadow either the existing or the new Parliament House. Do you think that Capital Hill would be a site suitable for a Parliament House?

MR. McLAREN - I do not know. I do not see why it should not be. It is a very fine part of Canberra. It does not come to a sharp peak. It is a very fine area. I think it would be suitable for a Parliament House. State Circle has never been completed round there, and the area could be beautifully landscaped. That is only my opinion.

THE CHAIRMAN - No one could make a decision on it without a lot of expert advice. We think opinions on that matter are very valuable. With regard to the vacant inner spaces - we have been told previously that there is a good deal of land available - do you think it would be a good thing to concentrate on one main line of development, say, what is popularly called The Mall? That is not the official name. I think it has been taken from Washington.

MR. McLAREN - It is the main axis, I think.

THE CHAIRMAN - Do you think it would be a good thing, from the aesthetic point of view, to concentrate on the development of that main axis between Capital Hill and the Australian War Memorial?

MR. McLAREN - With good public buildings?

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THE CHAIRMAN - Yes.

MR. McLAREN - Most definitely.

THE CHAIRMAN - We have heard evidence on housing that there is a big lag and that it will be impossible to bring additional public servants here in any numbers until that lag has been overtaken; and also that the building position will not improve until workmen who live here are available. Have you any idea how many houses a year must be constructed in order to meet the various requirements?

MR. McLAREN - I think it requires a top decision if you are to carry out a transfer and regard it as a project and organise for that project. There is a natural demand for housing, and I think that is about what we have been trying to cope with since 1927. We have had a depression and a war, and they have set things back. I think the only way to approach it is to have the decision that the transfer shall be regarded as a project and to organise for that project, probably largely on a temporary basis.

THE CHAIRMAN - How many years do you think the project should be spread over? Have you any idea of that?

MR. McLAREN - I have not.

THE CHAIRMAN - Would that not require a lot of evidence? It will have to be worked out and it is no good guessing at it.

MR. McLAREN - We have considered it, but I do not think I can discuss it at the moment.

THE CHAIRMAN - Is it still in the confidential stage?

MR. McLAREN - Yes.

THE CHAIRMAN - Is there any definite plan yet in existence, or is it just being worked out? We hear the term "Operation Admin!"

MR. McLAREN - The term is one that I think came about from the fact that the administration building is well on the way to completion. The operation is to fill it. You could fill it in various ways. You could fill it with staff already here and pull down some of the temporary office buildings. On the other hand, you could leave the temporary buildings to accommodate others who could be brought in.

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THE CHAIRMAN - Certain witnesses offered definite criticism of the Department of the Interior. I shall state it as clearly as I can. It was said that there was a lack of private building sites; that the Department released too few; and that that resulted in what one witness called extortionate prices being obtained by the Department. I should like you to comment on that criticism.

MR. McLAREN - We have always been hard put to it to offer a satisfactory number of sites, because of lack of development of service extensions such as roads, water and sewerage, drainage and electricity. We have always been behind on the engineering side, and it is quite a battle to find sites. The extortionate premiums to which you refer are not extracted by the Department. They are extracted as a result of auction. Some sites are more desired than are others. Having regard to the limitations - the rate at which you can offer them by reason of engineering development - you are forced into the position of selecting your sites wherever you can fit them into engineering services and put them up for auction. Suppose, for argument's sake, we had our engineering services completed five years ahead of the development. There may be arguments against that on account of investment lying idle for years. You would, I think, be able to offer sites of equal value to the public without the need for auction or the calling of tender. You could do it by ballot or by any other system. But you would still get people who would want to go for the choice sites.

THE CHAIRMAN - Do you think that auction is the fairest way of determining the matter?

MR. McLAREN - The choicest sites carry a higher building covenant and people will go for them. Others might find it difficult to cope with a very desirable site, which would usually be on a hill in a prominent position, and where it would probably cost £7,500 or £8,000 or perhaps more, to build.

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THE CHAIRMAN. - If there were more applicants than there were blocks available, do you think it would be reasonable to distribute by ballot instead of by auction?

MR. McLAREN. - I do not think it would be reasonable, unless the sites were of equal value.

THE CHAIRMAN. - Have you heard any complaint about the leasehold tenure? Is there any demand for freehold?

MR. McLAREN. - I do not know of any great demand for it.

THE CHAIRMAN. - The statement has been made that one reason for the comparative lack of business activity is that the businessmen prefer freehold. Is there anything in that?

MR. McLAREN. - I do not think there is anything in it at all.

THE CHAIRMAN. - You do not think there is any serious complaint from anybody who is interested in the city about leasehold tenure?

MR. McLAREN. - No.

THE CHAIRMAN. - I come now to industrial leases. I think that when we heard you last you were about to offer industrial leases at Molonglo: is that so?

MR. McLAREN. - Yes.

THE CHAIRMAN. - Has that gone through?

MR. McLAREN. - Yes.

THE CHAIRMAN. - One witness told us that there were 72 applications for the 39 blocks. That is true, is it?

MR. McLAREN. - Yes.

THE CHAIRMAN. - What is the position about the Causeway leases at present? One witness was critical because he had had notice to quit. He said it was very short notice. What is the position?

MR. McLAREN. - I think the witness you referred to is the A.C.T. engineer, Mr. Kuner. I think his complaint was that the advertisement for the industrial leases indicated that those who were at Kingston and the Causeway occupying quarterly leases, and in some cases 7-year leases, which are due to expire in a couple of years time, were offered priority in the allotment of leases in the Molonglo industrial area, provided they surrendered the leases

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at the Causeway or Kingston which they already had. He said they had to surrender within 12 months. I think there is a misunderstanding. We did require them to surrender their leases within 12 months, but we did not require them to get out within 12 months. I may say that that was as a result of a deputation to me some years ago from these very lessees, who said that they could not permanently expand, and we said that we would design another area. We did attempt to get some sort of an idea, from people who had expressed interest in that area, of the size of the blocks they would need, and it was a complete flop. We had, in effect, to design it ourselves. Some of the sizes do not suit everyone. But the fact remains that we received 72 applications for 39 blocks.

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THE CHAIRMAN. - We have had a good many witnesses giving evidence about Lonsdale Street. They said it was unsatisfactory. The Committee inspected the area and did not like it much. How did it come about that there was a lack of apparent architectural overall design in the buildings? The whole area seemed to have been built in a haphazard way and gave the appearance of something that had just grown up.

MR. McLAREN. - There were building covenants fixed for that part. In some cases the buildings were very little over the covenants, in others they exceeded it considerably. In considering that sort of thing you have to pay some regard to the type of business that goes there. Although there is a public demand for a man who repairs boots and shoes, he cannot be expected to embark on a large capital investment. After all, the public have to pay for it; it is not a governmental construction. You have to be reasonable about these things. You could have a very elaborate scheme for construction but never get it built. Take the example of the Civic Centre development with the arcade of blocks there. That construction took some years to finish but I think the Government finally had to take over the Melbourne building - at least some of the leases - and finish them itself. On the one hand you get this public demand for facilities and on the other you get the more theoretical approach that it should be on very top lines which possibly very few concerns could afford.

THE CHAIRMAN. - I think that a better type of building could have been erected at a reasonable cost. It is not so much a matter of costly buildings.

MR. McLAREN. - It is a question of how far you can or should dictate in architectural matters. It seems to me that you could go too far in that sort of thing. I do not know that there is anything down there that is repulsive. Some of them are small.

THE CHAIRMAN. - We drove past and we thought it was rather a poor show.

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MR. McLAREN. - It is not finished yet. It was intended to be a minor industrial area.

THE CHAIRMAN. - It is not the only one. For instance, the Causeway will ultimately change its character completely.

MR. McLAREN. - That is what we are hoping.

THE CHAIRMAN. - A Chamber of Commerce representative, Mr. Rowe, had some criticism of commercial leases and it is right that you should know of it and comment on what he said if you wish. First of all, he said there was a lack of definiteness regarding a shopping centre or centres. I think what he meant was that he did not know whether there was to be ultimately one main shopping centre or two or three. He said that was a deterrent to business people outside, particularly retailers, who might like to start a shop there. Would you say that is true?

MR. McLAREN. - I do not quite understand what he means.

THE CHAIRMAN. - The original intention, as far as we understand it was that the Civic shopping centre should be the main centre of the city. Kingston and Manuka have grown beyond any original intention. Some people think that Kingston, left alone, and free to develop, might become the main shopping centre. Others think that Civic may become the main shopping centre. Until that is determined, either by natural growth or by departmental ordinances, the big business people are hanging off. That was his criticism.

MR. McLAREN. - He may have been referring to the past, I do not know.

THE CHAIRMAN. - Would you say that it is definite now?

MR. McLAREN. - Yes, quite definite. It is quite obvious from the type of construction that is going on at Civic Centre. We want to try to make one city centre. On the other angle, about retarding the big retailers from other places coming here, my experience has been, based on discussions with some of the larger firms, that they do not think that Canberra is big enough for them yet. Some of the major retailers have made it fairly obvious by

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their policies over the past few years that their idea is, if possible, to buy an established business and build that up, rather than start and put a lot of money into real estate.

THE CHAIRMAN. - I understand that one big retailer is coming here - Hordens.

MR. McLAREN. - I saw something in the press about it, I do not know on what scale.

THE CHAIRMAN. - The business people here are mainly the small country town type. They originally came from Queanbeyan or some other country town.

MR. McLAREN. - Yes, some of them have set up here. You are referring only to retail stores?

THE CHAIRMAN. - No, I thought of retail, but Mr. Rowe's criticism was general. I think he was thinking of other business too.

MR. McLAREN. - They have never shown any great enthusiasm for it. I do not know who these people are. When the auction for the Brisbane and Newcastle buildings was held we had great difficulty in getting rid of the two main blocks.

THE CHAIRMAN. - With regard to the other centres, while you are not forcing development at Kingston or Manuka, do you think that they will develop?

MR. McLAREN. - Yes, they are both developing to some extent. I just cannot see how it would be possible to do away with them, even if it were desirable - with which I do not agree.

THE CHAIRMAN. - Mr. Rowe said also that there was a lack of trading bank sites at Manuka. He criticised some leases at Kingston as being unrealistic. I do not know exactly what he meant.

MR. McLAREN. - I have never heard of any demand for trading bank sites at Manuka. After the Commonwealth Bank had built at Kingston there was a demand for trading banks. A number of them have leases there and they propose to build.

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THE CHAIRMAN, - That shows their faith in the centre, This Chamber of Commerce representative suggested also that divided departmental control had delayed the development of the new Civic shopping blocks, Is there any truth in the suggestion of departmental differences?

MR. McLAREN, - I do not think it is quite that. "Divided control" is a nice easy term, but I do not think it means anything. There is only one control over leases, and that is by the Department of the Interior. There is only one control over developmental construction, that is by the Department of Works, There is no division, although there is a division of responsibility. The original idea of expanding the shopping centre at Civic was that the Government set out in 1924 the general facade of the buildings that would go there.

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MR. McLAREN. - There was a lot of discussion about what should be done and so forth, and finally we got tired of it and left it to private enterprise to submit a scheme satisfactory to them, and which would not be out of harmony with what was already there.

THE CHAIRMAN. - He suggested a difference of opinion between the Department of the Interior and the Commonwealth Railways or between the Department of Works and the Commonwealth Railways, or between all three, and that that had delayed the building of a railway station.

MR. McLAREN. - I think that is quite untrue. There was no intention to build a railway station.

THE CHAIRMAN. - There were many more important things to be done beside build a railway station?

MR. McLAREN. - I often wonder why we need a branch line from Queanbeyan to Canberra, because the distance between those points is less than five miles. Nowadays that distance does not matter.

SENATOR VINCENT. - When you consider the cost of transshipping from Queanbeyan to Canberra I am inclined to agree with you.

MR. McLAREN. - Yes, and that line of less than five miles in length is under a separate control - the control of the Commonwealth Railways.

THE CHAIRMAN. - Another witness, Mr. Colman of J.B. Young's I think, said that some years ago his firm was prevented from building a second storey on its shop in Kingston?

MR. McLAREN. - That is true. During the war a building control was operating here, as in other places. I know that J.B. Young's wanted to extend their Kingston premises, and that permission was refused because those in charge of control thought that houses were more important than shops and that building material should be used to build houses. I did not agree with that myself, and we changed the rule and J.B. Young's extended

their store. It is worth noticing that the structures now being erected in Kingston are two-storey buildings.

THE CHAIRMAN. - There is a general limitation on the height of buildings in Canberra?

MR. McLAREN. - No, the building regulations provide that except with the approval of the Minister a building shall not be of more than three storeys. However, approval for greater heights is readily given. Incidentally, I think that those building regulations will shortly be replaced.

THE CHAIRMAN. - Do they depend on an ordinance?

MR. McLAREN. - They are regulations that the Minister himself may make.

THE CHAIRMAN. - I think it was Mr. Rowe who said that you were once in the habit of consulting with the Chamber of Commerce, but did not now do so, and that he would like the custom to be revived.

MR. McLAREN. - I started the procedure of discussing things with the Chamber of Commerce, but I found after a short time that they did not have anything to talk about and expected me to get up a speech for them every time we met. I really ran out of ideas for those speeches. There has never been any strong approach to revive those meetings. It is an ad hoc sort of thing and the Chamber of Commerce can come along at any time and discuss things with me if it has anything to discuss. However, I consider that general conversation around a table is a waste of time.

THE CHAIRMAN. - A number of people, including Mr. Ruddock of the Department of National Development, have said that this Territory needs adequate roads, particularly roads to Cooma, Tumut and the coast. Do you think that is a sound idea?

MR. McLAREN. - That is not my business. It is a matter for the New South Wales Government. One has only to drive along the Hume highway to become convinced that New South Wales has plenty to do on the roads. There are miles of mud heaps at present on the Hume highway south of Yass.

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THE CHAIRMAN. - The witness whom I have mentioned said that after all, Canberra was the federal capital and action would have to be taken from here to get those roads?

MR. McLAREN. - I know of plenty of places where we could put good roads down inside the Territory, let alone outside it.

THE CHAIRMAN. - The building of roads in the Territory is more important?

MR. McLAREN. - It is a primary responsibility of the Commonwealth.

THE CHAIRMAN. - Many representations have been made to us about concert halls, theatres and art galleries. Would you like to comment on those matters?

MR. McLAREN. - I have read most of the evidence that has been given before this Committee, and it seems to me that a lot of the complaints that have been levelled at Canberra could be levelled at any part of the world. That is, that there are not enough schools, houses at the right price, art galleries, theatres and all sorts of things in this city. Consider Sydney, for example, it has been said that we should have an opera house in Canberra, but there is not even one in Sydney at present where, I should think, it would be a better business proposition.

THE CHAIRMAN. - All these witnesses approached this matter from the viewpoint that Canberra was the national capital.

MR. McLAREN. - You can regard the national capital as a form of curious curio. The capital consists largely of people, and I realise that these things are matters for the Parliament. If the Parliament is prepared to vote the necessary funds, all right. But I consider that many of these things, if established in Canberra, would become white elephants at this stage of our development.

THE CHAIRMAN. - I was of that opinion for a time, but I am now revising that opinion. I believe that such establishments could be made part of the tourist attraction of the city, and the tourist trade could help to pay for them.

MR. McLAREN. - I would not like the idea of establishing an art gallery here, for example.

THE CHAIRMAN. - Do you consider that the spread of the city has become too great for the present population. Do you think that for the next few years we should concentrate on the inner suburbs and try to prevent a further outward spread of buildings?

MR. McLAREN. - We are really forced to go out from the centre of the city if we want largescale residential development, because there is so much of the inside that is reserved for something or other, and so much that is subject to flooding. Probably several thousand acres of Canberra is subject to flooding, and that forces us to go outwards.

THE CHAIRMAN. - What do you say about flat buildings?

MR. McLAREN. - There is a limit to the number of flats that can be developed, but flats will be built in the inside of Canberra. The parliamentary triangle is a large area which must be preserved free from houses. There is Capitol Hill and City Hill which are apparently reserved for something. However, it is my opinion that residences in those places would put a little humanity into the areas. I am not in favour of areas where there are great blocks of offices which are deserted for a great part of the week, consequently making those areas into dead areas. I do not see any great objection to having residential development around here, for example.

THE CHAIRMAN. - You could not have such development within the Government area?

MR. McLAREN. - Yes, I envisage a good type of residence. It would bring variety and interest to the place, instead of having these areas merely filled with trees.

THE CHAIRMAN. - I like trees.

MR. McLAREN. - It is a matter of having a city or a park.

SENATOR VINCENT. - We have three main shopping centres in Canberra at present. Can you tell me why it has been decided

there should be one main shopping centre, and why that is envisaged at Civic Centre?

MR. McLAREN. - The reason is that unless we have something of that sort which will give an opportunity for specialised traders to come to the city rather than general store traders, then, unless the population grows very rapidly and density increases rapidly, we shall never be able to attract the specialist type of trader. Such traders are attracted only to densely populated city areas.

SENATOR VINCENT. - Do you not consider that such specialists could be attracted to three or four, or more, smaller shopping centres?

MR. McLAREN. - I do not think so.

SENATOR VINCENT. - Modern town-planning policies in Great Britain tend to the dispersal of built-up areas with their adjacent shopping centres, rather than the concentration of shops in one area.

MR. McLAREN. - I agree with that, but we must realise that in Great Britain the towns mentioned by you are within the environment of London and other large cities where there are large stores. In those circumstances people will go to London or other large cities for certain things that they want.

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SENATOR VINCENT - London has not been planned.

MR. McLAREN - No. I do not know whether it has suffered greatly from that fact.

SENATOR VINCENT - Some of the modern cities that are being built in Great Britain are dispersing their shopping centres and not concentrating them. I am concerned about the present idea of concentrating a city shopping area in one place rather than dispersing those facilities so that the residents of Canberra may enjoy them with the greatest degree of convenience. Is it intended to plan a fourth shopping centre equivalent to Manuka, Kingston or Civic Centre in some other area of Canberra?

MR. McLAREN - There is no present intention to do so. It may be necessary at some time in the future, in which case there would be no great difficulty about it.

SENATOR VINCENT - Do you not think it would be more convenient to have the equivalent of the Kingston or the Manuka shopping centre, with a theatre and other facilities, in some portion of the city west of Capital Hill out near Yarralumla? It is a long way from Yarralumla to Manuka.

MR. McLAREN - Yes. If you could attract the business there it would be convenient, but unless the Government builds these things and almost gives them away the trade would not be greatly interested in them. I do not think the business would be there.

SENATOR VINCENT - I am interested to find out why we are restricting ourselves to three shopping centres.

MR. McLAREN - I do not think there is any need for more. Do you mean three better than the ordinary suburban centres of half a dozen shops?

SENATOR VINCENT - Three such as Manuka, Kingston and Civic Centre.

MR. McLAREN - There are other shopping centres, but they are small.

SENATOR VINCENT - A city of 150,000 people is envisaged.

MR. McLAREN - I realise that. You might have to look at it later.

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SENATOR VINCENT - I am looking at it in those terms.

MR. McLAREN - The resumptions that you would have to make to provide for it would be only in terms of residential units. There would be no great problem in resumptions if you did make that development.

SENATOR VINCENT - Why cannot a fourth one be planned now?

MR. McLAREN - Where would you plan it?

SENATOR VINCENT - I am not a town planner.

MR. McLAREN - You need not be a town planner. You have to be a good guesser.

SENATOR VINCENT - I shall make a stab at it and ask why there should not be one out near Yarralumla.

MR. McLAREN - The population at Yarralumla is only a little over 2,000. It would not support a big shopping centre. Take Bankstown, in Sydney.

SENATOR BENN - Why choose Bankstown?

MR. McLAREN - It just happens to be a centre of which I think Senator Vincent, who comes from Western Australia, might be aware.

SENATOR VINCENT - I am not too much impressed by it.

MR. McLAREN - I think the population of Bankstown is about 70,000. It has a very/^{much}concentrated shopping centre, but it is not an enormous one. People still get the train and go to Sydney.

THE CHAIRMAN - There is a growing tendency for those outer shopping areas to develop. Parramatta is now a main centre.

MR. McLAREN - They are developing, but they are not developing as business centres.

THE CHAIRMAN - It is a natural development.

SENATOR VINCENT - I suppose you will agree with me that there is not a town in Australia of 2,000 people, with the possibility of doubling or trebling within the next five years, that has not a shopping centre, a theatre and perhaps a hall or other place where the people of the town can gather. I suggest that we are a little too apt to concentrate these facilities in the three

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shopping centres at present in Canberra. I am concerned to hear your views whether it would not be desirable to plan now for a fourth and a fifth shopping centres.

MR. McLAREN - You get the battle of the plans or the **babel** of tongues in this. You get a complaint in Canberra that there is no great street that one can walk along - no great white way along which one can walk at night and window shop. One of the reasons for that complaint is the dispersal. Present policy is at least to build some part of Canberra that looks something like a city, and that follows Griffin's plan.

THE CHAIRMAN - I feel that there is a public demand for the long street lined with shops. For the last few weeks I have been living in the heart of the city of Sydney, where I have never lived before. I am talking only about what the public demands and I think we must plan for that. In the heart of Sydney there are bright neon signs everywhere at night. Every evening I have walked round the blocks bounded by George Street, Pitt Street, Castlereagh Street, King Street and Market Street and I have been amazed at the number of people walking about even on week nights and looking at the shops.

SENATOR BENN - They are probably visitors to Sydney.

THE CHAIRMAN - We want visitors in Canberra.

SENATOR VINCENT - They are probably looking for something to do.

THE CHAIRMAN - No. They look for the shops. Whether or not the town planners like it, we must consider that demand.

SENATOR VINCENT - If I were a resident of Yarralumla, I should have some very hard feelings about having to go all the way to the three shopping centres.

MR. McLAREN - I agree with you that this dispersal is becoming a modern concomitant of the motor car. People do not just go into a city now and out again. They go in all directions from all parts, mainly by motor vehicle. That has broken down this physical need, apart from a sentimental desire, for these concentrated areas. I want to make it clear that the reason why we tried to plan Civic Centre as

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a city was to attract the larger retailers who would not ordinarily be interested in a city of such a small population.

SENATOR VINCENT - Would you deny that, in due course, it might be desirable to have a repetition of the Manuka shopping centre?

MR. McLAREN - Of course it might be desirable. I explained that I do not think it would create great difficulty, because the Government could exercise resumption powers and enlarge a centre.

SENATOR VINCENT - Am I right in saying that the main industrial area is planned in the region near Kingston to the south-east of the city?

MR. McLAREN - It is further out on the road to Queanbeyan.

SENATOR VINCENT - Is that the only industrial area that has been planned?

MR. McLAREN - That is the only major one at the moment.

SENATOR VINCENT - Do you think, having regard to the ultimate size of Canberra that, in the long-term conception of this city, that might cause problems of accessibility because it is at the extreme south-east portion of the city and workers will have to travel long distances to work?

MR. McLAREN - I think they would be only relatively long distances.

SENATOR VINCENT - It is a long way from O'Connor to that area.

MR. McLAREN - That is so.

SENATOR VINCENT - It is a half-hour journey in the bus.

MR. McLAREN - You are tied to the difficulty of this zoning principle - having your factory area in some part that is reserved for that purpose. People do not like living in an area where there are industries, particularly sawmills and the like.

SENATOR VINCENT - Has any consideration been given to establishing a second industrial area on the northern side of the city?

MR. McLAREN - Not yet. We have reserved about 1,000 acres

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at Molonglo for industrial purposes. Probably less than 100 acres has been taken up.

SENATOR VINCENT - Do you think it is possible that, in 100 years' time, a decision not to establish a second industrial/^{centre}elsewhere might be regretted?

MR. McLAREN - It might be; I do not know. I should not be greatly worried about it, but it could be regretted. I cannot conceive the shape of the place or its general atmosphere so far ahead.

SENATOR VINCENT - People are concerned now.

MR. McLAREN - That is true. Whatever you do in the place will be wrong.

SENATOR VINCENT - It might be better to be wrong and have a second industrial area than to be wrong and not have it. Have you any views on the projected eight-storey flats?

MR. McLAREN - I have plenty of views about that project.

SENATOR VINCENT - It has been suggested - there has been contradictory evidence about it - that a residential building of such size will tend to throw out of focus the important public buildings that will appear in Canberra and will unnecessarily emphasise the residential buildings to the detriment of the public buildings. Can you give us some views on that matter?

MR. McLAREN - It could, but since we have so few major public buildings it is rather hard to say whether it would throw them out of focus. There are the ones to come in the future. The distances seem to be so great between them that I do not think it is of real significance. The distance from those eight-storey flats at Braddon to the Government triangle is probably about two miles, and I do not think it would throw it out much. I do not think it would affect it.

SENATOR VINCENT - What is the idea of having so much spare ground?

MR. McLAREN - You say "so much spare ground". We are trying to build up the density inside it a little and, incidentally, give

some variety to the landscape. It is really a flat, level area.

SENATOR VINCENT - Ultimately there will be a city administrative building or hall in the centre of the octagon at City Hill.

MR. McLAREN - Yes, at City Hill, or somewhere in the vicinity.

SENATOR VINCENT - Do you not think that the eight-storey flats near it might tend to overshadow the public building at City Hill? That site is very close to the eight-storey flats.

MR. McLAREN - It is not far away from them. I do not think it would be overshadowed. The important aspect of the eight-storey flats is that we want to try to get away, if we can, from the permanent hostel dweller. The idea was to experiment with one block at least of one-bedroom apartments on modern lines.

SENATOR VINCENT - Could not the experiment have been conducted with a three-storey building?

MR. McLAREN - It could have been, but quite a number of people thought that we should try to lift the height of the buildings a little. That is one way to do it.

THE CHAIRMAN - Do you wish now to offer any general observations?

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SENATOR VINCENT. - I have one other question. There is a very large area of land known as Capital Hill, which will probably remain bare for many years to come. Can you see any objection to treating that area, as a temporary measure, with some tree pattern, so as to break the monotony of that rather desolate country, until it is permanently dealt with otherwise?

MR. McLAREN. - So long as we do not create the impression that we have another park, and that when we wanted to develop it we would be snatching a park away from the residents. Every time we plant a few trees around here the people think that it is a park.

SENATOR VINCENT. - The general impression from looking at Capital Hill is one of intense melancholy, so far as I am concerned.

MR. McLAREN. - There are a couple of hostels there. That is about the only development.

SENATOR VINCENT. - I was wondering whether it could be treated temporarily in some way to break that monotony.

MR. McLAREN. - I think that is a very good idea.

THE CHAIRMAN. - Is there anything further that you would like to say?

MR. McLAREN. - I would merely like to repeat the comment that I made earlier, that a lot of the evidence that has been given, I feel, - and no doubt you do too - could be applied with equal force to any other city. One who lives here could feel that we need everything at once. Many things that older cities have probably took centuries to get. There is a limiting factor in this place all the time; that is finance. The Commonwealth has many other commitments. Canberra is not its only responsibility. It has to make a judgment as to how much it will spend on Canberra. We may have different ideas as to whether it is sufficient or not. Talking about these great cultural buildings seems to me to be rather unrealistic.

THE CHAIRMAN. Yes, if it is intended to provide them at once, but I doubt whether that was the intention. I think the idea of many people who propose those things - and certainly my own idea - was that we want to make suggestions as to the sort of place that Canberra will

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be in, possibly, the next 100 years, and certain places should be reserved. I think we can say now that we will not be able to afford to build an opera house, but if we think an opera house desirable, a place should be reserved for it.

MR. McLAREN. - That is because opera today is the vogue, but it may not be in 100 years' time.

THE CHAIRMAN. - I think that opera and the theatre will survive.

MR. McLAREN. - There was an era when opera was engaging the attention of composers, but we have not seen that in recent years.

THE CHAIRMAN. - Ballet has become very popular. I think the general idea is not to lay down things to be done in the next 5 years only - although we shall do that - but that in the allocation of sites we should consider the most convenient place for a fine building for a certain purpose, and let that space remain a park, or a place covered with trees or flower beds, until the time has arrived to use it for its ultimate purpose. I fully appreciate your point, that the limiting factor all through is finance, and that we cannot have everything at once that all the witnesses have demanded.

The Witness Withdrew.

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ROBERT GUY BAILEY, solicitor, sworn and examined:

THE CHAIRMAN. - You have a statement to give us?

MR. BAILEY. - Yes. I formally tender in evidence the report of the Advisory Council's inquiry into the future form of administration of the Australian Capital Territory.

THE CHAIRMAN. - We have copies of that, and I do not think it is necessary to read it. If you like to speak to it we can ask questions later.

MR. BAILEY. - I think that, generally speaking, the report speaks for itself. I am prepared to answer questions on it if necessary.

THE CHAIRMAN. - I received the impression from reading the report that there seemed to be an element of uncertainty, that you had a very hard problem to solve, and that this was a compromise. I do not know whether I am right in that. Was opinion in the Council firmly behind everything in this report, or did you arrive at these conclusions after a good deal of discussion and compromise?

MR. BAILEY. - We arrived at these conclusions after some compromise, but not a great deal. The Council was unanimous in its agreement, as the report states.

THE CHAIRMAN. - The form of government that you recommend is rather similar in some respects to what they had here in the last days of the Commission, and similar to what I think most of the Australian colonies had in the intermediate stage between government by a Governor and a nominee council and full responsible government. For instance, New South Wales between 1842 and 1855 had government with a partially nominated and partially elected council. My understanding of what occurred in all those bodies, including the Commission here, is that there was almost continual hostility between the elected members and the nominee members, that the elected members regarded themselves as the Opposition, and that they were constantly attacking virtually everything that the executive did. Do you not think that there is that danger, if we have an equally divided nominated and elected council?

MR. BAILEY. - No. In my experience on the Advisory Council, what you have said is not the fact so far as that Council is concerned. The present composition of it is 5 elected members and 4 nominated

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members. The elected members have a majority. One of the elected members, at the moment myself, is the Chairman of the Council. I have only a casting vote. I have not found the position of a government and an opposition apparent since I have been a member of the Council, now approximately three years. I have therefore no real reason to think that that situation would arise with the proposed legislative council.

THE CHAIRMAN. - The general effect of your scheme, while giving representation, will be to leave the final voice with the nominees or the people representing the Commonwealth Government, will it not?

MR. BAILEY. - It could be.

THE CHAIRMAN. - In thinking over this, before I got your report, it occurred to me that the form of government which is best for training citizens, and for bringing the average citizen into close contact with government authority, is the proper local government, government on a municipal or shire level. Do you not think that that is so?

MR. BAILEY. - I do not think that is practicable at this stage.

THE CHAIRMAN. - We will get to the practicability later. Do you not agree that that has been found to be so, through the general history of the English speaking world, not simply of Australia, that where the local government has been strong there is a strong sense of civic responsibility?

MR. BAILEY. - I think it depends largely on the type of local government. In England, for example, more power is vested in local government than is the case in Australia. As we understand local government I think that not sufficient power is vested in local authorities. I find it hard to apply my thinking of local government, as I know it, to Canberra.

THE CHAIRMAN. - Do you not think that one of the worst features in the development of Australia is that we all started with a strongly centralized government at the existing capitals of the colonies, and local government has been really a forced growth? That is my impression from my reading of history. It has been a good growth as far as it went, and it ought to be our aim to develop it still further and give it

further responsibility.

MR. BAILEY. - That is a very general question. I do not think that I can do more than say that I cannot imagine the type of local government as we know it as being applicable to, or as working in, a national capital.

THE CHAIRMAN. - But would it not be worthwhile giving the citizens of the suburbs a municipal council, even if its functions were limited to begin with - they could be added to from time to time - to get their co-operation and to develop their sense of citizenship?

MR. BAILEY. - I think it is most important to give them a say in civic affairs, not in the nature of a municipal council, but rather as we have recommended, in the nature of a legislative council.

THE CHAIRMAN. - But you have a very widespread city here, and as it develops I think you will find very great differences, if they do not already exist, between the interests and the points of view of people in various quarters. Do you not think that if you had, say, two or three municipal councils you would develop a civic spirit in the people better than by having this overall legislative council?

MR. BAILEY. - The legislative council, of course, is only part of the recommendation made by the Advisory Council. In effect it recommends, as the report says, unified control under the direction of a Minister with power to delegate, and the adoption of a principle of establishing self-contained and independent statutory bodies for the conduct of public utilities.

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THE CHAIRMAN. - Why could not these public utilities be developed further by municipal councils?

MR. BAILEY. * Because it is difficult to find where the municipal council would end its functions and the national council functions would commence. Take, for instance, water supply. Of necessity water supply is on a national level. If you had a municipal council for the northern suburbs where would its responsibilities begin?

THE CHAIRMAN. - But that is true of our capital cities also. Melbourne has one water supply and so has Sydney, and I suppose all the capital cities have. But the municipal councils are doing other things.

MR. BAILEY. - That is so, but there you have not to find a clear distinction between the national responsibility and the local responsibility. Here we have all the services of a Health Department for the national capital. If you had a municipal council with a health officer, where would his functions begin?

THE CHAIRMAN. - Your point is that you cannot find enough functions for a municipal council in this city?

MR. BAILEY. - It is not possible to make a clear distinction from the national activities.

THE CHAIRMAN. - But when you could not make it totally on principle, you could make an arbitrary distinction and say which duties each body should perform.

MR. BAILEY. - You could find a few matters for local government.

THE CHAIRMAN. - My point is that it would be worthwhile having a local governing authority for the sake of developing the responsibilities of the citizens with a close link with the body looking after their affairs.

MR. BAILEY. - That is so, but I consider that what my council has recommended is better.

THE CHAIRMAN. - Have you reason to believe that there is a strong body of Canberra opinion supporting your proposals, or that there will be when they are fully known?

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MR. BAILEY. - I should say there is a strong feeling in Canberra for a say in civic affairs.

THE CHAIRMAN. - You think that your scheme will meet that demand?

MR. BAILEY. - Yes; as it progresses it will meet it. As more public utilities are placed in the hands of the public, that demand will be met.

SENATOR VINCENT. - Could you outline the type of laws that the proposed legislative council would be responsible for?

MR. BAILEY. - Generally speaking, legislation on matters which affect the residents of the territory. Not financial measures. I do not think that the Legislative Council should legislate in respect of finance which it does not collect and therefore should not disburse. Such matters as affect the individuals --

SENATOR VINCENT. - For example, criminal law, and laws relating to marriage and divorce?

MR. BAILEY. - Yes, also laws relating to practice and procedure, and traffic.

SENATOR VINCENT. - But not laws relating to local government?

MR. BAILEY. - Not laws relating to finance. For example dog registration - that type of thing.

SENATOR VINCENT. - I notice on page 2. of your report in the first paragraph the opinion is expressed that it is not possible at this stage in Canberra to make a clear distinction between all those activities and responsibilities which pertain to the Australian Capital Territory and those which have to do with Federal Government. As this city will always be the Federal Capital, do you think the stage will be reached where it might be possible to distinguish between the responsibilities relating to local government and those relating to the Federal Capital, as such.

MR. BAILEY. - Yes, I think it may. When Federal development has reached completion so far as normal requirements

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are concerned, it may then be possible to draw a fairly clear distinction.

SENATOR VINCENT. - Will not the same problems then arise in relation to the delineation of the respective functions?

MR. BAILEY. - Not to this extent. Normal municipal council has control of its own building. It can say what types of building shall be built, and where. In Canberra it would not be proper for a local body to do that. But I can envisage the time when the main local buildings will be complete. The city will have taken its ultimate shape. Then it will be possible to draw a clearer distinction between Federal and local government responsibilities.

SENATOR VINCENT. - Do you think the stage will ever be reached when it will be possible to assign the responsibilities of the local government and those of the Federal Government?

MR. BAILEY. - Yes, I should think so. Most cities reach a static stage of development, particularly a city such as this. When that will be is difficult to say. I do not think that I shall live to see it.

SENATOR VINCENT. - Do you think that stage may be reached when the city has become static?

MR. BAILEY. - Yes, more or less static - formed - filled in.

SENATOR VINCENT. - Could that be when all the public servants now living in Melbourne and Sydney are living and working here?

MR. BAILEY. - Yes, it could be when all government requirements are met that the stage would be reasonably static.

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

MR. BAILEY. - Once each month under our ordinance, and occasionally we have special meetings. As Chairman of that Council, I am a member of the National Capital Planning & Development Committee.

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SENATOR VINCENT. - Would you say that the functions of those two bodies tend to overlap at any level, or that there is any duplication of their functions or work?

MR. BAILEY. - Not in the way they work.

SENATOR VINCENT. - Why is it necessary to have two bodies to look after the destinies of this city?

MR. BAILEY. - The Advisory Council advises the Minister on matters affecting the Territory and the way in which it works. We advise on local government matters, not general planning matters. There is nothing to prevent my council from advising the Minister on planning matters which are within the province of the National Capital Planning & Development Committee.

SENATOR VINCENT. - I find it difficult to understand how those two bodies act without coming to cross purposes on some matters.

MR. BAILEY. - The fact that the Chairman of the Advisory Council is also a member of the National Capital Planning & Development Committee means that there is a liason, in that if a matter of planning is raised in the Advisory Council the Chairman of that Council takes it to the National Capital Planning & Development Committee.

SENATOR VINCENT. - Would it not be better to have one body?

MR. BAILEY. - I have not given that much thought. I can see no reason why not, except that it would have to meet very often and it would have a greater volume of work.

SENATOR VINCENT. - I think you will admit that planning is so related to organisation and administration that it is quite possible that one body might be more effective.

MR. BAILEY. - Yes, it is, I agree.

SENATOR VINCENT. - Your report makes it quite clear, and it is well expressed - "The stage of Canberra development does not yet make it possible for a local government authority to be created", but your report recommends that a Legislative Council be set up. How do you reconcile the suggestion that you are not

ready for a local governing authority here, but you are for a legislative council?

MR. BAILEY. - Because of the difference in the functions. The local authority deals with roads, bridges and housing. A legislative council deals with laws, and it follows the principle that everybody should have a say in the laws which they must obey. It is a principle of democracy and one which, in fact, at the moment, is denied to the residents of the Territory.

SENATOR VINCENT. - Would the legislative council be subject to veto by the Minister?

MR. BAILEY. - No, subject to veto by the Commonwealth Parliament.

SENATOR VINCENT. - It would function on a similar basis to that of the Northern Territory Legislative Council?

MR. BAILEY. - That is so.

THE CHAIRMAN. - Do you think the National Capital Planning & Development Committee has sufficient power?

MR. BAILEY. - I think it has not and I shall have something to say about that later.

THE CHAIRMAN. - Do you think that the American Fine Arts Commission for Washington would provide us with a pattern to study to see how we could enlarge its powers if we wanted to?

MR. BAILEY. - I am not an authority on that Committee. I have discussed it with Mr. Shakespeare, a member of my Council. My understanding is that its powers are somewhat limited. It is subject to Congress at all times.

THE CHAIRMAN. - You could not get away from the overriding power of Congress, just as here Parliament must have final power. But it is not against the power of Parliament that you need a safeguard but against the power of an administrator who might be a Public Servant.

MR. BAILEY. - That is so.

THE CHAIRMAN. - Do you think a body should be established with an overall veto on all buildings and the general aesthetic side of the city, leaving the question of roads aside?

MR. BAILEY.

MR. BAILEY. - A separate veto.

THE CHAIRMAN. - A body which could put a veto on any proposal to put a statue, say, between Parliament House and the National War Memorial - unless Parliament itself overrode that proposal?

MR. BAILEY. - I would prefer a national capital planning committee with wide powers, much more power than the present committee has, which is merely a power of recommendation. I would like to see a body which would settle the question of the approval of a sub-division, the types of houses that could be put on it, the siting of the houses on the blocks and the erection and siting of public buildings. I would also like to see a wide representation on that committee. There should be strong parliamentary representation to represent each State of the Commonwealth as far as practicable, together with leading architects and town planners. That committee could veto or approve the erection of a statue in the position that you mentioned, Mr. Chairman.

There would not then be a division of function. The planning committee would approve, but if there were a fine arts committee, that committee could veto such approval because of lack of experience or knowledge within the fine arts committee.

THE CHAIRMAN. - The fine arts committee could let everybody know what was involved in a certain proposed action, or whether there was any opposition to that action. Such a committee could express its views. By throwing the matter back to the Parliament there is a safeguard against hasty administrative action. There is at present a statue of King George V in front of Parliament House. Some people consider that is a good place for a statue and some do not. I think it is a ridiculous place, but I understand that a parliamentary committee approved of its erection in that position. If there were a committee to consider such matters, a statue would not be placed in that position unless there were widespread approval.

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Apparently this action was taken without anybody knowing anything about it.

MR. BAILEY. - Yes, like the Narrabundah houses.

THE CHAIRMAN. - According to the minutes of the Advisory Council of the 22nd June, 1953, you mentioned residential frontages. Can you give us your opinion of what should be the size of residential blocks?

MR. BAILEY. - I raised that matter because it appeared that the proposed sub-division was for housing blocks with 50 foot frontages. The type of houses being built on those blocks did not suit 50 ft frontages. The Department of the Interior, with the advice of the Planning committee, approved the sub-divisions and the frontages and the matter was handed over to the Department of Works for that department to erect the houses. The Department of Works was utilising various types of houses at that time, including the Tocumwal house, and houses unsuitable for 50 ft frontages were put on the sub-division. No regard was paid to not putting houses of the same type in the one line like the line of Riley-Newsome houses at O'Connor. I do not know whether you gentlemen have seen those cottages, but as you drive into Canberra along Northbourne Avenue, if you look to the right you will see a line of Riley Newsome cottages on the high ground of O'Connor. They look like a row of sheds. There are similar lines of houses in other streets in O'Connor which give the same effect. A 50 ft frontage, unless it is to round out a sub-division or fill in a corner of a sub-division, is not a sufficiently wide frontage. The average width of a house is two rooms, together with a hall and a ~~gar~~ drive way. Under those circumstances 50 ft is not wide enough for a cottage of good appearance.

THE CHAIRMAN. - What should be the minimum frontage?

MR. BAILEY. - That depends on the type of house to be erected.

THE CHAIRMAN. - What should be the minimum frontage for a small cottage with a car driveway?

MR. BAILEY. - I think that is also dependent on the

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area available, and the depth of the land. Generally speaking, I think that 50 ft is far too little. I should say not less than 55 ft or 60 ft frontage where practicable.

SENATOR BENN. - a 50 ft frontage is standard in most of the States.

SENATOR VINCENT. - We have 66 ft frontages in our State of Western Australia.

MR. BAILEY. - The better suburbs of Sydney are those where the allotments have frontages of 60 ft or more, irrespective of their depth.

THE CHAIRMAN. - One must consider whether the tenant or owner is going to look after the garden around the house, when considering the length of the frontages of building blocks?

MR. BAILEY. - Yes.

SENATOR BENN. - I am concerned about the Advisory Council seeking to set up a legislative council for the Australian Capital Territory. What advantages do they expect to obtain from such a legislative council?

MR. BAILEY. - The specific advantage will be that the citizens of the Territory will have a say in making the laws that they must obey. They will also have some say in the administration of the Territory through the statutory body.

SENATOR BENN. - Is not that at present accomplished through the Parliament and the Government departments established to administer the affairs of the Territory?

MR. BAILEY. - No.

SENATOR BENN. - Why not?

MR. BAILEY. - We have a representative in the House of Representatives but he can vote only on the disallowance of an ordinance. The incentive for law-making in the Australian Capital Territory springs mainly from the departments themselves, and the only incentive for law-making that comes from the citizens is that which comes from the law society of the Territory and the Advisory Council, and, to a lesser extent, from progress associations and similar bodies.

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SENATOR BENN. - What disadvantages do the citizens suffer?

MR. BAILEY. - They have very little say in making the laws that they must obey.

THE CHAIRMAN. - They have the same kind of representation as other citizens - I think that is beyond dispute?

MR. BAILEY - That is so.

SENATOR VINCENT. - If a legislative council were to be established, that would dispose of the necessity for having a representative of the A.C.T. in the National Parliament?

MR. BAILEY. - I have not thought of that - to a degree, certainly.

SENATOR BENN. - Without setting up a special parliament for the A.C.T., your representation in the National Parliament could be made similar to ^{the} representation of other citizens?

MR. BAILEY. - That would be of some assistance.

THE CHAIRMAN. - Is it desirable to have a representative in the Senate as well as one in the House of Representatives. That could be permitted under the Constitution?

MR. BAILEY. - If that were practicable, yes.

(Luncheon adjournment).

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EDWARD JOHN SCOLLAY, Architect, representing the Association of Architects, Engineers, Surveyors and Draughtsmen of Australia, sworn and examined.

THE CHAIRMAN - I understand that you have a statement for submission to the Committee.

MR. SCOLLAY - Yes.

Character and Importance of a National Capital.

The aim has been to provide for the Commonwealth of Australia a Seat of Government or National Capital in surroundings of dignity, peace and charm befitting the importance of a Commonwealth Parliament. Towards the achievement of this aim no effort should be spared and the ultimate objective should never be obscured by the clouds of expediency.

Pattern for Development of Canberra.

The Burley Griffin plan has been adopted as the basis of development of Canberra and in our view should not be modified unduly or unnecessarily. The designer could not foresee our present and future traffic needs and modifications of the plan on this score are, of course, at times necessary.

The pre-war development of Canberra, although slow, followed closely to the plan. The post-war boom, however, has produced departures from that plan which members of this association view with concern. The trend of development has been to satisfy the needs of the moment and in doing so the ideal of a National Capital, unique in design, has been overlooked.

Whilst the Burley Griffin plan has been adopted for Canberra as a basis, the plan itself has not included some details such as siting of some residential streets and subdivisions. Officers, on whose shoulders responsibility for those decisions fall, find themselves with no principles laid down to guide them. A decision may be given in one case only to find some years later that such a decision does not fit in with some other aspect of the plan.

Co-ordination of Control of Australian Capital Territory.

At present the administration, development and construction

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in the Australian Capital Territory is effected by the Departments of Interior and Health and the Canberra office of the Department of Works under their respective Ministers. Liaison between these departments has at times been sadly lacking.

The position is further complicated by the influence of persons who seldom, if ever, see Canberra. The persons to whom we refer are the National Capital Planning Committee and officers of the head office of the Department of Works, Melbourne, who have, on occasion, overruled decisions made by local officers.

Budgeting.

The system whereby finance for development of Canberra is made available by annual budget we believe creates an artificial building stage. This has, in turn, produced an uncertainty in the building trade and is one of the factors which deter some contractors from operating in Canberra.

Worse still, finance for some Departments, although approved in the Budget, is not made available until as late as November.

Defects Arising from the Present System.

Housing and Subdivisions - Reference to plans of subdivision will reveal that many housing blocks are too small in area, too narrow in frontage and too shallow in depth. The infamous "Rainbow Alley" (demountables, Narrabundah) consists of pre-fabricated cottages on blocks 50' x 100'. Other blocks in Narrabundah have frontages as small as 33 feet (blocks 64-68 inclusive in section 50) whilst one only 18 feet in frontage (block 60, section 50) is more fitting for Paddington than the National Capital. The "battleaxe" blocks in section 102 Ainslie have only 12 feet frontage to the street.

Siting of houses is often done thoughtlessly, as witness the row of pre-fabs in Miller Street (section 64 O'Connor), and the placing of pre-fabs in Narrabundah and Ainslie. Department of Works architects have been set an impossible task of siting many houses on too narrow sites. An example of this may be seen in the monocrete cottages erected on section 74 in Scrivener Street, O'Connor.

Statistical surveys of types of families to be housed would be

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a good guide in the provision of houses. These statistics could be obtained from Commonwealth departments which it is proposed to bring to Canberra.

Shopping Facilities - It is our view that the construction of blocks of shops in the suburbs is an excellent beginning, and has helped greatly in overcoming the lack of shopping facilities. However, there seems no anticipation by officialdom of the requirements of the near future. So shops are finally constructed in the heart of Ainslie, about the time when similar shops are needed at North Ainslie another half mile out. Pre-planning of shopping facilities might encourage larger firms to come to Canberra.

Facilities at the three main shopping centres are improving, but as each becomes more busy so the parking problem becomes more acute. Somewhere in Canberra someone should be responsible for planning adequate facilities for parking, for today and for ten years hence. The problem is to find that person and bring his planning to fruition.

Transport - Public transport in Canberra consists mainly of the bus services run by the Department of the Interior. Generally, all employees concerned give efficient and courteous service to the travelling public, but many problems beyond the control of these employees plague the transport authorities. The topography of Canberra, with a southern and a northern centre separated by arid miles of public buildings and the sprawling Molonglo flats, calls for an express service between Civic and Kingston. Each of these centres should be fed radially from its surrounding suburbs.

Parks - In modern town-planning schemes the need for areas to be set aside permanently as parks is recognised. Some such areas in Canberra have been provided but have not been dedicated or gazetted as such. Trees and shrubs have been planted on these areas and residents have long regarded them as parks. A recent trend has been to develop these parks residentially. Examples of this are Solander Place, Yarralumla, and Vaughan Gardens, Narrabundah. This association urges that areas for parks be dedicated and gazetted

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permanently as such and developed along the lines of Corroborree Park and Telopea Park.

Education - The position with regard to primary and secondary education appears to be well in hand. However, in view of Canberra's rapidly expanding population consideration should be given to extension of the scope of the Canberra University College and the Canberra Technical College.

Conclusion.

Evil enough has emanated from hasty and thoughtless planning in the above matters. The greater evil is that under the present multi-control the effects of expediency and lack of foresight will persist into the future, until the whole aim of a worth-while National Capital is lost.

We do not wish the aforesaid remarks to be construed as criticism of any individual but rather as a sincere attempt to improve the future development of our National Capital. A great deal, we believe, has been done wrongly and many mistakes have been made, but on the other hand we wish to point out that a great deal of good has been done and that much benefit can be gained from past mistakes.

We wish to thank the Committee for this opportunity of presenting the association's views and hope for some remedy for the points raised.

THE CHAIRMAN - We have already had evidence on a good deal of the ground that you have covered. You stated that the aim has been to provide a National Capital in surroundings of dignity, peace and charm. Do you think, in the light of that fact, that we ought to encourage industry in Canberra?

MR. SCOLLAY - This question was discussed by the association, and it was felt that a degree of industry should be encouraged here, but that Canberra should never be allowed to become a heavily industrialised town.

THE CHAIRMAN - You have criticised the National Capital Planning and Development Committee on one ground only. What is your general attitude towards it? Do you think it is necessary or unnecessary?

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MR. SCOLLAY - There is a need for a body which performs one of the functions that the Committee performs - that of acting as a sort of guardian of standards of architecture. I think the feeling of the association is that a body with a more intimate interest in Canberra's problems, and possibly centred in Canberra, would be preferable to having members who are only in a sense visitors.

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THE CHAIRMAN. - How many of the members live here?

MR. SCOLLAY. - I do not know that any of them live here.

THE CHAIRMAN. - Mr. Bailey is a member. I understood him to say that he was a member of both bodies - chairman of the Advisory Council and an *ex officio* member of the National Capital Planning Committee. I do not know about the others. The chairman of the Public Works Committee is a member. I suppose that in a sense he is a visitor, but a very frequent visitor. He is here during the whole of the sessions, and at other times. However, I can see your point. Will you explain a little more fully what you mean by this matter of budgeting? We have had conflicting evidence about this. It has been said that Commonwealth finance creates an artificial building stage. Can you enlighten us as to how and why it does that?

MR. SCOLLAY. - It does it in a number of ways, and it affects different departments differently. It affects the National University, for instance, which is not a public service department in the sense that other departments are, differently from the way in which it would affect purely public service departments. I have some personal knowledge of the way in which it affects the National University. What tends to happen is this: an amount of money is granted for a building project in one financial year for the National University, and that amount of money becomes the primary objective of the University as far as that building is concerned. Rather than devoting its full attention to getting the building built, which may take 2 or even 3 years, it is only in the foreseeable financial year - - -

THE CHAIRMAN. - You mean the Government?

MR. SCOLLAY. - No, the University itself, because of its knowledge of its finances for that particular year. Possibly it has no certain knowledge of its finances for the following year. Therefore its endeavour is to spend all the money that it knows it has in the financial year, irrespective of the effect upon the building. Another thing that tends to happen is that money may be allowed in a building programme for a particular project, and the project may not be started in one financial year, and there is no guarantee that the money will

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be made available for that project in the next financial year, despite architectural work or preparatory building that may have taken place. There is no surety of money being made available in the next financial year, particularly if other projects in the programme have lagged in the present financial year, and more money is required in the following financial year than was anticipated. In those circumstances frequently projects have to be cut out in the following year because the whole of last year's allocation on one building was not spent.

THE CHAIRMAN. - It has been represented to us that that is not the practice of departments, and that if the University liked to follow the departmental practice it could. I will read you the relevant portion from the evidence of the Auditor-General. He said:

"... the Government's practice of incurring liabilities under departmental works programmes is in conformity with Section 83 of the Constitution, which requires parliamentary appropriation for expenditure, the Audit Act and the Treasury Regulations. He states that there is no provision in the Constitution, or in the Audit Act or the Treasury Regulations, which precludes the executive Government of the Commonwealth from entering into a contract, otherwise within its power, by reason only of the fact that the Commonwealth thereby incurs a liability to pay moneys which have not at that time been appropriated by the Parliament to meet liabilities arising under the contract."

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I assume that the National University could do the same thing; it could enter into a long-range contract?

MR. SCOLLAY. - Yes.

THE CHAIRMAN. - That does imply continuity?

MR. SCOLLAY. - Yes, for that particular project, for that particular building or contract.

THE CHAIRMAN. - I think there is no way in which you could give certainty to a long-range programme other than by allowing for particular projects under long-term contracts. After all, you cannot abolish the Parliamentary vote each year. That is constitutional, and there is no other constitutional way in which you can get money, other than by committing yourself ahead, and obviously you could not commit yourself to everything.

MR. SCOLLAY. - That is true, but would it not be possible to make a certain amount of money available for a building over a period of 3 years, say? One building may be estimated to take 3 years to build. It could be unimportant how the money was spent year by year in those three years, and it would have no effect on other buildings which might be required by the same department in the following financial year. If money is not spent in one financial year it is then re-voted into the next financial year, but it still goes towards the sum total of the allocation for the following financial year.

THE CHAIRMAN. - We will consider that very carefully.

You were speaking of building blocks. What would you think should be the average frontage?

MR. SCOLLAY. - For detached houses?

THE CHAIRMAN. - Yes.

MR. SCOLLAY. - My estimate would be 55 or 60 feet as an absolute minimum, and more than that is desirable. But, of course, many factors influence that, and I think it is preferable to have a mixture of types of development rather than divide it into equal units and then try to fit different types of development on to them.

THE CHAIRMAN. - One of the complaints is that the city is too far

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spread out, that there is not sufficient density, and that that adds to costs.

MR. SCOLLAY. - Density can be achieved in other ways than by cutting down frontages of houses.

SENATOR VINCENT. - Flats, for example?

MR. SCOLLAY. - Yes.

THE CHAIRMAN. - With regard to parks, you have come to the conclusion that some of them ought to be dedicated, but you refer to other lands. It will be necessary in this city to leave a lot of land unoccupied for the present, land which will not ultimately be parkland. There would be no objection to having that land covered with trees or lawns for the time being?

MR. SCOLLAY. - There is not. In fact that is a very intelligent method of dealing with the open spaces.

THE CHAIRMAN. - So long as you have certain areas which are parks all the time?

MR. SCOLLAY. - Yes, and also areas which are small and pleasant pieces of ground in the middle of suburban development, which are at the moment decorative and pleasant. It would be preferable if they could be protected from housing development.

THE CHAIRMAN. - Your evidence is very interesting and will be fully considered. I have no further questions.

SENATOR VINCENT. - Your first proposition relates to the aim of the Commonwealth to provide a seat of Government in surroundings, as you state, of dignity, peace and charm. Incidentally, I thoroughly commend you for that expression; it is an excellent way of putting it. But I think that that expression has to be looked at when the planning authority, having regard to a long-term conception of the city, comes to consider what type of industry, for example, should be established in Canberra, and where. Do you agree?

MR. SCOLLAY. - Yes.

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SENATOR VINCENT. - Could you indicate the nature of the industries that you suggest could be established here, having regard to the conception you have established in your first proposition?

MR. SCOLLAY. - That is a difficult question to answer. I am not necessarily knowledgeable in the sort of factories that people like to have as centres of production. But from the point of view of the city rather than the point of view of the manufacturers or industrial people, I should say that any of the light, non-noxious industries could come to Canberra, such as furniture-making. Already there is a thriving little industry manufacturing furniture in Canberra.

SENATOR VINCENT. - What about the printing industry?

MR. SCOLLAY. - I am not sure of how pleasant or unpleasant are printing processes.

THE CHAIRMAN. - They would not affect the neighbourhood.

MR. SCOLLAY. - No. Certainly the Government Printing Office is not an ugly or unpleasant building.

SENATOR VINCENT. - Would you agree that we should endeavour to prevent heavy industries from being established here?

MR. SCOLLAY. - I should say yes.

SENATOR VINCENT. - The present plan of Canberra envisages only one major industrial centre at the south-eastern extremity of the City. In many years to come, do you consider that some industrial area should be reserved so as to prevent what will obviously be a serious problem in regard to the transport of workers from the northern extremities of the city to the south-eastern?

MR. SCOLLAY. - Yes. That problem should be examined at this stage concerning the provision of alternative industrial areas on the other side of the city. But it is part of the whole concept of the planning of the city that these problems should be examined at this stage.

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SENATOR VINCENT. - Would you say that it is necessary to have two bodies such as now exist - the Advisory Council and the National Capital Planning & Development Committee?

MR. SCOLLAY. - They do perform different functions at the moment. I should say that it would be preferable to have the functions which the National Capital Planning & Development Committee now performs taken over by a local body of some kind, but with the reservation that there should be some sort of consultative body on questions of building standards or aesthetics.

SENATOR VINCENT. - Why do you want two bodies to do what is virtually one job?

MR. SCOLLAY. - Because in matters of taste or design there should always be a Court of Appeal.

SENATOR VINCENT. - I am referring to the two existing bodies. One is the Advisory Council which can advise the Minister on any matter relating to the planning and development of the Capital, and at the same level there is another body called the National Capital Planning & Development Committee, which again, advises the Minister on what could be very similar matters.

THE CHAIRMAN. - If you examine the statutes that set up those two bodies you will find that they were not intended to be on the same level.

SENATOR VINCENT. - I am not suggesting that they are, but I do suggest that they can overlap in functions and that it might be desirable to have one body fulfilling both functions.

MR. SCOLLAY. - Yes, provided that the local body dealing with all sorts of matters other than constructional and planning problems had sufficient technical skill available to do as useful a job as the National Capital Planning & Development Committee does.

SENATOR VINCENT. - Do you agree that it would be desirable to have one overall authority here responsible entirely within the framework of our constitution for the whole of the

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planning, construction and development of Canberra?

MR. SCOLLAY. - Yes, I do.

SENATOR VINCENT. - I take it that you do not see why members of the National Capital Planning & Development Committee should not live in Canberra?

MR. SCOLLAY. - I put it the other way - I do not see why persons who live in Canberra should not be elected to the National Capital Planning & Development Committee.

SENATOR VINCENT. - Have you read the remarks of the Auditor-General in relation to your evidence?

MR. SCOLLAY. - I have.

SENATOR VINCENT. - I think it would be correct to say that the Auditor-General and yourself do not see eye to eye on the subject of project budgeting?

MR. SCOLLAY. - No.

SENATOR VINCENT. - Were your remarks, in evidence in chief, concerning the problems that you have experienced at the University, meant by you to relate to other departments?

MR. SCOLLAY. - Some of the remarks I made apply equally to all departments. For instance, my remark that departments tend to rush in and spend available money at the end of a financial year rather than risk losing a particular project altogether the following year is possibly more true of other departments than it is of the University. The University does not tend to do that sort of thing. The University attempt was to put in a carefully prepared and accurate budget and to stick to it in the following year.

SENATOR VINCENT. - Have you had any personal experience of that state of affairs in regard to other departments?

MR. SCOLLAY. - I did, in fact, give an example in my previous evidence of the temporary laboratory for C.S.I.R.O., which was handled in that way.

SENATOR VINCENT. - Do you know the present policy in relation to the regulation of domestic dwelling frontages?

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MR. SCOLLAY. - No, I do not. Frontages seem to be getting smaller.

SENATOR VINCENT. - We now have three major shopping centres at Civic, Manuka and Kingston. Do you think it would be desirable to create a fourth and perhaps a fifth similar centre elsewhere, in due course?

MR. SCOLLAY. - That would depend on the population. If the population on the north side continues to increase, a second shopping centre would be necessary on the other side of Canberra. Of more value would be the building of more local shops in the new suburbs as they are built rather than shopping centres, to have a distribution of shopping facilities through the suburbs, as is being done now. In Narrabundah there are groups of shops.

SENATOR VINCENT. - Take Yarralumla, do you consider that a shopping centre similar to Manuka would be ultimately desirable somewhere near that vicinity?

MR. SCOLLAY. - Yes. For the day to day needs, such as food and expendable shopping it is a good idea to have a shop close to where people live. But there are other kinds of shopping centres where it is not a disadvantage for people to travel to them, such as at Civic where there are tailors, and so on.

SENATOR VINCENT. - Would say it is more desirable to have a second picture theatre at Civic Centre than one somewhere else.

MR. SCOLLAY. - I should say it would be preferable to put one somewhere else.

SENATOR VINCENT. - Are you aware that a second theatre is now being planned for Civic?

MR. SCOLLAY. - No.

SENATOR VINCENT. - I appreciate your remarks in regard to transport, and as you say, the separation of the northern and southern portions of the city by the Molonglo and the official areas. Do you consider that the main access given by Commonwealth

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Avenue will ultimately become a sort of bottle-neck and create a traffic problem, if the northern portion of the city expands appreciably?

MR. SCOLLAY. - If that remains the only connecting link between the two halves of the city it would become a bottle-neck.

SENATOR VINCENT. - Can you see on the plan any alternative route to relieve this potential bottle-neck?

MR. SCOLLAY. - Not other than a roundabout connection where approximately the present road out to the garbage disposal area would form a link round to the other side of the town.

SENATOR VINCENT. - Would it be preferable to expand the city in directions other than northerly? For example, in a westerly and south-westerly or an easterly and south-easterly direction from Capital Hill?

MR. SCOLLAY. - Yes, provided that there is good building land in those areas.

SENATOR RYAN. - In your submission you refer to a vital aspect - adequate provision for parking. What is the situation now? Who administers parking?

MR. SCOLLAY. - I should say it is administered by the Department of the Interior.

SENATOR RYAN. - You do not know what is the normal routine of its administration?

MR. SCOLLAY. - No. I should say that possibly this is the sort of problem that is treated on its merits as new shopping blocks are built. For instance, at Kingston, the parking associated with the block of shops is treated if it is brought up by the tenants of the buildings.

SENATOR RYAN. - Has your association given any consideration to dealing with planning for this problem in the years ahead, or is it just merely a general item?

MR. SCOLLAY. - It is a general item which is expressed with the idea of bringing forward certain problems which appear

to get piece meal attention, so that there may be a possibility that they will receive overall attention in the future.

SENATOR RYAN. - Have you any practical plans in mind to provide for adequate parking?

MR. SCOLLAY. - No. The Association has not given any particular detailed consideration to any actual parking schemes.

SENATOR RYAN. - Have you examined the Kingston area?

MR. SCOLLAY. - Yes.

SENATOR RYAN. - Would you say the present facilities are adequate to cope with existing traffic problems there?

MR. SCOLLAY. - The parking area at the back of the shops is adequate for the time being.

SENATOR RYAN. - Would you say that the frontage to the transport section could be used for parking purposes to cater for the users of the Kingston shopping centre?

MR. SCOLLAY. - It is too far from the shopping centre for people to walk, especially on wet days.

SENATOR RYAN. - They could have a transport service to the shopping centre?

MR. SCOLLAY. - Yes.

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SENATOR BENN. - That would be the situation with regard to the development of any future shopping centres?

MR. SCOLLAY. - Yes.

SENATOR BENN. - Also Civic Centre?

MR. SCOLLAY - Yes.

SENATOR VINCENT. - Is there a representative of your profession on the National Planning and Development Committee?

MR. SCOLLAY. - There is an architect member - Mr. Frank Heath.

SENATOR VINCENT. - Not a member of your Association?

MR. SCOLLAY. - No.

THE CHAIRMAN. - Yours is an Australia-wide organisation?

MR. SCOLLAY. - Yes.

SENATOR VINCENT. - You are not represented at all in Canberra?

MR. SCOLLAY - No. The Association is a form of professional trade union which has been formed for the protection of the interests of its members.

SENATOR VINCENT. - Do you consider it desirable that one of your Association's members should be on one, or both, of the relevant planning bodies in Canberra?

MR. SCOLLAY. - Whether they are members of our Association or not, I do not think it is of great importance. They may or may not choose to be members. However, provided that they are well qualified architects or engineers, or whatever their profession may be, they would be satisfactory. They need not be members of our Association before they are fit to practice their professions.

THE CHAIRMAN. - Would all members of your Association be architects?

MR. SCOLLAY. - No, some would be registered architects and some are architectural draftsmen. Our Association was formed to include senior and junior members of the profession.

SENATOR VINCENT. - Evidence was given before us yesterday about project budgeting which indicated that that sort of budgeting was being carried out in regard to works and services in Canberra.

Have you any knowledge of that project budgeting being carried out?

MR. SCOLLAY. - No, but in a restricted form it does exist. Money is appropriated for a project which may last more than one year, but there appears to be a necessity to spend the allocation of money in the year it is appropriated, otherwise it adversely affects the following year's budget.

SENATOR VINCENT. - Can you offer a suggestion for a solution of this matter, having regard to the fact that Parliament must conform with our constitutional requirements?

MR. SCOLLAY. - Could not Parliament make an allocation for a particular building project which might last three or five years? Or perhaps the Parliament could make an appropriation which was to be spent over three or five years, but which was not to start to be spent for, say, two years from the date of its appropriation?

SENATOR VINCENT. - Would not such a system tie up large sums of public money in the Treasury for long periods during which time the money would not be used?

MR. SCOLLAY. - It would not be used immediately, but it would lead to easier building development which would reduce contract prices and costs.

SENATOR VINCENT. - If a building were to cost £6,000,000 and would take three years to erect, under your suggestion £6,000,000 would be tied up in the Treasury for three years?

MR. SCOLLAY. - Yes.

SENATOR VINCENT. - The collective effect of a number of such projects would be to tie up large sums of money?

MR. SCOLLAY. - By committing the money to projects on a year to year basis, large sums of money are at present tied up without being available to the builders.

(The witness retired)

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HERBERT JOHN GOODES, Public Servant, sworn and examined as under.
CYRUS SIMSON HEWITT, Public Servant, sworn.

THE CHAIRMAN. - Have you any statement to make to the Committee, Mr. Goodes?

MR. GOODES. - I sent the Committee a statement at your request which contained figures concerning financial outlay in the Territory over a number of years. I would prefer that the Committee should ask me questions about it.

THE CHAIRMAN. - Figures have been supplied by the Auditor-General which we find hard to reconcile with your statement.

MR. GOODES. - Yes.

THE CHAIRMAN. - Look at page 3, referring to the Australian Capital Territory.

MR. GOODES. - Yes.

THE CHAIRMAN. - Is there any comment that you would like to make about that matter?

MR. GOODES. - The witness emphasizes in paragraph 9 that the figures are taken at a point of time when the Estimates were submitted to the Parliament. They are not necessarily, as Mr. Brophy knows, the final figures for the year recounting the history of the transactions. In particular you mentioned ^{that} under 1953-54 the figure of £200,000 is the total amount in respect of new services to be initiated in the current financial year. That figure entirely excludes the new Works programme for that year. It was not in existence at that date. It was not stated in the document which Mr. Brophy had available to him, and he is well aware of this matter because I have discussed it with him. The figure for new works for 1953-54 which we approved and admitted to the programme later that year -

SENATOR VINCENT. - In the budget?

MR. GOODES. - They did not go to the budget, only expenditure goes into the budget. This is a supporting programme approved by the Government, £3,644,000 in place of the £200,000 shown in the document that we are looking at at page 3.

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THE CHAIRMAN - That explains the apparent discrepancy.

MR. GOODES - I should like to add that the figures shown for what is described in this statement as "Rovotes Liabilities" for 1953-54 of £3,500,000 and for the current year 1954-55 of £3,500,000 both exclude a rather large item. The true figures are £5,300,000 for 1953-54 and £5,800,000 for the current year. The items excluded are Commonwealth offices, notably, of course, the new big building that is going up. There is a very simple reason for their exclusion. They are contained in a vote which refers to the whole Commonwealth. Mr. Brophy's figures referred to votes for the Australian Capital Territory. The Division in question - "12/1 Commonwealth offices" is its official description - covers the whole Commonwealth, of which the admin. building, of course, is just one building in one place. To get a balanced picture of all activity in the Australian Capital Territory, excluding Defence and the Post Office, of course, the figures should be, as I have said, £5,300,000 for 1953-54 and £5,800,000 for this year.

SENATOR VINCENT - Can you indicate how Mr. Brophy came to overlook these figures.

MR. GOODES - I cannot. He was looking at a particular document. It is quite easy to exclude some of the work. After all, the figures that I have just mentioned to you are not complete. For example, they exclude the Post Office, the Australian National University, Civil Aviation, the Commonwealth Scientific and Industrial Research Organisation, a lot of minor works in other departments and, of course, above all, Defence. I do not know whether I mentioned that the whole of Defence is excluded. The figures that I have mentioned are still only a partial story.

THE CHAIRMAN - Can you help us to understand what is meant by the term "project budgeting"? Has it any definite meaning, and, if so, are any of the alleged complaints, some of which we will let you hear, complaints of substance? The general complaint, as we have it from a number of witnesses, is that because of the annual vote

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departments find it impossible to budget for a whole project. The Auditor-General has answered that criticism to some extent. He has shown that it is possible to have a long-term contract which does, in effect, keep down payment for that particular thing. Would you agree with that?

MR. GOODES - Yes.

THE CHAIRMAN - Apart from that, does annual budgeting affect the departments in the carrying out of public works?

MR. GOODES - First of all, I would just go over the points made by Mr. Brophy. It is perfectly clear that when a work is taken onto a programme for any year, if it is a large work, it is not completed in that year and, indeed, may run for six or seven years. It is in the later years, after the initial year, a first charge on the department's vote. That is project budgeting in respect of that item. All items are the same. There must be a first year for an item, and if it takes two or three years or even more to complete, as the administrative building has done, the outlay on it for each year thereafter has to be met. That seems to me to be project budgeting. I do not know what your views on that are. There is no other way of doing it. It is simple.

THE CHAIRMAN - I agree with you. One witness appeared to think that every work in the whole year's programme could be put on the same level.

MR. GOODES - Every item admitted to a programme is in the same position. If it is a very small one, say, under £5,000 or £10,000, it could possibly be completed in that year, but otherwise there would be an unextinguished portion of it left in any year which is a legal commitment at that stage to some contractor. It then forms the first charge on the next year's finances.

THE CHAIRMAN - Do you know of any instance of work in the Australian Capital Territory having been undertaken and then abandoned, completely or left half finished without anything further being done simply because the annual budget has been cut?

MR. GOODES - No.

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THE CHAIRMAN - I know that that has happened in New South Wales where there is a railway line with enormous embankments and other works unfinished.

MR. GOODES - It has happened in other States. You should not rely on me for this because it is not my business, but I cannot recall any work in that category.

THE CHAIRMAN - We have been told that the annual vote leads to wasteful expenditure on the part of the department or the outside body concerned so that it will not have its vote reduced the following year.

MR. GOODES - I am completely at a loss to understand the expression "wasteful expenditure".

THE CHAIRMAN - I am afraid that that is my expression. I might not have quoted the witnesses when I used it.

MR. GOODES - If the item is on a programme of works that has been approved by the Government, we can only assume that the Government wants that work to be done. If that is the case, it is a question whether it is started and committed in the dying days of one year or in the early days of the following year. I do not quite understand which would be the wasteful way of doing it.

THE CHAIRMAN - I have pieced together from the evidence of a number of witnesses a suggestion that the Australian National University wanted to spend as much money as it could on the John Curtin School of Medical Research so that its vote would not be reduced the following year. Do you know anything about that?

MR. GOODES - I know one thing about it. Whatever the performance on the site in that year was or in any earlier year, it was not impeded in any way by the finance allotted to it by the Government.

THE CHAIRMAN - Other witnesses stated that when the department concerned confers with Treasury officials about the programme for the following year it is the custom of the Treasury officials to point to unexpended money and say, "You did not expend that money. Consequently, you cannot need as much for the following

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year." I do not say that that is necessarily a criticism. It might be the right thing. I should like to know whether it happens.

MR. GOODES - Perhaps we should refer to the statement I submitted to you to see how the Australian Capital Territory has fared over the last five years. The two middle columns on the first page of the statement are the relevant columns. You will notice that in 1950-51 the expenditure amounted to £3,769,000. The following year, 1951-52, the appropriation was £4,078,000. If you look at all those figures of expenditure for the last five years, you will notice that the following year's appropriation was larger and in no year did the expenditure absorb the Parliamentary appropriation. To take the present year, the appropriation is £4,473,000. From what we know at the moment, on our best advice, the spending departments will spend £3,726,000 out of it. I would again say in footnote (a) what that refers to. It does not include, by a long way, the whole story for the outlay in the Australian Capital Territory.

SENATOR VINCENT - Would all of the figures that you have not included be similar?

MR. GOODES - Yes. The picture would be the same. I cannot answer for Defence. That is handled rather separately. For all the others the pictures shown are of the same order.

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THE CHAIRMAN. - One witness who appeared before us thought that because of the increasing costs over the last five years the original estimate was always inadequate. What can you say about that?

MR. GOODES. - Just that it is true. That is the first thing.

THE CHAIRMAN. - And how does The Treasury deal with that?

MR. GOODES. - The sponsoring department, when it is informed by the constructing authority that the estimate is inadequate and that more funds are needed, approaches the Treasury with its case. It is dealt with then by the Treasury. It is, of course, a straightforward story of added costs, and the original project remaining the same, and generally the additional authorization is forthcoming from the Treasury.

THE CHAIRMAN. - That is all I have to ask.

SENATOR BENN. - What would be your explanation of a statement to this effect:

"The system whereby finance for development of Canberris is made available by annual budget, we believe, creates an artificial building stage. "

Would that be possible?

MR. GOODES. - I do not know. I am afraid I cannot follow that at all.

SENATOR BENN. - I will proceed, and then perhaps you will be able to give us some information on the matter.

"This in turn produces an uncertainty in the building trade, and is one of the factors which deter some contractors from operating in Canberra. Worse still, finance for some departments, although approved in the budget, is not made available until as late as November."

MR. GOODES. - I can answer that last one.

SENATOR BENN. - Would that concern your department?

MR. GOODES. - The last part of your question I can answer. It does concern us. In the last two years, at any rate, programmes have been known by departments in July, so that the suggestion that there is some delay in having the new works programme approved for a given year is no longer valid. As an example of it I will mention that

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the programme was approved by the government on the 28th June, 1954, just before the relevant year began. So that departments do know where they are now over the whole twelve months, and the Works Department can space the works out in an orderly fashion over the whole twelve months. That is the present position. The first part of the question is outside my province. I would not know what building contractors say to the constructing authority.

SENATOR RYAN. - In the table in your statement you show, for the year 1954/55, appropriations at £17,000,000, and expenditure at £12,000,000. That is in round figures. That is about £5,000,000 unexpended. Will that be incorporated in the appropriations for the coming year by way of re-vote?

MR. GOODES. - What will be included in the works in progress for the next year will be all the works that have started and had a commitment on them. They will appear, as I said before, as a first charge on the available finance and building capacity next year, and those works in progress will, of course, be larger than they otherwise would have been, because of - I will not call it failure to expend money this year, but because the building capacity this year has not measured up to the appropriation.

SENATOR RYAN. - That, in general terms, explains the definition of project budgeting.

SENATOR VINCENT. - In relation to amounts appropriated as re-votes, can you tell us what the Treasury policy is regarding estimates of those amounts?

MR. GOODES. - The first move is to set a list of the works still under construction, not completed, and they will add up, as I told you, to £5.3 millions for last year - entering the year. Then the Works Department, the constructing authority, attempts to assess what will be spent on those works in hand during the forthcoming year. In that way, of course, we know what balance is left for beginning new works, when the Government has determined what the appropriation overall shall be for works construction. They are only estimates, of course.

MR. GOODES.
MR. HEWITT.

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SENATOR VINCENT. - Do you, in effect, take the client department's estimate of what work it considers it can do, with respect to re-votes?

MR. GOODES. - No, we do not. The position in the Commonwealth is that the Department of Works undertakes construction works for the separate sponsors, and it is their figures that are used in making estimates for the forthcoming year.

SENATOR VINCENT. - I am talking about re-votes only. Would you accept the estimate of the Department of Works?

MR. GOODES. - Yes, entirely.

SENATOR VINCENT. - Do you know of any cases where you have not accepted the Department of Works' estimates with respect to re-vote amounts?

MR. GOODES. - I could not name cases, but in the administrative work that goes on, in framing a programme, there is, of course, a three-cornered discussion on these figures, by the sponsor, who is anxious to get as much work done as possible, by the Works Department, the people who have to carry it out and have to be very responsible in their estimates, and by the Treasury listening in. There is a whole series of discussions with each department, all leading to the framing of the programme for the consideration of Ministers.

SENATOR VINCENT. - I take it that in most cases the amount of money required as a re-vote would be, as you say, a first charge against reserves?

MR. GOODES. - They are legal commitments. Nearly all of them are contracts let to people in the field.

SENATOR VINCENT. - What factors, other than the capacity of the Works Department to do the work, are taken into consideration in assessing the amount of a re-vote?

MR. GOODES. - The amount to be spent on them, you mean?

SENATOR VINCENT. - Yes.

MR. GOODES. - The Works Department endeavours to assess what a given contractor will do on his government contracts. If he is making good progress they will estimate that he will do well in the following

MR. GOODES.

MR. HEWITT.

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year. If he is dragging, if his order book is full and he is just spreading his resources over a dozen contracts, they attempt to assess accordingly. The Works Department has to be realistic, because it is on the basis of the re-vote expenditure that we know what new works it is possible to admit.

SENATOR VINCENT. - And the balance that you have available is represented by new works?

MR. GOODES. - Yes.

SENATOR VINCENT. - But do you know of any cases where the Treasury has reduced the amount of the re-vote against the wishes of the Department of Works?

MR. GOODES. - We cannot reduce a legal commitment. You are not asking that?

SENATOR VINCENT. - No, I am not suggesting that you can reduce that, otherwise you would be up for damages.

MR. GOODES. - Have you in mind a work that has not been started?

SENATOR VINCENT. - No. I have in mind a partly completed job, when the Department is coming to you for a re-vote, and the Department of Works says, "We think we can do £1,000,000 worth of this this year." That is the capacity of the Department of Works. In those circumstances do you know whether the Treasury, has, in any case, in effect said, "No, we think you can do only £800,000 worth, and we will cut your re-vote down by £200,000."?

MR. GOODES. - No. On those occasions the Treasury should say, "Are you taking into account all the other jobs in that neighbourhood or are you looking at this one in isolation?" It is possible to do a lot of work on one job in isolation if you ignore all the others in the vicinity. But of course the Works Department, being realistic, would understand that in any case.

SENATOR VINCENT. - Would I be right in saying that invariably the Treasury accepts the figure of the Works Department with respect to re-vote moneys?

MR. GOODES. - After discussion, yes.

SENATOR VINCENT. - What do you mean by "after discussion"?

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MR. GOODES. - I repeat the point that I have just made. Let us take an isolated township in the country. If there were three or four medium sized jobs going on there, and they suggested that they would spend £10,000 on each, it would be up to the Treasury, or anyone else, to say, "Are you sure you can do it on each one? You are not double-counting the capacity of that township to do this amount of work?" That is what I mean by discussion.

SENATOR VINCENT. - If the answer by the Works Department is yes, you accept their figure?

MR. GOODES. - Yes.

SENATOR VINCENT. - Will you now turn to paragraph 7 of the Auditor-General's statement, in which he refers to programme budgeting? Do I take it that that expression "programme budgeting" means the same as project budgeting referred to previously?

MR. GOODES. - Yes.

SENATOR VINCENT. - It is the same expression?

MR. GOODES. - Precisely.

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SENATOR VINCENT. - In Paragraph 7. he says, in effect, that there is nothing unconstitutional or illegal in programme budgeting and the Department of Works has carried out a substantial proportion of its work, in recent years, by programme budgeting. Has the Treasury any policy with respect to programme budgeting referred to here by the Auditor-General?

MR. GOODES.- The programme budgeting referred to is in existence, and always has been. In recommending the acceptance of new works additional to works in progress, thus making the programme for the year, one has to know what the Government has in mind for the total outlay on the programme so that you take in enough new works to fit the Government's view of the economic situation.

SENATOR VINCENT. - But within that framework, what policy has the Treasury with respect to this method of budgeting referred to by the Auditor-General?

MR. GOODES.- There is no escape from it. You cannot have a works programme without it.

SENATOR VINCENT. - Do you know of any cases where the Treasury has refused to accept this method of budgeting?

MR. GOODES.- No. There would be a Treasury view on the size of the programme in the light of the appropriation. We do not take on hundreds of millions of pounds worth of work for the purpose of spending £2,000,000. It has to be in a reasonable balance with the money made available by Parliament. But the principle is in force, and you cannot avoid it.

SENATOR VINCENT. - Would you say that the Treasury accepts that principle?

MR. GOODES.- Yes, we use it in framing advice on the programme.

SENATOR VINCENT. - Did I understand you to say that from now on the departments would not be experiencing any disadvantage because of the lateness of the Budget, having regard to new works?

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MR. GOODES.- I did not say it with regard to the lateness of the Budget. That is one thing. What I said was that in the last year the programme has been ready at the beginning of the year. Before that, sometimes it was some months later in receiving approval.

SENATOR VINCENT. - Does that mean that the Department of Works is able to proceed immediately with new works programmes on the 1st July.

MR. GOODES. - Yes, subject of course, to the Supply period considerations.

SENATOR VINCENT. - To your knowledge, do those considerations affect the commencement of new works?

MR. GOODES. - I should say that if the Department wished to start a work it would have to demonstrate its utter urgency and then the Treasurer would be able to permit that work to start before the passing of the Estimates. After the passing of the Estimates they can go full steam ahead on the programme.

SENATOR VINCENT. - Would it be right to say that in certain cases some departments are unable to proceed because of lack of Supply?

MR. GOODES. - They could proceed on the works in progress,

SENATOR VINCENT. - I am referring to new works.

MR. GOODES. - It would be true to say that they have to make each new project the subject of special permission from the Treasurer before they could proceed.

SENATOR VINCENT. - That would involve certain delay.

MR. GOODES. - Yes, it could.

SENATOR VINCENT. - Would there be any advantage in introducing the Budget earlier, in respect to new works?

MR. GOODES. - If the Budget, by some means could come down before the beginning of the year there would be no Supply period and everything would steam ahead merrily from the 1st July. But everyone knows what happens in practice.

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SENATOR VINCENT. - Those circumstances arose in the first place by the lateness of the Budget, and in the second place by the lack of Supply.

MR. GOODES. - The Supply is there to carry on works in progress.

SENATOR VINCENT. - I am referring to new works. It virtually means that if the Budget is not introduced until October, subject to what you have said, the financial year, so far as the client department is concerned in regard to new works does not start until November.

MR. GOODES. - Subject to what I have said, if there is an urgent case which the sponsor feels ought to go on, they refer it to the Treasurer.

SENATOR VINCENT. - It would not matter how many urgent cases you had, you would still be governed by the Supply you had?

MR. HEWITT. - Yes. Supply is provided in the appropriation measure and it is used to the extent to which departments have work in hand. I do not think there is evidence to support the belief that there are resources lying idle during the Supply period that are not utilised.

SENATOR VINCENT. - We have had evidence to suggest that builders are affected in that way because they are forced to dismiss men or to have them standing by, with consequential difficulties in regard to employment, That suggests that delays occur because of the lateness of the Budget or the lack of Supply or some other departmental difficulty in connection with the commencing of new works. I am trying to get some information as to how the position could be overcome.

MR. HEWITT. - The departments are aware, and are free to make application to start new works during the Supply period, and approvals, in fact, are given for that purpose.

SENATOR VINCENT. - But that means delay?

MR. HEWITT. - Yes. It involves some days, at any rate, but I should not think any appreciable delays.

SENATOR VINCENT. - We have had evidence that certain works are affected from a constructional point of view in the eyes of the architect because of a necessity to spend the amount voted in the financial year concerned. I am anxious to know whether you have had any experience of that in your department - any complaints.

MR. GOODES. - When the programme is approved by the Government it is a matter for the sponsors - that is the customers and the Works Department and the suppliers to get together and do what they can to get some performance in the field. We are not a part of that process at all. If there is any suggestion of rushing works at the end of the year - that is your suggestion is it not?

SENATOR VINCENT. - Yes. But my concern is related to the unsatisfactory construction that takes place as a matter of practical building. We have had evidence that the nature of the work suffers, or the building in some way is impaired, because of the desire of a department to spend its vote. I was wondering if you had had any complaints to that effect?

MR. GOODES. - No. I fancy that that is a matter entirely for the constructing authority. It is their business to start works and look after them. If there is any suggestion that they are starting at a particular time in the year rather than another and consequently the process is less efficient, I think you should discuss that with them. It is not a Treasury matter.

SENATOR VINCENT. - We have discussed it with them, but I was wondering if you had heard anything about it from your side, because it involves financial considerations.

MR. GOODES. - I could perhaps offer one comment that may not be relevant. Now that the programme is tending to run evenly over the full 12 months, there should be little occasion for any cramming of works into the last few days of the year. The Department of Works, knowing that it will get off to a good start

in July, would have no occasion to try to crowd the whole of its work into a few days in June.

SENATOR VINCENT. - We have had evidence that it would be desirable in regard to cases of what we refer to as "project budgeting" for the total amount to be made available by Parliament in the first year of construction. Have you any views of objections in regard to that?

MR. HEWITT. - What is involved is what would be done with the unexpended cash balance at the end of the year in which it is appropriated.

SENATOR VINCENT. - I am asking you the question.

MR. HEWITT. - I did not devise the suggestion. The whole principle of Parliamentary appropriation is based on cash receipts and cash expenditure, and the provision, by appropriation, of the cash expected to be spent during the financial year. This suggestion which has been made to you is that Parliament should be asked to appropriate in this year moneys which will not be expended for a number of years hence. That is contrary to the basis of Parliamentary appropriation, of expenditure on the basis of cash receipts and cash payments from year to year.

SENATOR VINCENT. - Can you say why it is undesirable to alter that practice?

MR. HEWITT. - That is a very wide question to ask in relation to the Canberra building programme and to a thousand million pounds budget. One answer that could be offered off-hand is that the cash expenditure year is related to the ways and means of raising the finance for the year, and is thereby related to the taxation proposals for the year. A suggestion such as this would involve raising taxation for this money to be spent in 10 years' time.

SENATOR VINCENT. - But you have a legal obligation, and you know it has to be raised.

MR. HEWITT. - Yes, to be raised in the year in which it is spent. But you spread the raising of the total cost of the construction unit over the years in which it is to be spent.

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You do not attempt to raise it in advance.

SENATOR VINCENT. - I know that the Auditor-General does not see anything objectionable, from the point of view of the constitution, in regard to such a practice.

MR. HEWITT. - Were not his remarks directed to entering into commitments and not to the change in the basis of Parliamentary appropriation? I think the Auditor-General was referring to the constitutional right, or the absence of constitutional negative of the right of the Government to enter into commitments, not to the change in the method of appropriation.

SENATOR VINCENT. - I take it that the Auditor-General will agree with me if I said that there would be nothing unconstitutional in altering the method of Supply.

MR. HEWITT. - No. "Unconventional" would be the better term. There are some exceptions to this. There is a whole series of trust accounts into which money is appropriated by Parliament for particular periods.

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MR. HEWITT. - The entire works programme?

SENATOR VINCENT. - No, those works programmes which might benefit from it.

MR. HEWITT. - Apart from the loss of equating expenditure to the revenue, there is the loss of parliamentary control over expenditure. Parliament does not appropriate expenditure out of trust accounts, and you would be appropriating moneys this year to be paid into trust account which would be expended over the next few years without reference to Parliament.

SENATOR VINCENT. - Parliament can exercise some control?

MR. HEWITT. - Then what is the merit of changing from the present practice. I do not see any merit.

SENATOR VINCENT. - We have had evidence given to us that it would be desirable.

MR. HEWITT. - I would suggest that it would be helpful if people who made such suggestions would submit statements of advantages that they believe will accrue through making the change.

THE CHAIRMAN. - Every year we vote money for works. Assume that there is a total vote for the Department of Works, in respect of the various items in the Department of Works. If the department finds that it cannot spend the money voted under item A, could that money be transferred to item B?

MR. GOODES. - No money is voted for items in the branch estimates. The vote is a block vote for about 35 items in the Department of Works.

THE CHAIRMAN. - You could not transfer from one to another?

MR. GOODES. - No. If Division 2 is short of money, the Division has to apply for additional or supplementary estimates.

THE CHAIRMAN. - But transfers can be made within the Division?

MR. GOODES. - Yes.

THE CHAIRMAN. - Does that give considerable flexibility to the accounts?

MR. GOODES. - Yes, and it is being done all the time.

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THE CHAIRMAN. - The Snowy Mountains Hydro-Electric authority is in a different legal position from that of the departments. Is there any difference with respect to voting money to that Authority?

MR. GOODES. - The works programmes that we have been discussing are under the control of the Department of Works.

THE CHAIRMAN. - Certain witnesses have suggested that we should make some alteration in the present control of Canberra, and the Snowy Mountains Hydro-Electric Authority was one of the examples quoted to us. What is the position in that Authority?

MR. HEWITT. - I cannot speak from practical experience, but there is an appropriation of an amount for ^{the} purposes of that authority, the same as for the purposes of the Australian Aluminium Production Commission. Both organisations are then free, within the limits of the arrangements that they themselves may set up, to spend the money. But they are both dependent on an appropriation for the major part of their needs for construction purposes.

THE CHAIRMAN. - Do you deal with those organisations as separate bodies?

MR. HEWITT. - The moneys are appropriated in the Department of Supply under the sub-heading of the body to which they relate. In the Treasury we deal with the officers of the authorities. There is much the same practice with the constructing departments of the Commonwealth.

THE CHAIRMAN. - They have statutory powers which give them more freedom than is given the departments. For example, they can borrow money?

MR. HEWITT. - They have the power perhaps, but they probably do not use it.

SENATOR VINCENT. - We have evidence given to us to suggest that there are certain delays taking place in the building programmes of Canberra, and that there is a variety of reasons for those delays. Some reasons are concerned with delays taking place in transactions between departments, including the Treasury, Can you

give us any suggestions as to how those delays can be obviated?

MR. GOODES. - Are the delays of recent vintage?

SENATOR VINCENT. - It is a general complaint.

MR. GOODES. - Perhaps you could give us a specific case?

SENATOR VINCENT. - Cases have been put before us.

MR. GOODES. - If you could name a case in the last twelve months we could deal with it.

SENATOR BENN. - It has been said that in the last twelve months the position has improved.

SENATOR VINCENT. - Quite responsible witnesses have stated that some of the delays could be obviated, but I am anxious to know if you could indicate how they could be overcome.

MR. GOODES. - I am not aware of any delays that have occurred in the last twelve months in which the Treasury has been concerned.

SENATOR VINCENT. - I do not suggest that the Treasury is at fault, but perhaps you have had occasion to consider some of those delays.

MR. GOODES. - It is inevitable/in ^{that} an enormous organisation like the Department of Works odd delays will occur, but I do not hear of them officially. Such delays are entirely a matter between the sponsor and the Department of Works, and I am afraid you would have to give me specific instances before I could deal with them.

SENATOR VINCENT. - Can you suggest how the present machinery for dealing with financial transactions could be speeded up - that is the administrative machinery and not the technical work. You have indicated that there is a possibility of delay where the client department cannot make out a prima facie case of urgency.

MR. GOODES. - In the first two months of the year?

SENATOR VINCENT. - Is there any way in which the possibility of such delays could be obviated?

MR. GOODES. - This stems back to the basic parliamentary process.

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SENATOR VINCENT. - What are your views on this matter?

MR. HEWITT. - I do not think that it is possible to be specific in answer to a general question like that. The question is based on a belief that the financial processes have done something to delay or retard construction, and we cannot do more than give you a considered answer in respect of specific cases.

SENATOR VINCENT. - Assume that no delay has occurred. Can you make any suggestion about how the process can be speeded up?

MR. HEWITT. - This is all against a background of substantial under-spending of the appropriation?

SENATOR VINCENT. - Yes.

MR. HEWITT. - So any speeding up is not concerned with the making of finance available, but with the physical construction and spending of the money appropriated for the purpose.

SENATOR VINCENT. - Say the Department of Health wants a building constructed. That might not be an urgent job, and as a consequence of that the department must wait until November before tenders can be called. How could that delay be overcome?

MR. HEWITT. - Tenders could be called earlier.

SENATOR VINCENT. - Is there anything to stop the work being started?

MR. HEWITT. - Unless it is an urgent project during the supply period? That has been so, but there is no suggestion that urgent new works have not been started. The full amount of supply has been available during the supply period.

SENATOR VINCENT. - Take a work that is not urgent but which would retain in employment a number of men who would otherwise be sacked and re-employed in November. Is there any way of overcoming that disadvantage, because we have had evidence of such a state of affairs.

MR. GOODES. - In some such case the Works Department and the sponsor would take steps to have it declared an urgent work and go through the ordinary administrative process.

SENATOR VINCENT. - But if supply is not available they

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cannot get the work going.

MR. HEWITT. - Supply is available. It was voted for the coming year a few weeks ago on a rateable proportion of the vote for the preceding year. Therefore money is available, and in any case most of the new works started in the supply period will not be paid for until some time later.

SENATOR VINCENT. - Then why bother about declaring them urgent?

MR. HEWITT. - To give authority for the incurring of the liability. There may be some expenditure, but I was talking of the magnitude of the expenditure.

SENATOR VINCENT. - You cannot help us in regard to any way in which the existing machinery can be speeded up?

MR. GOODES. - You have isolated us to the supply period?

SENATOR VINCENT. - No, speaking generally over the whole financial year.

MR. GOODES. - I was not aware that you had stated a case for delay outside the supply period.

SENATOR VINCENT. - Assume that there is no delay. Can you give us any ideas about how the existing time can be shortened? Suppose it takes three weeks to get Treasury approval for an expenditure, how can that period be reduced to half the time?

MR. GOODES. - Outside the supply period the programme is in existence, and Parliament has voted the funds at that stage. From then on it is a matter of getting the job started. That has nothing to do with the Treasury. The funds are there and the sponsor must get on the backs of the Works department people, and that department must get the work out to the field.

SENATOR VINCENT. - Where does the Treasury come into the matter.

MR. GOODES. - The Treasury does not come into it at all unless they want additional funds if the original estimate proves inadequate. That is a matter, if it is a legitimate case, of hours - two days at the outside.

SENATOR VINCENT. - A matter of hours or days?

MR. GOODES. - That is all.

R.5

(The witnesses retired) 1629.

MR. GOODES
MR. HEWITT

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WILLIAM DUNBAR, Director, Government Tourist Bureau, Canberra, on former oath, further examined.

SENATOR VINCENT - Will you outline what your organisation does to publicise Canberra in the States.

MR. DUNBAR - It works in two directions. One you would describe as positive publicity, which is the production of printed material. As you possibly know, the publicity officer of the Department of the Interior is active in that direction. Some of the pieces of literature which you have before you now are produced in that way as tourist promotion pieces or for general information. As well as that there is a great deal of information which varies, probably not from day to day, but so frequently as sometimes to make you think so. That information is usually worked into duplicated material which is made available to the other Government tourist bureaux. I would emphasise the point I made yesterday afternoon that liaison between all of the six State Government tourist bureaux and Canberra is very close. That applies to the handling of a good deal of arrangements on behalf of each other and to the supply of information.

SENATOR VINCENT - Do you leave it to the State tourist bureaux to publicise Canberra?

MR. DUNBAR - That is inevitable in the set-up of the Australian Government tourist bureau machinery. The Chairman asked me a question yesterday afternoon about relations with other Government tourist bureaux. The answer is that the Government tourist bureaux of the various Australian States are established for the specific purpose of publicising or handling tourist promotion in and for their own States. I can assure you that, even admitting that, the liaison is very close, and without exception they co-operate very closely in the handling of the traffic on behalf of each other and also in supplying information within the limit of their ability.

SENATOR VINCENT - What else do you do apart from supplying the Government tourist bureaux with necessary information, publicity and publications? Do you take any other action in any of the States to

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publicise Canberra outside the framework of the tourist bureau organisation? / MR. DUNBAR: Not anything active except publicity - not any advertising.

SENATOR VINCENT - Do you send some of these Canberra booklets to distributors of literature in the States?

MR. DUNBAR - There is distribution of that by the Department of the Interior where a sale of that material can be arranged. That particular handbook was published by the firm of Angus and Robertson for under 6/-.

SENATOR VINCENT - What distribution of this one was made?

MR. DUNBAR - I should imagine that it would not be very extensive outside Canberra. It is bought partly for information and partly for souvenir purposes in Canberra itself. It is available from bookstores and newsagencies.

SENATOR VINCENT - Do you not think it would be desirable to have it sent to the various large towns and cities of Australia for sale?

MR. DUNBAR - The sale would be very small. Other literature for use through tourist information offices - and they are fairly widely spread throughout Australia now - is handled on a mailing list arrangement. At the present time I know that in my office that green folder of which you have some copies and some other pieces are being made up. I think there are about 250 channels, mostly inquiry offices or booking offices, regional tourist bureaux such as that at Wagga Wagga, or the various branches of the Queensland Government Tourist Bureau, shipping agents, airline agencies and travel offices generally where inquiries are made about it.

SENATOR VINCENT - Do you prepare a publication for the schools?

MR. DUNBAR - No.

SENATOR VINCENT - Do you know whether anyone does so as to inform the school children about some of the more important facts in relation to Canberra?

MR. DUNBAR - I think that would have to be answered by others

than myself who are more familiar with that function.

SENATOR VINCENT - Will you agree with me that it would be desirable to attract far more school children to visit Canberra?

MR. DUNBAR - Yes.

SENATOR VINCENT - Can you suggest any way of doing it? Have you any ideas about it?

MR. DUNBAR - Nothing happens without problems. The problems that are involved there are problems of transport to and from Canberra, accommodation here, and available finance, either by public finance or by the parents of the children.

SENATOR VINCENT - Has the department under which you work ever considered a programme to increase substantially the number of school children that visit Canberra?

MR. DUNBAR - Not specifically as groups of school children, although we do encourage every approach that is made to us, or areas in which it is suggested that co-operation could be offered. I think other officers of the department would be better able to tell you of action that is taken over the years.

SENATOR VINCENT - Would it not be your responsibility?

MR. DUNBAR - I hardly think so.

SENATOR VINCENT - Whose responsibility would it be?

MR. DUNBAR - I should say more directly of the overall administration of Canberra through the Department of the Interior.

SENATOR VINCENT - I should have thought it would concern the tourist bureau. Under which department do you work?

MR. DUNBAR - The Department of the Interior.

SENATOR VINCENT - Which section of the Department would be concerned with that matter?

MR. DUNBAR - The section of the department which is particularly concerned with Canberra administration, as you probably know, is the A.C.T. Services Section.

SENATOR VINCENT - I thought you might have had some views about plans for attracting many more thousands of school children here each year.

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MR. DUNBAR - Available accommodation is a first necessity there. I say advisedly, without having the agreement of my fellow directors of the State Government tourist bureaux - and you will remember that it would be from areas in which other Government tourist bureaux are working that those children would come - they also are quite keen on any development which is likely in the handling of school children. But the visit of a schoolboy to Canberra, in most instances, would be made as a member of a party on a tour of an area. I suggested to you yesterday afternoon that Canberra and the Snowy Mountains area have regional significance that is apparent in many of the parties that come to and through here now.

SENATOR VINCENT - Do you consider that the existing hotel and hostel accommodation in Canberra is adequate for the tourist traffic?

MR. DUNBAR - Tonight, yes, but tomorrow night or on Friday night, possibly no.

SENATOR VINCENT - I take it that you have some views about how this traffic might increase.

MR. DUNBAR - Yes.

SENATOR VINCENT - Have you any knowledge of the increased accommodation for Canberra tourists that is planned?

MR. DUNBAR - No. The provision of accommodation, either by private enterprise or by Government action, unfortunately is not within my information, though I do know, as any other citizens could know, of moves that are mentioned - the fact that two hotel leases were recently given by the department. We understand that plans are now in hand for an early commencement.

SENATOR VINCENT - Is the existing accommodation filled to capacity?

MR. DUNBAR - Referring to the point I made yesterday afternoon that "peaking" is one of the major problems in Canberra, the peaks are very acute, and with that in mind I can say that there are times when the accommodation is definitely a serious handicap.

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At other times the available accommodation can supply the demand.

SENATOR VINCENT - That is not unusual for any holiday resort.

MR. DUNBAR - No.

SENATOR VINCENT - I take it that you would have to plan for the peak?

MR. DUNBAR - Yes.

SENATOR VINCENT - As any other holiday resort would do.

MR. DUNBAR - They do not, really.

SENATOR VINCENT - Do you mean that we do not do so in Canberra?

MR. DUNBAR - I do not think that, in general, holiday resorts plan for peaks. They try to spread their demand by making their season as long as possible. Winter resorts endeavour to extend the beginning and the tail end of the season.

SENATOR VINCENT - Surely that is still planning for a peak.

MR. DUNBAR - But they cannot do very much about the peak because accommodation houses on a commercial basis have to endeavour to keep the maximum number of their rooms occupied.

SENATOR VINCENT - How many more hotels do you think we need in Canberra?

MR. DUNBAR - I would possibly be guessing.

SENATOR VINCENT - Your guess is as good as anyone else's.

MR. DUNBAR - That is true. I would have to answer that with some discretion with different points in mind also. You might ask whether I have in mind a hotel of 250 rooms or one of 50 rooms. I would suggest that increasing traffic could carry substantially more accommodation. I mentioned yesterday that I felt that though a significant proportion of the people who travel appreciate references to the need for more luxury hotels, the man in the street is more interested in moderate-tariff accommodation.

SENATOR VINCENT - If you were a tourist would you not agree with me if I suggested that it was a long way to walk between drinks in Canberra, to use a fairly common expression? Do you think there are enough hotels here for a tourist traffic of 240,000 a year?

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MR. DUNBAR - I think we could carry more accommodation than we have at present.

SENATOR VINCENT - And more facilities for drinking refreshments?

MR. DUNBAR - I would rather not come in very much on the matter of drinking if you would agree that the visitor in a hotel in Canberra or anywhere else is not very much concerned with the local drinking arrangements.

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SENATOR VINCENT: But if he wants to get a drink on Saturday afternoon, would you not agree that the bar accommodation in Canberra at peak periods is sadly overtaxed?

MR. DUNBAR: Since I am not a frequent user of them I am afraid I have not very much experience there.

SENATOR VINCENT: Suppose there were tourists who liked a glass of beer, would you not agree that it is sometimes difficult on Saturday afternoon to get it - or at any other peak period?

MR. DUNBAR: I think that Canberra is like most other places, and peak drinking periods are a matter of concern over a wider area.

SENATOR VINCENT: Are you quite happy with the present drinking facilities for tourists in Canberra?

MR. DUNBAR: I would think that there is scope for improvement in the overall hotel provisions.

SENATOR VINCENT: Would you like to say how many more hotels are needed?

MR. DUNBAR: I think possibly two or three more at this stage, and inevitably more as the traffic increases. I mentioned earlier that we are using something like 300 beds in private homes at present. That sort of accommodation is taxed heavily at holiday times.

SENATOR VINCENT. - But that is only a bed. There is no liquor there.

MR. DUNBAR. - No. They are taxed heavily at holiday times but for quite large periods of the year we may not have half a dozen people in private homes.

SENATOR VINCENT. - I have here some of these paper pamphlets entitled "Canberra Tours", "Canberra and the Snowy Mountains", and so on. Do you think it would be possible to produce a slightly better looking document than these?

MR. DUNBAR. - Possibly, yes.

SENATOR VINCENT. - Would you agree with me that they are not very presentable looking for the tourists?

MR. DUNBAR. - If you asked me for an answer to that question I would say yes. On the other hand I would refer you, by way of some

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modest justification, to the fact that this has become fairly general throughout Government Tourist Bureaux organisations in Australia, for two reasons. One is the frequently changing information. I think that you will notice on the one marked "accommodation" that there are some figures in ink, and that was published only recently. The other reason is the cost of printing material. The other Government Tourist Bureaux throughout Australia are using this device to carry current information. I mention 3 outstanding examples, the Tasmanian, the Queensland, and the South Australian Government Tourist Bureaux, where this method of carrying current information is frequently used.

SENATOR VINCENT. - It may be the custom in the States to produce these rather queer looking things, but I would suggest to you that they do not create a very good impression on, say, a visitor from overseas.

MR. DUNBAR. - That has not been my impression in discussions with travel agents from America. I have one in mind at the moment. He was here about a fortnight ago, and will be bringing a party here in a few weeks time. He considered these as quite routine, although he would agree with you, and with me, that elaborately printed material looked very much nicer.

SENATOR RYAN. - You stated yesterday that, from the records of your department, the tourist traffic had increased considerably last year. What is the practice of your Bureaux regarding advertising for tourists to visit Canberra? I will put it in another way. Has your Bureaux the authority to advertise, encouraging tourists to visit Canberra, or do you have to seek permission from the Department of the Interior?

MR. DUNBAR. - The normal departmental practice is to secure approval for any recommended expenditure.

SENATOR RYAN. - Would you not say that such a practice hamstring the activities of your Bureau in the development of your work?

MR. DUNBAR. - I think that the answer could not be given without having other factors in mind. One is the matter that Senator Vincent mentioned, the inability to carry very much heavier traffic at peak periods at present. With an increase in available accommodation it would be practicable to carry more traffic, which would justify an advertising campaign. An airline or a coach company begins to advertise substantially when its seating capacity increases to a point where it is carrying available empty seats.

SENATOR RYAN. - You stated yesterday that you have a list of private homes that are prepared to accommodate visitors. Is the number of those homes increasing?

MR. DUNBAR. - It may be increasing a little, but it is fairly steady at the moment. It depends on the ability to find homes where there is a spare room, for instance where the adult son or daughter has gone off and got married. Those are the kind of homes where accommodation is usually made available.

SENATOR RYAN. - You would say that the Bureaux at present is up to capacity in its work of enticing visitors or tourists to come to Canberra, owing to the limitations on accommodation?

MR. DUNBAR. - We have no advertising campaign at the moment. We are endeavouring to meet all the demand at present, and I assure you that the Australian people are making their wants known to tourist booking offices and agencies. The amount of mail that goes through our place is substantial. Nearly 6,000 pieces of mail went out last year, and a lot of that is direct letter inquiry from individual people.

SENATOR RYAN. - People who have visited Canberra?

MR. DUNBAR. - All who wish to. It has become a commonplace in Australia that if you want to go somewhere you write to the local tourist bureau.

SENATOR RYAN. - Given the facilities, you could increase considerably on your present capacity?

MR. DUNBAR. - Yes.

SENATOR RYAN. - Does your bureau tabulate commentaries of visitors on their visits to Canberra?

MR. DUNBAR. Do you mean in the way that a visitor's book carries comments on peoples' visits?

SENATOR RYAN. - Yes, that would be one aspect.

MR. DUNBAR. - The answer would be no. We carefully note any comments that are made, but, as you would probably appreciate many people who have a complaint will tell everybody else but the people concerned.

SENATOR RYAN. - I was not considering that aspect. It is more the nature of giving Canberra a boost.

MR. DUNBAR. - Then we depend on the best possible service that we can give in the Tourist Bureau to the visitors to help as a publicity medium. I am assured that that is quite effective and substantial. It is also helpful for the visitor to get a good impression from the man in the street, whether it is a policeman or someone at the street corner of whom he asks a direction. Canberra people are quite keen on making a favourable impression on visitors, whom, as I mentioned yesterday, they accept as part of the scheme of things here.

THE CHAIRMAN. - Do you think there ought to be some accommodation here on the lines of what are called motels - that is accommodation for people coming with cars and caravans, or something in which they can sleep?

MR. DUNBAR. - Very useful development has taken place in the Canberra motor camp in the last three years, springing from departmental action. Very useful buildings have been constructed, enabling the traffic that is moving to be carried.

THE CHAIRMAN. - The accommodation is ample for the demand at present?

MR. DUNBAR. - I would ^{not} say that it is ample for the demand. But the accommodation which the proprietor is in the course of providing will go a long way towards meeting the demand at normal

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times. Peak periods impose inevitable difficulties.

THE CHAIRMAN. - Do you think there is room for another such parlour?

MR. DUNBAR. - With development, I would say yes.

THE CHAIRMAN. - What is your opinion as to the available restaurants as to quantity and quality?

MR. DUNBAR. - The supply and demand, have, I think, quite substantially altered the position in recent months. As I mentioned yesterday, during the war and immediately after the war there was considerable criticism. I think that criticism applied throughout Australia. It may have been more acute here, but I doubt it. But the availability has increased very substantially.

THE CHAIRMAN. - How many restaurants have been opened this year?

MR. DUNBAR. - In the last year I would say six. I think I would be pretty safe with that figure. Others have been either reconstructed or are giving a better service.

THE CHAIRMAN. - The comparison with other centres does not matter, because one of the contentions put to this committee is that Canberra should be a model and should not merely be on equality with the rest of Australia. Would you agree that in the past, at any rate until recently, there have been far too few restaurants, and those few have been very uninteresting?

MR. DUNBAR. - In retrospect?

THE CHAIRMAN. - Yes.

MR. DUNBAR. - I would say yes.

THE CHAIRMAN. - Therefore there really is a demand for more restaurants and better ones?

MR. DUNBAR. - There is a continuing demand as traffic increases. A good deal has been done in the last twelve months to meet that demand.

The witness withdraw.

Sitting suspended from 4.45 to 7.15 p.m.

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ROBERT GUY BAILEY, solicitor, on former oath, further examined.

SENATOR VINCENT. - What do you consider should be the minimum frontage for suburban dwellings in the Australian Capital Territory.

MR. BAILEY. - Not less than 55 feet, and that not as a general thing, but to fit in with subdivisional requirements and odd angles.

SENATOR VINCENT. - What is the usual frontage now?

MR. BAILEY. - The majority of frontages in the city are over 50 feet - I think closer to an average of 60 feet.

SENATOR VINCENT. - We have had some evidence this afternoon from Mr. Scollay who gave some examples of 30 feet frontages.

SENATOR RYAN. - He mentioned one case of 15 feet.

SENATOR VINCENT. - That was an extraordinary case. Did you know that 30 feet frontages existed?

MR. BAILEY. - I did not know that many existed, I can see that to get the best advantage of a subdivision you may need one or two on corner blocks with narrow frontages. I have no quarrel with that.

SENATOR VINCENT. - Have you any views on the proposal to build an 8-storey block of flats near the Civic Centre?

MR. BAILEY. - Yes. I was a member of the Planning Committee when the plans were approved. I agreed with the proposition.

SENATOR VINCENT. - Do you not think that that will altogether overemphasise the importance of the dwelling in relation to prominent public buildings?

MR. BAILEY. - No, because of distances involved and of the situation of the city, being as it is in a valley.

SENATOR VINCENT. - This building will be close to the City Hall when it is built, will it not?

MR. BAILEY. - My understanding is that the City Hall will be some distance away from it.

SENATOR VINCENT. - Is it not to be in the city block?

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MR. BAILEY. - At Civic Centre.

SENATOR VINCENT. - In the hexagon called "City Hill".

MR. BAILEY. - That is a considerable distance from the site of the 8-story flats. I would estimate it to be half a mile.

THE CHAIRMAN. - Do you know what street they are to be in?

MR. BAILEY. - They are to be on the corner of Currong Street and Ainslie Avenue.

SENATOR VINCENT. - Why did you settle for 8-storeys?

MR. BAILEY. - For a variety of reasons. If the city spreads too far, the cost of services becomes prohibitive. For example services to O'Connor for each house costs £910. If the city spreads too far, the people who are obliged to live in the outer suburbs and go to work in the centre of the city will have to pay higher fares. There was no particular reason for 8-storeys as opposed to 6 or 10. The site lends itself to a reasonably big building and the design of the building is very attractive.

SENATOR VINCENT. - I take it that it will not be an isolated 8-storey building?

MR. BAILEY. - The block itself will be the only 8-storey in the area. I know of no other, at least.

SENATOR VINCENT. - Will it not have a rather incongruous appearance?

MR. BAILEY. - Not in my view. I am one who regards the American War Memorial as an asset to the city. It is high.

SENATOR VINCENT. - But you do not suggest that a domestic dwelling should have the same artistic importance?

MR. BAILEY. - These flats in my view are attractive.

SENATOR VINCENT. - I would not deny that they will be attractive as flats but to compare a dwelling with the War Memorial I suggest, is something that should be avoided so far as the height of the two are concerned.

MR. BAILEY. - It is a matter of opinion. It is true that 8-storeys will dwarf a single dwelling house or any single storey

building. Right next door to the 8-storey flats are three-storey flats.

SENATOR VINCENT. - We have had evidence from other people that suggests that anything above 3 or 4 storeys is unnecessary. Do you think the land is so scarce as to warrant going up so high?

MR. BAILEY. - At the present time, no. Having regard to the future, probably yes.

SENATOR VINCENT. - If we want to build a King's Cross we will have to do it later. I am rather interested to know what other 8-storey buildings contemplated and where they will be built. Can you enlighten us?

MR. BAILEY. - Not with any degree of certainty. There is to be another block of flats erected in Braddon. I am not certain now how many storeys. I have not yet seen the plans.

SENATOR VINCENT. - I was told also that this was in the nature of an experiment.

MR. BAILEY. - Not so far as I am aware.

SENATOR VINCENT. - Do you not think that building tall dwelling houses like that is getting away from the rural, or pastoral atmosphere that the originators of Canberra intended that the city should retain?

MR. BAILEY. - No. I can reconcile high buildings with what I imagine to be Burley Griffin's original concept of Canberra, because it has its many open spaces, its trees, and its parks.

SENATOR VINCENT. - At the moment that is true, but if we continue to erect buildings we could destroy that atmosphere, could we not?

MR. BAILEY. - I should not be in favour, as you put it earlier, of creating a King's Cross - that is several blocks in close proximity consisting of 8-storeys. I see no objection to high buildings dispersed, according to the landscape, through the city, but not close together.

SENATOR VINCENT. - What is there to prevent the establishment of an atmosphere in Canberra such as we have at King's Cross?

MR. BAILEY. - Because of the 8-storey block of flats?

SENATOR VINCENT. - Yes, what is there to prevent an atmosphere such as at King's Cross if people are allowed to erect 8-storey buildings indiscriminately in this city?

MR. BAILEY. - We must have the approval of the proper authority in order to erect any building in this city. Anything out of the ordinary must be, even now, presented to the National Planning & Development Committee.

SENATOR VINCENT. - Does that occur when an 8-storey block of flats is proposed?

MR. BAILEY. - Yes.

SENATOR VINCENT. - Was no voice raised in protest against that building?

MR. BAILEY. - I heard none.

SENATOR VINCENT. - Did you give evidence about the future industries that may come to Canberra?

MR. BAILEY. - The views of my Council on that matter are somewhat divided. It is my own view that I would not like to see heavy industry in the National capital, or in close proximity to it. I consider that the only industries which should be allowed here, or in close proximity to this city, are the industries essential to the good living of the residents.

SENATOR VINCENT. - What are they?

MR. BAILEY. - Garages, laundries and such industries.

SENATOR VINCENT. - How are we to employ the children of public servants when the population of Canberra is 75,000 or 100,000?

MR. BAILEY. - There would be a difficulty there. Many would go into the Public Service and many would go further to the States.

SENATOR VINCENT. - Do you not consider that that might have an unfortunate effect on the number of public servants who are prepared to live in Canberra - that is if their children can find no avenues of employment?

MR. BAILEY. - It probably would, but it is my idea to have heavy industry at Queanbeyan, well away from Canberra. I cannot imagine Canberra being in close proximity to any heavy industry or moderately heavy industry. That is, any industry that creates smoke and dirt is certainly not part of my concept of the national capital.

SENATOR VINCENT. - But your concept is not inconsistent with the building of an 8-storey block of flats?

MR. BAILEY. - I think the two things are quite different.

SENATOR VINCENT. - Have you, or your Council, any views on the functional life of Canberra other than as a purely administrative centre?

MR. BAILEY. - No, I do not recollect any discussions that have occurred in my Council about that.

SENATOR VINCENT. - Do you know whether the Planning Committee has given any consideration to it?

MR. BAILEY. - Not that I am aware of.

SENATOR VINCENT. - Do you know of any consideration given to any other authority to that?

MR. BAILEY. - Not that I am aware of.

SENATOR VINCENT. - Do you not think that that is a first essential in the planning of an artificial city? That is, to endeavour to determine its various functions?

MR. BAILEY. - Yes, its function is obvious - it is the seat of government.

SENATOR VINCENT. - Excluding that obvious function, you agree that it must have other functions. Is it to become, for example, a national cultural centre?

MR. BAILEY. - I believe that it should, and, indeed, that it is.

SENATOR VINCENT. - Is it to become a regional centre for south-eastern Australia, that is commercially and from the marketing viewpoint?

MR. BAILEY. - Not in my concept - definitely not.

SENATOR VINCENT. - There is a possibility of it becoming a regional centre if it should have a population of 100,000 people.

MR. BAILEY. - Yes.

SENATOR VINCENT. - It must attract some industry?

MR. BAILEY. - Yes, there is some attraction now so far as livestock is concerned. One of its functions would be as an attraction for tourists.

SENATOR VINCENT. - Do you not agree that some authority should be doing some thinking about its functions, even to come to the conclusion that it should not have any function other than that of an administrative centre?

MR. BAILEY. - Yes.

SENATOR VINCENT. - Is that one of the functions of the Planning Committee or the Advisory Council?

MR. BAILEY. - Not directly.

SENATOR VINCENT. - Whose responsibility would it be?

MR. BAILEY. - It is generally regarded as the responsibility of the Government and the Minister.

SENATOR VINCENT. - Do you think that is a desirable state of affairs?

MR. BAILEY. - I think that so far as the Government is concerned it is desirable, but so far as the Minister is concerned it is most undesirable.

SENATOR VINCENT. - Do you not think that the Minister should receive some advice from authorities which can claim to be authorities on this very vital matter?

MR. BAILEY. - Yes, and the Planning Committee which I outlined earlier, should be the authority. Or in any event there should be some authority of that nature.

SENATOR VINCENT. - Do you not agree that we cannot start planning with regard to the ultimate size of Canberra until such questions are carefully considered. At present we have only one industrial area which is at the extreme south east corner of the city. If it is determined later to encourage industry, not

necessarily heavy industries, it might be desirable now to give that subject some thought. Subsequently it might be necessary to create an additional industrial area somewhere else.

MR. BAILEY. - Yes.

SENATOR VINCENT. - It is a long way from the northern part of the city to the south east corner for a person to go to work?

MR. BAILEY. - Yes, that matter should be given some thought. I do not agree that any static plan should be produced.

SENATOR VINCENT. - But there should be a plan?

MR. BAILEY. - A broad outline.

SENATOR VINCENT. - And we cannot produce a plan until we have determined the function of Canberra as a city?

MR. BAILEY. - Yes.

SENATOR VINCENT. - Why do you object to the establishment of a secondary industry within the precincts of the city?

MR. BAILEY. - Because of the smoke and dirt and the unsightliness of many factories. Such drawbacks are unavoidable to a large degree.

SENATOR VINCENT. - Factories can be made attractive.

MR. BAILEY. - Yes, they can be made attractive initially, but after two or three years they inevitably deteriorate.

SENATOR VINCENT. - Yours is an aesthetic objection?

MR. BAILEY. - Yes, I see no place for heavy industries in Canberra or in the precincts of the national capital. Such industries should be at least as far away as Queanbeyan which is 7 or 8 miles distant from this city.

SENATOR VINCENT. - Would not such a policy invite the criticism that is now levelled at Canberra, that it is an artificial city?

MR. BAILEY. - Yes, that criticism could be made, but it is an artificial city and it is the national capital. It is my opinion that its main function is as a national capital and tourist attraction. In my view it is the seal of this nation. I cannot conceive of the lakes that have been planned, particularly the central features, and the fine public buildings and parks that

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have been planned, anywhere near industrial undertakings and industrial development.

SENATOR VINCENT. - Do you think that a city can acquire a character as a national capital without having some economic existence?

MR. BAILEY. - It has, so far.

SENATOR VINCENT. - Do you consider that its present character is desirable?

MR. BAILEY. - Yes, subject to some reservations about housing.

SENATOR VINCENT. - Do you consider it practicable for industry to be established at a place like Queanbeyan so as to provide employment for the children of public servants who do not desire to go into the Public Service?

MR. BAILEY. - Yes, there would be some travelling involved, but in most of our industrial centres there is much travelling involved in the employment of the people. I believe that that would be a very cheap price to pay to preserve this city as the national capital.

SENATOR VINCENT. - Has your council given any consideration to the establishment of any plan with regard to the public buildings in Canberra?

MR. BAILEY. - Yes, the construction of a civic hall.

SENATOR VINCENT. - That will be erected in the city block?

MR. BAILEY. - Yes.

SENATOR VINCENT. - What other treatment is proposed to be given to that large area, which I believe is an area of about 150 acres?

MR. BAILEY - I do not know the area. I am not sure of the exact location of the civic hall. I do not think it has been finally decided.

SENATOR VINCENT - Do you think that that locality would be suited to a building such as a national theatre?

MR. BAILEY - It could be.

SENATOR VINCENT - Is there enough room for it?

MR. BAILEY - Yes, but I think ^{if} too many buildings were put on that part you would take away a very desirable open space.

SENATOR VINCENT - We have had evidence from one departmental witness who was concerned that the area was too large and that the space should be taken up for the construction of shops.

MR. BAILEY - Not there.

SENATOR VINCENT - I have a recollection that one witness who gave evidence of his own knowledge of a certain authority stated that he considered the area too large and that buildings should be put on it.

MR. BAILEY - The criticism that I have to offer on that is that some people who are in authority are more used to areas where there is little land and a lot of development required. Their concept of a city is formulated rather on Sydney and Melbourne.

THE CHAIRMAN - Some of them seem to hate trees.

MR. BAILEY - And planned open spaces.

SENATOR VINCENT - Has the Advisory Council considered any move about restricting that area?

MR. BAILEY - Having it proclaimed as a park or something?

SENATOR VINCENT - No. Has the Advisory Council any knowledge of the fact that there are afoot proposals to reduce that area of open space by building on it?

MR. BAILEY - No knowledge whatever.

SENATOR VINCENT - I take it that you would be against it.

MR. BAILEY - I most certainly would be and I should think that most of the elected members of the Advisory Council would be

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against it.

SENATOR VINCENT - Have you given any consideration to any other public buildings?

MR. BAILEY - No. We have rather regarded that as being in the national province.

SENATOR VINCENT - Am I right in saying that the Advisory Council does not concern itself with the development of Canberra from the national angle?

MR. BAILEY - It does in this way: If there is anything obviously wrong. There was a telephone exchange erected opposite Hotel Kurrajong. The elected members of the Council were two Labour members who were both public servants, Mrs. Stevenson, who is the Liberal member, Mr. Shakespeare and myself. None of us has any architectural, engineering or town-planning training. There have been occasions such as the Telephone Exchange when the thing was so obviously wrong that we endeavoured to do something about it; similarly with the Narrabundah and the O'Connor housing, which is a matter that I should like to mention to the Committee when the time is opportune.

SENATOR VINCENT - You have not attempted to concern yourselves about other public buildings?

MR. BAILEY - Not so far as I can recollect.

SENATOR VINCENT - Do you not think that somebody should go into that question?

MR. BAILEY - I most certainly do. It should be someone with a lot of authority.

SENATOR VINCENT - Why do you think it necessary to have two advisory bodies - the Australian Capital Territory Advisory Council and the National Capital Planning and Development Committee - with very much related functions?

MR. BAILEY - As I said earlier, in practice their functions do not overlap, but there is liaison by reason of the fact that the chairman of the Council is an ex-officio member of the National Capital Planning and Development Committee. The Committee consists

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of three architects - Mr. Heath is a recent appointment - an engineer and Mr. Rogers, the Commonwealth Surveyor-General. If that committee sat with the Advisory Council the architect members would be completely at sea on local matters such as the question whether liquor trading hours should be extended. It would be fairly difficult to combine them, although I think it could be done.

THE CHAIRMAN - Is it right to say that one is a representative body and the other is an expert body, in composition and intention?

MR. BAILEY - Yes.

SENATOR VINCENT - They are not elected.

THE CHAIRMAN - The Advisory Council is partly elected.

SENATOR VINCENT - The other is not.

THE CHAIRMAN - In my view the Advisory Council is the representative body and the National Capital Planning and Development Committee is the expert body.

MR. BAILEY - It could be worked with both. The National Capital Planning and Development Committee comprises an architect and an engineer from Melbourne; the chairman, Mr. Wat rhouse, an architect, from Sydney; Mr. Craner, from Sydney; and Mr. Rogers and myself who are local members.

SENATOR VINCENT - How often does the Committee meet?

MR. BAILEY - Once a month for two days. It is meeting now.

SENATOR VINCENT - Is not that Committee virtually the only authority that has any responsibility relative to the future planning development of this city?

MR. BAILEY - It is.

SENATOR VINCENT - Do you not think that its powers and its activities are not broad enough for it to deal with that question?

MR. BAILEY - I do.

SENATOR VINCENT - Has any suggestion been made to the Minister to reconstitute it?

MR. BAILEY - Yes, and to give it more power.

SENATOR VINCENT - Would it not be desirable to constitute it of members drawn from the ranks of the permanent residents of the city?

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MR. BAILEY - I think there should be representatives of the States. Canberra is a national capital and not the capital only of the Australian Capital Territory.

SENATOR VINCENT - Do you not think it should meet more than once a month?

MR. BAILEY - With the things that are submitted to it now, no. With what should be submitted to it, quite definitely yes, much more than once a month. It is being by-passed to a large extent.

SENATOR VINCENT - We have had evidence that the growth and future development of Canberra should be entrusted to a civil commissioner with an executive staff.

MR. BAILEY - I understand that.

SENATOR VINCENT - Do you agree with the idea?

MR. BAILEY - No.

SENATOR VINCENT - Why not?

MR. BAILEY - I do not think any one man would have the capacity. It would be a difficult problem to find a man with the background and the training.

SENATOR WOOD - Do you mean to act as a commissioner?

MR. BAILEY - There was a Federal Capital Commission here, as you know.

SENATOR VINCENT - At the time at which it functioned a lot of building construction was undertaken.

MR. BAILEY - Yes. I understand that it served its purpose very well.

SENATOR VINCENT - I take it that, if the Legislative Council of which you speak were established, the Advisory Council would be superseded and abandoned.

MR. BAILEY - Yes.

THE CHAIRMAN - Perhaps you could now make the statement that you wish to make.

MR. BAILEY - For some time I have been disturbed by the housing development in the city. It started in O'Connor, one of the northern suburbs. There were subdivisions there having mainly

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50-foot frontages. Those subdivisions were approved by the National Capital Planning and Development Committee and then the Department of Works began to erect houses on those blocks. The type of house consisted of Riley-Newsoms mainly. They were put on those blocks in rows like army hutments, giving a shooting gallery effect from one end of the street to the other. They would not have been so bad if they had been properly sited and the line broken and the houses dispersed so that this same type were not all put together.

SENATOR VINCENT - How long ago are you speaking of?

MR. BAILEY - I am speaking now of about two years ago or a little more. At the time I raised the matter in the Advisory Council. I think there is some evidence of it here. The next serious thing is the development of Narrabundah. I do not know whether you have seen it.

THE CHAIRMAN - Yes.

MR. BAILEY - The original subdivision of that area, which is at the back of the present brick area in Narrabundah, was endorsed by the National Capital Planning and Development Committee in 1952. The frontages in that subdivision were from 58ft. 3 inches to 55 ft. and the depths were from 130 feet to 120 feet. The houses that are being erected there consist of 10, 11 and 12 "squares", and are two and three-bedroom dwellings. The house types, of which Mr. Gibson can probably tell you later, are AHC and BHC, and were referred to the National Capital Planning and Development Committee for comment in February 1954. The plans of those types were approved, but the Committee, in approving them, stressed the desirability of gable instead of skillion roofs - that is the peaked roof instead of the flat roof - and horizontal instead of vertical weatherboards. As that has been explained to me, the vertical weatherboards look very nice on a plan, but with the timber that you get these days there is some shrinkage or movement so that you get a horizontal crack and the water enters. For that reason the Committee stressed the desirability of horizontal instead of vertical weatherboards.

SENATOR WOOD. - That is because the timber is not fully seasoned?

MR. BAILEY. - Yes. I believe that now you cannot get fully seasoned timber in any quantity for building, and consequently unseasoned timber is used. During the discussion of these plans, Mr. Ure Smith, the architect from the Department of Works, was present, and in October 1954 the Minister requisitioned for these houses. That was done despite the fact that the National Capital Planning and Development Committee stated that it considered it desirable to select trial units of these houses, to have one erected in a suitable site, and then to look at it when it was completed and see whether they would recommend any more. That was never done, and the National Capital Planning and Development Committee was presented with a fait accompli.

A contract has been let and these houses are being erected. Many prominent people in Canberra, and I would say most people in Canberra, are horrified. The responsibility for the design of these houses rested entirely with the Department of Works, and they have just gone ahead. I can appreciate, as I think can most Canberra people and most people in Australia, that it is necessary, for the efficient working of government, to have certain departments here in toto, but I do not think that what is being done at Narrabundah, and was done at O'Connor, should be allowed to continue, even though it is necessary to have these departments here. I do not think that you can sacrifice a national capital for government expediency.

SENATOR VINCENT. - Are the houses still being built?

MR. BAILEY. - Yes, they are. I understand that the matter has been mentioned to the Prime Minister. I would like to see it stopped. It brings up a serious question here, because other development is proposed. It has to be a proper type of development, and there has to be somebody there with power to police it. The National Capital Planning and Development Committee has been by-passed in this important project, and I and the elected members of my council think it imperative that it should be stopped without delay.

THE CHAIRMAN. - It looks as though they were deliberately deceived, not merely by-passed.

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SENATOR RYAN. - Has any official protest been lodged by your council or by the National Capital Planning and Development Committee?

MR. BAILEY. - Yes. I brought it up in the Advisory Council and received the support of the elected members to take it to the National Planning and Development Committee, and I took it there today. With the publicity that the Advisory Council's proceedings received, it would be idle, I think, for my council to advise its Minister, "Please don't do that", because he in fact made the decision on the advice of, I assume, the Department of Works. So that no real point is served by an official protest. No doubt one will be made when my council meets next Monday.

SENATOR RYAN. - In the interim the buildings are proceeding?

MR. BAILEY. - Yes, and quite a number of them are nearing completion. A lot of them are of timber with iron roofs.

THE CHAIRMAN. - How many more vacant allotments are there?

MR. BAILEY. - There are quite a number. I think there are 114 of these houses being erected. It is the worst single thing that has happened here, I think, since I have been here. If a planning committee, with members consisting of experts in town planning, the fine arts, and architecture, were created, and with power, I think it would go a long way towards solving the problem.

SENATOR VINCENT. - But you are still bound to make any body responsible for planning and development subject to the decision of a Minister, are you not? You cannot give it autonomy?

SENATOR WOOD. - Subject to Parliament.

SENATOR VINCENT. - It could not hold up anything.

THE CHAIRMAN. - It could hold up a Minister, if it were given statutory powers. Parliament can delegate its responsibilities to other persons than Ministers.

MR. BAILEY. - If you go back to the report of the Advisory Council, it says that the administration of the territory should be united under the direction of a Minister. We rather envisage a Ministry of the Australian Capital Territory with powers to delegate functions - Health to do this, Interior to do that, and so on. We rather thought that all those things should be unified under a Ministry.

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SENATOR VINCENT. - You are still not trying to get away from the principle of Ministerial responsibility, though, are you?

MR. BAILEY. - No, because as I said earlier, Parliament should determine the functions of the National Capital, and if it does it through a separate Ministry with unified control, my council thinks it would be much better.

THE CHAIRMAN. - Are there any other matters you wish to put?

MR. BAILEY. - No, Mr. Chairman, and I thank you very much for this opportunity.

SENATOR RYAN. - What are your Council's views in regard to the existing parking facilities, and also the parking facilities for the future development of Canberra, particularly in the shopping areas?

MR. BAILEY. - It is the concern of members of my council. The more recently built shopping areas have had parking facilities provided, and numerous recommendations concerning more adequate parking facilities have left my council. At the moment they are grossly inadequate. With the administration block, for instance, it has been worked out very well, and there would be sufficient parking areas there.

SENATOR RYAN. - I had in mind the additions at Civic Centre. Do you think the parking area now provided will be sufficient to cope with the ever increasing traffic?

MR. BAILEY. - No, I do not.

SENATOR RYAN. - Do you not think that now is the time to make provision and to plan for ten or fifteen years ahead?

MR. BAILEY. - Yes.

The witness withdrew.

MR. T.R. GIBSON, previously sworn:

THE CHAIRMAN. - Will you explain these plans that you have brought?

MR. GIBSON. - Yes. This plan on the wall is a representation of various plans that we have had over a number of years, which were assembled as far back as 1951, and are now assembled for presentation to you. This plan shows in the dark areas what is in Canberra at the moment in the way of residential development for the existing population, which is about 30,000 people. The areas coloured green are the open spaces. This does not mean that they are the open spaces that we are going to provide, but they are the ones which have been set aside in our designs to date. We do not wish to intimate that any of those have or have not been declared as park spaces. That is at present under consideration within the department. The areas coloured dark blue are the Manuka, Kingston and Civic shopping areas. The area coloured purple is the industrial area of 1,000 acres which the Minister reserved for that purpose on the 31st January, 1950. That is the Lonsdale-Mort Street industrial area. This is the Causeway industrial area (indicating) and also the area occupied by the Works Department, where we have the bus depot, the Government Printer's establishment and the Technical College. The areas coloured yellow include what are occupied and destined to be occupied for Commonwealth and civic administration, universities, colleges and schools, P.M.G., fire and ambulance, churches, societies and clubs. I would like to interpose here that the colourings used are those which have now been agreed to by the Australian Planning Institute for notation on planning maps. That is why they are all grouped under the one colour.

MR. GIBSON. - This is the area known locally as the Parliamentary triangle. Here is Capital Hill, the Australian National University, C.S.I.R.O., City Hill, Australian War Memorial, Telopia Park School, St. Edmund's College, Griffith new infants' and primary school, St. Benedicts' School, Boys' Church of England Grammar, Girls' Church of England Grammar School, the present Yarralumla school under construction, a denominational school under construction and the projected infants' and primary school at Forrest. Here is the site reserved for an infants' school in Deakin. On the north side we have St. John's Church of England, the Australian War Memorial, the present Ainslie Infants' Primary School, St. Patrick's Infants, what will be St. Patrick's Girls High School, Turner Infants' & Primary, and a denominational school. Here is a new reservation for a school in north Ainslie - infants' and primary, a denominational high school, a future high school site, a future secondary-school site and a future infants' and primary school site. There is another high school site down here.

It is a small scale but that gives a brief outline, inside those areas are indicated also the existing churches and reservations for future churches. There are also reservations for future shopping areas. Here is the Dickson area which has been submitted to the Department, and in turn to the Planning Committee. We estimate that in Dickson there will be an extra 10,000 people.

THE CHAIRMAN. - Is that a new suburb?

MR. GIBSON. - That is the new suburb of Dickson and the part that will be under construction is there. The new suburb of Lyne will house about another 7,000 persons. The new suburb of south Red Hill will house about another 7,000; West Duntroon and East Duntroon about another 6,800. Then we turn to the biggest area of the lot known as West Yarralumla, or West Yarralumla Creek Valley. Together with the present development of Yarralumla we estimate that will accommodate another 20,000 people.

SENATOR WOOD. - Why are these suburbs called "south" and "west"? Why are not new names given to the suburbs?

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MR. GIBSON. - The area called "west" is out past the city boundary. That is the district of Woden. Woden stretches down to the Cooma road. We did not want the present landholders to think we were taking the lot.

SENATOR VINCENT. - Is there not a shopping centre for that tremendous suburb of Woden?

MR. GIBSON. - Yes. The shopping centres are indicated by dots. The large blue dot there, which is slightly larger than these three down here, is what we call the West District shopping centre. That would be comparable to Kingston and Manuka.

SENATOR VINCENT. - With a theatre and all the other amenities?

MR. GIBSON. - Yes.

SENATOR BENN. - Some day it will be like that; it is not so now.

MR. GIBSON. - That is so. We have broken out into the north side and the west, and have a "west side district centre" and a "south side district centre". There is not quite a district centre there but it will have the facility of one. We figure that within the coloured areas inside, on the present density of Canberra, there will be in excess of 100,000 people. All those areas are sewerable to the Western Creek treatment works. If Canberra's population should extend beyond 100,000 but the density is not increased, we will have to go beyond there into entirely new catchments, for the purpose of sewerage. The result will be virtually a green belt before the next settlement. We have investigated the area on the northern end and we reckon it could accommodate another 68,000. That is out there beyond the map.

THE CHAIRMAN. - That would be a satellite town in the future?

MR. GIBSON. - Yes.

SENATOR BENN. - Does the white area on the map distinguish anything?

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MR. GIBSON. - No. The green line encloses an area of about 850 acres which is the Botanical Gardens reserve. Here is the Causeway cottage area and this part inside is used for farming purposes. The part that is partly inside the white and partly outside it is the Military College east of Russell Hill.

SENATOR VINCENT. - Do you contemplate establishing parks or reserves for sport in those green areas?

MR. GIBSON. - Yes, those areas will be used for both active and passive recreation.

SENATOR VINCENT. - What about golf links?

MR. GIBSON. - The three golf links are shown in their various positions. We anticipate a fourth, fifth and possibly a sixth.

SENATOR WOOD. - The third one is only temporary, is it not?

MR. GIBSON. - Inside this white area, if it follows the Burley Griffin scheme the reserve will be for cultural and recreational purposes.

THE CHAIRMAN. - Will it contain buildings or open spaces?

MR. GIBSON. - Both. That green triangle is the area set aside for a group of central tennis courts.

SENATOR WOOD. - What is the area of Central Park?

MR. GIBSON. - I will check on that. I think I said before that it is about 80 acres, but it might be 45 acres.

SENATOR VINCENT. - Why is not the area of Central Park coloured green?

MR. GIBSON. - It could have well been coloured yellow, following the Burley Griffin scheme for cultural or recreational purposes.

SENATOR VINCENT. - What would be the population that would live north of the Molonglo, under your plan?

MR. GIBSON. - North of the river 53,000, and south of it 54,000 to 56,000.

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SENATOR VINCENT. - Most of the bread winners who have to work in the Government triangle would have to come down Commonwealth Avenue to work?

MR. . - Not the Duntroon Pyallego group. The Duntroon group would be about 12,000, as against 41,000 coming down through here.

SENATOR VINCENT. - Is it not possible that a sort of bottle-neck will develop in Commonwealth Avenue?

MR. . - If the bridge is wide enough a system similar to that on the Sydney Harbour bridge could be adopted with lanes of traffic, opening four inwards in the morning and two outwards, and reversing the procedure at night.

SENATOR VINCENT. - Would it not be preferable to extend the city south of the Molonglo to a greater extent and to a correspondingly lesser extent on the north to obviate the possibility of creating another Swanston Street?

MR. GIBSON. - Unless you are prepared to enter into a major sewerage operation, you could not extend that line at all. The limiting factor to that line there is that it will throw the sewer back that way- that is the line south of Black Mountain leading westward. We investigated the area north of Lyno and Dickson and we found it would be far more economical to sewer that than to do this one.

SENATOR VINCENT. - Is there a possibility of a new suburb on the west?

MR. GIBSON. - Yes.

SENATOR VINCENT. - The residents would not use Commonwealth Avenue?

MR. GIBSON. - No, they would use Adelaide Avenue, and in going to Civic would not cross any bridge.

SENATOR VINCENT. - Have you investigated that possibility?

MR. GIBSON. - When I say that we have investigated it I mean that if development is restricted to these three areas, in

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order to accommodate 100,000 and more, there will be no necessity to go to the west.

SENATOR VINCENT. - Would it not be more desirable to go to the west than to build north of O'Connor and those places?

MR. GIBSON. - We consider that there will be as much traffic jam along Adelaide Avenue as along Commonwealth Avenue.

SENATOR RYAN. - There will be more, on its present construction.

MR. GIBSON. - The reservation for that street is a width of 200 feet, the same as Commonwealth and Northbourne Avenues.

SENATOR RYAN. - It is only 20 feet wide at present.

MR. GIBSON. - I think I pointed out earlier that we were worried about getting the movement in from there and we have allowed for that road and also this one and possibly a third. There will be a great deal of development in that area.

SENATOR VINCENT. - That is probably the picture of Canberra as it will be when all our civil servants are housed.

MR. GIBSON. - I should say so. It is not quite that picture, because we figure that when all the civil servants are housed, or when the proposed move takes place, there should be 70,000 people there.

SENATOR VINCENT. - Does that include natural growth or will that be additional?

MR. GIBSON. - That includes the natural growth within the movement period, but not subsequent to it. We have estimated that the population should grow to an excess of 89,000.

SENATOR RYAN. - You have planned to take 150,000 people, have you not?

MR. GIBSON. - Yes, about 120,000. We cannot reckon on the influx of allied population.

SENATOR VINCENT. - I am concerned about the industrial growth of Canberra. You now have one major area set aside for the establishment of industry at the extreme south-east corner of the

city. Will not that create a difficulty in regard to transport for workers who have to come from some miles north and west, through the city?

MR. GIBSON. - Undoubtedly it will cost them to travel distances.

SENATOR VINCENT. - Would it not have been more desirable to have established two industrial areas in order to obviate travel?

MR. GIBSON. - Yes, that is my feeling on the matter.

THE CHAIRMAN. - You could have an industrial area north.

MR. GIBSON. - Yes. On this map are two purple dots which show areas for minor industries and their expansion, which could be greater than the expansion of anything big coming into those areas. An area of 1,000 acres has been set aside and if that is filled with industrial undertakings and you allow 40 persons to the acre to work there, a large crowd of people will be needed in Canberra to fill that.

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MR. GIBSON. - We have said that even if we use 500 acres and put 20 persons to the acre, we shall need a lot of people to balance up with those concerned with public administration.

SENATOR VINCENT. - You should have 500 acres in the present factory area and 500 acres in the north western corner of the city.

MR. GIBSON. - I would have said have 500 acres in the present location, 200 acres in the north and 200 acres in the west.

SENATOR VINCENT. - The whole of England is rather appalled at the present industrial situation that has grown up there, and yet we are planning for exactly the same thing here.

MR. GIBSON. - In most of the new planned towns of England there are at least two industrial areas.

SENATOR VINCENT. - Yes, we are perpetuating the error that commenced to be made in England more than 200 years ago.

THE CHAIRMAN. - Could there be residential areas near the industrial areas?

MR. GIBSON. - The nearest to that industrial area is the Narrabundah residential area. I consider that it is most important to settle the nature of the industries to be allowed first.

THE CHAIRMAN. - One industry that we should encourage apart from industries for local needs, is the printing industry. We have a University here, a national parliament, the public departments and a national library. The printing industry is very important for all those organisations. Edinburgh, for example, is not a heavy industrial city, and yet it is one of the biggest printing centres in the United Kingdom. Two years ago I went through Nelson's Printing Works in Edinburgh, and that is a very fine organisation which, from the outside, looks like an ecclesiastical building and which, on the inside, is a very well set-out organisation.

SENATOR VINCENT. - Can some re-consideration be given by the proper authority to the matter of the industrial areas?

MR. GIBSON. - The proper authority can raise the matter with the Minister, the Minister of the time having approved the present area. Of course it should be remembered we can get to the

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present industrial area without passing through the city, and from the industrial area direct to Cooma. Heavy traffic need not go through the centre of the city.

THE CHAIRMAN.- There is no really big park in Canberra. I should like to see a park here as big as Hyde Park in London or Centennial Park in Sydney.

MR. GIBSON. - There is no reason why there should not be one on the north side between King's Avenue and Commonwealth Avenue. There is an area there of about 200 acres. Perhaps cultural buildings could be included there.

SENATOR VINCENT.- Have you anything to say about the controversy over the suburb that seems to be growing into the area of land being used by the Royal Military College?

MR. GIBSON. - I have not entered into that dispute at any time. I believe a witness is coming on Friday morning who will discuss that matter in detail. The possible population in that area is shown as about 6,800.

SENATOR VINCENT. - Has the overall plan been approved?

MR. GIBSON. - It is the basis for our further planning. The area of Dickson was discussed. The main roads in the area were settled, and in doing that we consulted with the transport authority as to the routing of buses. We have investigated the provision of schools, government and denominational, and reservations for churches. We know the area that we want to set aside for recreation purposes. We have done the same with Yarralunla, south Red Hill and Deakin.

SENATOR VINCENT. - There is a possibility that the plan envisaged will reach fruition.

MR. GIBSON. - It could.

SENATOR VINCENT. - In five years or so could somebody spoil it by putting some other plan in its place?

MR. GIBSON. - I think that the departmental officers will try to keep to that plan as far as possible.

THE CHAIRMAN. - Having got a plan like this, as well as the

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original plan, you might give it statutory force, and require a special procedure for altering it?

MR. GIBSON. - The plan as it stands will go into the city plan. It will then become part of the original plan. The main framework of it is statutory although the housing areas are varied.

SENATOR VINCENT. - Are you satisfied that that plan represents all the re-planning of Canberra that we need?

MR. GIBSON. - That is purely a skeleton ^{plan}. The detailed planning has gone as far as I have told you in respect of the areas I have mentioned.

THE CHAIRMAN. - Many people have spoken of the possibility of putting the ultimate Parliament House on Capital Hill.

MR. GIBSON. - Camp Hill is the place designed for it, but we must ask what the present Parliament House is destined for.

THE CHAIRMAN. - Will the new building be high enough if put on Camp Hill?

MR. GIBSON. - I should say so.

SENATOR VINCENT. - There is a temptation to look down from that area into the kitchens of the present Parliament House.

MR. GIBSON. - That drawback could be overcome as it is overcome in private houses by planting a few trees.

SENATOR VINCENT. - There does not appear to be any use for Capital Hill at present.

MR. GIBSON. - Only for what Griffin envisaged - a Capitol.

SENATOR VINCENT. - Do you think that is likely to become a reality?

MR. GIBSON. - I do not think we have progressed that far yet, but I think a study could be made of the parliamentary triangle in relation to the future siting of a new Parliament House, and in relation to Capital Hill.

SENATOR VINCENT. - Do you consider that vacant spaces such as Capital Hill should be given some temporary treatment, such as planting trees?

MR. GIBSON. - Yes, they could be planted up.

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SENATOR VINCENT. - As has been done at the back of the present Parliament House?

MR. GIBSON. - Yes, short-lived trees could be planted.

THE CHAIRMAN. - Is there any provision for buildings such as theatres, art galleries, concert halls and so on in the present plan?

MR. GIBSON. - Not in my estimation. We have prepared some drawings for Government buildings in the Government Triangle and have estimated that there could be a daytime population in that area of at least 20,000 people.

THE CHAIRMAN. - You would preserve the Mall and have buildings flanking it?

MR. GIBSON. - Yes, Mr. Waterhouse might bring something with him on that tomorrow. There will be a minimum of ten buildings, including present administrative buildings in the Government triangle. There must also be reservations for car-parking. Around the present Administrative Block, where there will be about 3,000 people working, we shall need about seven acres of parking space.

THE CHAIRMAN. - Is Civic to be the main shopping centre?

MR. GIBSON. - We have visualised it as such. We zoned an area north-east of the City Hill, the area bounded by Northbourne Avenue, Kooyong Street, Balanbi Street and Linslie Avenue, which is 54 acres, and another area south-east bounded by Linslie Avenue, Balanbi Street, Corranderk Street and City Hill, of 58 acres.

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MR. GIBSON (speaking) - We figure that with a population of about 110,000 we will need about 72 acres of that 110 acres. In that 110 acres we have allowed not only for local catchment of business, but by the time it gets to that size visualising a catchment from Queanbeyan and probably from Yass at certain times. That is based on the knowledge we have of information, say, from America, where they work on a catchment of 30 minutes' driving time for their newly created shopping areas. We feel that in addition to our city population we will have an allied outside population and we recommended to the department only recently that it should set aside both areas for future commercial development inclusive of the reservations for off-street parking, which would be quite extensive.

THE CHAIRMAN - Is there room for expansion of the shopping areas at Kingston and Manuka?

MR. GIBSON - Kingston is being extended at the moment. Unless they are prepared to demolish properties there will be no more room there. Manuka is being filled up. There will be room for expansion at Manuka. The distribution of shopping in Canberra in 1954-55 is: 36% at Civic; 48% at Manuka and Kingston; and 16% in the suburbs. With the construction that is going on at the moment, we visualise that the distribution will be: 49% at Civic Centre; 37% at Manuka and Kingston; and 14% in the neighbourhood units. Our opinion is that Civic Centre will be the city shopping area in time to come.

SENATOR VINCENT - You favour a large city shopping area?

MR. GIBSON - Yes.

SENATOR VINCENT - Do you not think it is desirable to disperse the shopping areas?

MR. GIBSON - No. We have studied it as far as we can. Not being, one might say, entrepreneurs in commercial enterprise, we have done the best we can, and we figure that in the larger shopping area such as Civic Centre you can afford to have the bigger attractive stores with the greater lines of business, and that in the neighbourhoods it is the day-to-day shopping. The district

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would be in between.

THE CHAIRMAN - Do you think that you should allow for business and shopping premises of several storeys or that you should keep to the existing low levels?

MR. GIBSON - For definite retail sales we have found, and I think a lot of the experts and retail traders in a big way about Sydney have found, that the most return is from the basement, the ground floor and the first floor. After that they have to encourage them with all sorts of wiles and devices.

THE CHAIRMAN - With a good lift system the number of floors does not matter.

MR. GIBSON - Even David Jones has had to put in escalators. Anthony Horderns and Farners are doing the same thing. They have those buildings. I think the value of the land has something to do with it. The general consensus in England and America is that the basement, the ground floor and the first floor are the catch.

SENATOR BENN - Hire purchase on the second floor.

MR. GIBSON - There are also the hire purchase department and offices.

THE CHAIRMAN - I asked you before whether there was any provision for theatres, art galleries, concert halls and the like in the Government triangle. Is there any provision anywhere for those facilities?

MR. GIBSON - I mentioned the cultural recreation area in the Griffin scheme. You have to concentrate those buildings in one of several areas. There is a choice of three positions.

SENATOR VINCENT - Have you anything to say about the ultimate treatment of the hexagonal area at City Hill?

MR. GIBSON - I happened to be present when Mr. Bailey gave evidence about that area. London Circuit is shown on the plan in grey. In other words, it exists. The inner red ring shown on the plan is the new road that was gazetted about eighteen months ago inside London Circuit.

SENATOR VINCENT - You have restricted the circuit?

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MR. GIBSON - We have restricted the circuit section to a net area of 22 acres.

SENATOR VINCENT - What are you going to do inside the 22 acres?

MR. GIBSON - A sketch plan was considered recently for the location of the proposed city hall and city offices. Between that area and London Circuit we propose to devote to business, and on the other side to other Government purposes such as the Supreme Court and for lease.

SENATOR VINCENT - Are you going to put shops around London Circuit?

MR. GIBSON - London Circuit itself was reduced by gazettal from 200 feet to 100 feet in width. The feeling at that time was that London Circuit, as a road, would become of a more local character to serve the frontages, and that the inside road would have the main traffic movement, but that has not materialised yet. The traffic is not great enough for it to be needed.

SENATOR VINCENT - Why was it thought desirable to reduce the area of open land there and to restrict it by putting in a new circuit?

MR. GIBSON - I think it was one of the points where we visualised that we could do it with advantage. The scale of layout, as I said once before, was very large in comparison to its third dimension realisation in Canberra. It is very large in scale. In that one instance we reduced it so that we could get a feeling that the layout is not bigger than we can readily imagine in our own minds. As I said, that area is 22 acres, and I venture to suggest that it is about 900 feet or one-sixth of a mile across.

SENATOR VINCENT - You have, in effect, restricted the area to one building only - the city hall?

MR. GIBSON - I should not like to say that there will be only one building there. There may be two. Even for a city hall 22 acres will not be so great.

SENATOR WOOD - That is the civic centre, as you term it?

MR. GIBSON - That is correct.

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SENATOR WOOD - Would not the civic centre include the future theatre or auditorium, the public library for Canberra, the art gallery and the museum, if any?

MR. GIBSON - I understand that at the moment the possibility is for a city hall only for city purposes, plus the public offices. The art gallery and those things would be in a separate building.

THE CHAIRMAN - If you are not going to have a city council, why do you want a city hall?

MR. GIBSON - It is for civic administration.

SENATOR VINCENT - If not there, where can the national theatre be located?

MR. GIBSON - You can locate these buildings on the south-east side of London Circuit, the east side of Commonwealth Avenue, the north-west side of King's Avenue or the south-west side of Constitution Avenue.

SENATOR WOOD - All those things are looked upon as civic things and they comprise what is usually known in town planning as the civic centre.

MR. GIBSON - Quite so.

SENATOR WOOD - Such a civic centre would require about 50 acres.

MR. GIBSON - Yes, if you are going to congregate all those buildings.

SENATOR VINCENT - Now it is too late.

THE CHAIRMAN - I do not think it is too late. This plan can still be modified. It has not yet been frozen.

MR. GIBSON - No.

SENATOR VINCENT - You stated that the area was gazetted.

MR. GIBSON - Yes.

THE CHAIRMAN - What is the general idea for the rest of the area beyond the Australian War Memorial?

MR. GIBSON - It is for residential purposes. It is coloured pink on the plan.

THE CHAIRMAN - You would not want residences too close to the

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war memorial.

MR. GIBSON - The site of the war memorial is shown in green on the plan, and there is the hill behind it.

THE CHAIRMAN - In what areas do you propose to have flats?

MR. GIBSON - I understand that the areas that have been suggested for flats, in addition to the three and eight-storey blocks at Braddon, are sections 18 and 19, Kingston, and sections 41, 43 and 39, Griffith.

SENATOR VINCENT - Are they all to be eight-storey blocks?

MR. GIBSON - No.

THE CHAIRMAN - One witness talked about focal centres for the suburbs. Exactly what is meant by that term?

MR. GIBSON - I think I mentioned earlier in evidence that in each of these suburbs we have reserved an area suitable for community purposes. I mentioned that we had turned the centres off the avenues internally. I can show you those centres on the plan. There are one for Turner-O'Connor, one for Lynehan, one for Dickson, one for Ainslie, one for Duntroon, and one for Reid. On the west, we have the West Yarralumla District Centre, three minor centres in West Yarralumla, the Yarralumla Centre, the South Red Hill Centre, the Griffith Centre, the Narrabundah Centre, and the Manuka Centre. Those are areas reserved for community purposes. They have not been fully developed. In most instances the facilities provided so far relate to schools and shops and recreation, which is not yet fully developed. We visualise all those things that I have mentioned, plus indoor community facilities. That is what we call the focal point of those areas.

THE CHAIRMAN - There has been some reference to ring roads. Can you show us where those are?

MR. GIBSON - I think that I mentioned those roads to you earlier in evidence. One travels west of Majura, west of Ainslie, south-east of Ainslie, through the east part of Duntroon, crosses over towards the Molonglo industrial area and runs straight through south to join the road to Cooma. That is the one on the east side.

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On the west side one turns off the Yass road at approximately the 2CA broadcasting station, comes down by Dryandra Street to join the Weetangera Road, passes on to Macarthur Avenue, passes the Commonwealth Scientific and Industrial Research Organisation and proceeds along University Avenue. From the Commonwealth Scientific and Industrial Research Organisation there is also the continuation south-east by the botanical gardens area across the possible site of the zoological gardens and into Yarralumla on the one hand, or south-west out to the Cotter.

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MR. GIBSON (Continuing) - They leave the main centre free. We also have another one, south to Yarralumla, south to the golf course, through the Mugga saddle, south to Narrabundah, to join the road to Queanbeyan.

THE CHAIRMAN. - You varied the pattern of the original layout around Duntroon here somewhere, did you not?

MR. GIBSON. - That is one of the areas on the 1925 gazetteal in which Griffin did not indicate very much. In the case of Duntroon we had to study the contours very carefully. We had a road system which was flagged around and looked over by the engineers and surveyors, disapproved and re-flagged, and eventually put up to the department as approved. But it took into consideration contours and natural features probably more than Griffin was able to do then. I think I mentioned at the outset of my evidence that we did not deliberately change the Canberra plan for the sake of doing so.

THE CHAIRMAN. - What do you finally intend for Narrabundah?

MR. GIBSON. - Which portion of Narrabundah do you mean?

THE CHAIRMAN. - How much is filled up?

MR. GIBSON. - The areas filled up are shown in brown. They lie east of Sturt Avenue, partly between Sturt and Captain Cook, and southwest to Captain Cook. That is Narrabundah as developed today. We go further south again, south to what is called Carnegie Crescent and Spence Street, to an un-named street, and that represents our southern limit. That is for residential development.

THE CHAIRMAN. - I was thinking of those rather disreputable cottages that have been put up there. Is it intended to go ahead with them?

MR. GIBSON. - Which ones?

THE CHAIRMAN. - Those prefabricated ones. Are they pre-fabricated?

MR. GIBSON. - The ones that Mr. Bailey referred to are not pre-fabricated.

THE CHAIRMAN. - Has there been any modification of the original project with those, or is it finished? Are they all up?

MR. GIBSON. - From an inspection about a week ago I would say

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that they are mostly in process of construction.

SENATOR VINCENT. - Are they the ones that Mr. Bailey referred to as being constructed of wood?

MR. GIBSON. - Yes, with skillion roofs.

THE CHAIRMAN. - What is the intention for the Causeway?

MR. GIBSON. - I think you asked me that question before, and I think I stated at that time that I could not tell you the fate. Those places have been there for 25 or 30 years at least.

THE CHAIRMAN. - It was always regarded as provisional development, was it not?

MR. GIBSON. - I would think so. That area is also shown not coloured on the plan. We have taken into consideration that when the population reaches 100,000 you will need some wholesaling and warehousing areas. That is the purpose of this road, plus a branch at this point (indicating) so that you can easily get in there, bringing in goods, without passing through the heart of the city. We visualize that area as being devoted to that purpose. It is not as large as it should be, because there are flood lines beside Jerrabomberra Creek, which do not give us the whole area.

THE CHAIRMAN. - Thank you, Mr. Gibson. Your evidence has been most illuminating.

The witness withdrew.

The Committee adjourned at 9.20 p.m. until 10 a.m. on the following day.

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SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA.

MINUTES OF EVIDENCE.

Taken at Canberra

THURSDAY, 30th JUNE, 1955.

PRESENT:

The Chairman (Senator Mc Callum)

Senator Benn

Senator Vincent

Senator Ryan

Senator Wood

BERTRAND JAMES WATERHOUSE, Chairman, National Planning & Development Committee, sworn and examined:

THE CHAIRMAN. - We have asked you to come along because the National Planning & Development Committee has been mentioned by quite a number of witnesses, and a number of statements have been made which we want to check. We should like your opinion on them. If you care to say anything yourself first, we would be willing to hear it.

MR. WATERHOUSE. - I would, because I feel, and I have heard, that there is quite a deal of misunderstanding in regard to the functions of the Committee. As you know, it is known as the National Planning & Development Committee. To most people that presupposes that we are a planning committee, that is, that we prepare designs for planning, buildings, and so on. Of course, such is not the case. The ordinance provides that we are merely an advisory committee. The origin of that committee is that in 1938 Sir Charles Marr was very interested in Canberra and he felt that the plan - the statutory plan, mind you - was likely to be interfered with, altered and changed from the plan prepared by Walter Burley Griffin. He felt that the only way to safeguard against such departures would be by having an advisory committee to consider any proposals submitted by the department, which may

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from time to time become necessary, get a recommendation from the committee if it was a vital alteration, and submit it to the Minister with advice as to yea or nay. He felt that an advisory committee would safeguard against a departure from the statutory plan, and I think you will probably agree that that was very wise. The committee was formed, and it had on it architects, town-planners, engineers, the executive member, and, by virtue of his office, the chairman of the Standing Committee on Public Works. The was also the executive member who at that time was Assistant Secretary of the Department of the Interior. In addition, there was the chairman for the time being of the Advisory Council. That was the constitution of the committee. Mr. Donald Cameron carried on for two years, and then he was seconded by the Government to devote his attention to obtaining recruits for the airforce. He carried in that position for some time. Then, after he retired from that position I took over the chairmanship, and I have been chairman ever since.

Since then, things have been submitted by the Department of Works to the committee for consideration. It was not very long before we realised that something more than the Department of Works should be called upon to decide. After all, Canberra, as a plan, requires to be properly developed, and the expert advice of a man trained in town planning, which is a profession entirely on its own, is needed. After many long representations, we succeeded in getting a town planner, Mr. Gibson, who I understand has given evidence, appointed. He has Mr. Redmond as an assistant. They have a full knowledge of the importance of what we are doing and are fully aware of the Griffin plan, having studied it for so long. They have conscientiously borne in mind any development that has taken place. Any alterations to roads and variations of that kind are first of all suggested by the Surveyor-General and are submitted to the planning section. They prepare sketches which are submitted to the committee for consideration. We suggest

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amendments, and they come back finally to us. Unless it is a vital alteration, it is a matter for the department to deal with. If it is a serious alteration to the plan and we recommend it or do not recommend it, the matter has to go to the Minister. Plans for buildings in connection with any subdivisions are prepared by the Department of Works and are submitted to us for approval or disapproval, or consideration, and they keep very closely in touch with us. That is going on all the time. Those, broadly, are the functions of the committee. We meet once every month, and have done so continuously. Occasionally we have had special meetings when something urgent has arisen, but that has not been very often.

THE CHAIRMAN. - Evidence has been given in relation to the power and effectiveness of your committee, Do you think your committee should have been given more power by statute?

MR. WATERHOUSE. - I think it would have been helpful if we could have had more than just an advisory function. If it could have been provided that we could give approval and the Minister naturally have the right to veto it, it would have been better, but we can only make a recommendation to him.

THE CHAIRMAN, - Do you think the membership provisions are satisfactory? Obviously, some of the people specified should be on the committee. Do you think some of the exofficio members are not necessary? I am not talking about the personal character.

MR. WATERHOUSE. - I think you would consider that the executive member, Mr. Rogers, is essential. The Advisory Council president or chairman represents the public of Canberra: I think that is important. A very important link with the Government is the fact that the chairman of the Standing Committee on Public Works is a member.

THE CHAIRMAN. - Do you think that any other member should be added to the committee? Would it be a good thing, for instance, to include a representative of the fine arts who could

advise about the placing of statues.

MR. WATERHOUSE. - I am, and I have been for years, the president of the National Art Gallery in Sydney. So many of these things have cropped up.

THE CHAIRMAN. - Do you think it is desirable to have a representative of the fine arts?

MR. WATERHOUSE. - I think it has reached the stage where, to make the committee fully effective, there should be representation from one or two bodies. We have in Australia, as you know, a Town and Country Planning Institute. I suppose all the men who are qualified as town planners are members of that Institute. I think it would be a very good thing if we had a representative from that body on our committee, and also an eminent architect, with the knowledge of town planning, from the Federal Institute of Architects, as well as a representative from the Institution of Engineers. Mr. Walters is an engineer and has rendered service that has been very valuable. I think those appointments would strengthen the committee very much. You appreciate the fact that we meet once a month and very often matters are brought up before the committee. We discuss them and make recommendations. We have on occasions found that, without their being referred back to us, they have suddenly become a fait accompli.

THE CHAIRMAN. - We have had evidence to that effect.

MR. WATERHOUSE. - As chairman of the committee, I strongly resent that, even if it comes from a fairly high level. I do not think it is fair to the committee. We are acting in an honorary capacity and continuously giving our best service, sometimes at great disadvantage to ourselves. I think we deserve more consideration than just to discover that we are flouted in regard to our recommendations. I could mention one instance. I do not know whether I am in order in speaking in this way. Let us take the question of the much discussed Narrabundah problem. The origin of that matter was this: plans were submitted for 147 houses on a site in the Captain Cook Crescent area, which you know.

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MR. WATERHOUSE (Continuing) - We did not like the plans. They had the modern appearance, with skillion roofs and were of various types. We said, "No, we do not like them but this is a big project on an important site and before we decide definitely what we will recommend we would like you to put up one or two. After all it will not involve very much. They are economical types of structures. Let us see them and we will come to a decision about the matter." That was our recommendation. Presumably it went through the Secretary of the Department of the Interior to the Minister. The next thing we heard was that a contract had been let for 147 houses. What can we do in those circumstances? Long before these houses were brought before our consideration we had decided that the southern side of Captain Cook Crescent at least should be of brick houses as the northern side had nice, seemly brick dwellings. Now what have we got? It is there for you to see.

THE CHAIRMAN. - We have seen it and we are going to inspect it very closely.

MR. WATERHOUSE. - I can assure you that I have no apology to make for them. It is beyond our control. If you want to verify those facts I suggest that the minutes dealing with all that area be submitted to you.

THE CHAIRMAN. - It has been said that the proper supervision of this city now demands more work than can be expected of people on an honorary basis meeting once a month.

MR. WATERHOUSE. - That is what I suggested earlier - that the Town Planning Section - after all it is a town and city planning problem - should be given far more powers within the Department of the Interior. That is the body to deal with these things. As an instance of the importance of that I can mention one case. A sub-division is approved and certain houses are to be put on the section. The Minister has decreed that the present responsibility for siting of those houses on the sub-division, approved and recommended by our Committee, rests with the Department of Works. It should not. They design the houses and we approve

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them or otherwise. The siting of the houses is one of the most important features of the whole scheme. Instead of having a ribbon development as you see it at Narrabundah now, with houses in a row, there are many other ways of dealing with it. They can be staggered and arranged in a more satisfactory way. Sir Thomas Bennett who is in charge of the Crawley project in England was here some time ago with Sir Patrick Abercrombie. He told me that the whole effect of Canberra will depend upon the street picture. For years to come it will be residential development therefore the picture is important - how you place the houses and how good they are. It will be many years before you develop the monumental features of Canberra. I think that is right.

The Town Planning Committee, having prepared the sub-division and had it approved would be very interested in placing the houses appropriately in regard to the street vista. The Department of Public Works is not so interested in that. The plans for so many houses are approved. They are hurriedly wanted and they go ahead and get them up. That is detrimental to Canberra's appearance.

SENATOR WOOD. - No aesthetic sense is exercised?

MR. WATERHOUSE. - It will be a lamentable error if we ignore the cultural or "aesthetic" requirements. The word "aesthetic" has been used. This is the capital city of the Commonwealth and it cannot be ignored.

THE CHAIRMAN. - Are you aware of the particular group known as the Riley Newsome houses?

MR. WATERHOUSE. - Yes.

THE CHAIRMAN. - Were you consulted in regard to them?

MR. WATERHOUSE. - Yes. You know the difficulties associated with a war period. Houses were urgently required. There was a shortage of material and normal methods of construction were impossible. Some other construction had to be considered. We did not admire them but could not see how they could be avoided.

THE CHAIRMAN. - You would not recommend that type of house today?

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MR. WATERHOUSE. - Certainly not. I might mention that Sir Thomas Bennett said that in Crawley they had decided that they would not have any prefabs of any kind and that they would all be of brick. The brick situation here precludes that.

THE CHAIRMAN. - Some witnesses have suggested that there should be a complete reappraisal of the plan. Others have said that the plan is quite all right if you have a proper body to supervise each step in carrying it out. What is your opinion?

MR. WATERHOUSE. - The statutory plan, as it exists now, is eminently satisfactory. It is a matter of dealing with the subdivisions within the area provided by Griffin - and he did not sub-divide them at all. He gave us the main skeleton lay-out. If that is adhered to and developed properly and systematically, and with vision - I think our Committee is thinking of a population of perhaps 120,000 people in the future - there is no need whatever to depart from it. There will, of course, be modification. That was provided for in our ordinance. If we think that something should be altered we recommend that to the Minister and it is done. It has been said that someone should re-plan Canberra, but it does not need re-planning.

THE CHAIRMAN. - You would not permit a variation to be effected merely by a Minister or departmental official, or head of a department? You would require advice from your body and from the planning section?

MR. WATERHOUSE. - Definitely.

THE CHAIRMAN. - You would require any major deviation to be laid before Parliament?

MR. WATERHOUSE. - Undoubtedly. I think it would be an admirable idea if there were a Parliamentary Standing Committee, or some other committee, in close touch with the Advisory Committee. Parliament would then have some knowledge of what was being done.

THE CHAIRMAN. - I think that is important because most honorable members will admit that things have been done and papers laid on the table of the House but they have not been aware of them

because so many papers are tabled. A parliamentary committee would make it its special duty to follow them up. There has been some criticism of the policy of the Government so far as private businesses are concerned. I do not know whether that would come within the scope of your Committee. Is there anything in the suggestion that the requirements of particular plans impede business men from going ahead?

MR. WATERHOUSE. - I do not think so. Quite recently the Surveyor-General submitted plans of sub-divisions or areas which are to be thrown open for public auction. They are sold, buildings are put up, applications are made and plans submitted.

THE CHAIRMAN. - What of the plans for new buildings for businesses?

MR. WATERHOUSE. - You have hit on a point that is of great moment to the Committee and to me as an architect, personally interested in the overall planning of an important city. After all, it is the individual units that make or mar the overall pattern. That is one of the biggest things that must be considered by the Committee, the Minister and Parliament - how are we to control the design? The aesthetic side of buildings for private enterprise must be considered. The policy of the Government is to expand and encourage private enterprise, and private enterprise goes ahead very hurriedly. The plans are submitted and approved by the department and we know no more about it until a bundle of plans this high are submitted to us. They are of approvals that have been given during the past month. Sometimes I go through them by myself and read every one. I would have asked that perhaps 10% of them be re-modelled, but they have all been approved and what can one do? Some people tell us that you must not interfere with private enterprise at all. We are told that these people have a site and should be able to put up what they like. Not in Canberra, surely.

THE CHAIRMAN. - That would be contrary to the whole intention regarding Canberra.

MR. WATERHOUSE. - If we did that we should rapidly approach the development of business areas on the lines of Newtown and Erskineville in Sydney. They would be a blemish on the whole city. I think you will agree it is very difficult to overcome it. A person buys a site and wants to put a certain shop on it. His neighbour wants to put up another type of shop and each has a different idea. I do not think it matters what the shops are like under the awning but above it they must conform to the general idea. We have tried to do that with the Brisbane Building. They have all collaborated and the total building will look like one plan, though there are many occupants. It is very difficult. They are pressing all the time to get ahead with it and you do not get much sympathy from the department because it wants these things to go ahead. I think it is contrary to the best interests of Canberra.

THE CHAIRMAN. - Have you given any thought to the future layout of City Hill and Capitol Hill? At present they are just bare open spaces.

MR. WATERHOUSE. - I seem to have had quite a long association with Canberra. I have to go back to the Commission of Sir John Butters, Mr. Harrison and Clarence Gorman. They were a Commission with great powers to carry out their work and they did a very fine job. They felt the necessity for advice in regard to the buildings, lay-out and so on. They formed the Civic Design Committee. Sir John was the chairman but he was never to occupy the chair. I was always in the chair. The last and most important area to be dealt with - and when the Commission terminated it was dropped - was the parliamentary triangle. At that time the Government contemplated, in addition to the administrative building, putting up one building - the first in that parliamentary area.

We pointed out to Sir John that it would be inadvisable to do it without having a comprehensive plan. It was the crux of the Canberra plan - that and the basins in the Anzac Avenue area. We set to work for 18 months preparing the plans, which the

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ent cannot now produce. Fortunately I kept my own copy of the suggestion as to how the buildings should be arranged, and making/for the one then proposed. That is going to be the one noble or monumental feature in Canberra. It is all flat and level residential and shopping area and there will be nothing monumental until that is done.

THE CHAIRMAN.- Could we have your copy, if that is the only way of getting it?

MR. WATERHOUSE.- The Department of the Interior has my copy, I handed it to them. All those plans were prepared by Mr. Robertson, the then Chief Architect and considerable work was done on them. It was a very representative committee. There was Professor Wilkinson, Professor of Architecture at Melbourne; Mr. Percy Meldrum, an eminent architect of Melbourne; Mr. J.F. Munnings, an eminent Sydney architect; Mr. W.L. Blackett of Melbourne, another eminent architect, and myself. We were deputed by Sir John to prepare a plan for the departmental area, and that is what we did. My rough copy, kept just as a record for my own purposes should be available because I handed it to Mr. Rogers.

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MR. WATERHOUSE - We feel that that is very important. It has been suggested recently that some buildings should be put on that site which are quite inappropriate. For example, it was proposed that the Mint should go into that area. You cannot just say, "Put the Mint in the Government triangle". Matters of that kind are most important.

THE CHAIRMAN - Do you think that we should now have prepared a plan showing the city as it should be when completed - I mean the Government triangle with all the buildings in place and showing provision for places such as a national theatre or an opera house?

MR. WATERHOUSE - The time has arrived when that has become really urgent. Buildings will be required and that takes time to develop, and also other changes have taken place.

THE CHAIRMAN - Do you think that areas of park space should be dedicated so that they will not be used for other purposes?

MR. WATERHOUSE - I think a plan has been submitted already showing areas now allocated for open spaces.

THE CHAIRMAN - Is that the plan behind you, hanging on the wall?

MR. WATERHOUSE - That is it. We have under consideration many other areas which we are watching carefully - open spaces for recreation. That has been looked into very carefully.

THE CHAIRMAN - There seems to be no provision for a large park area. There is plenty of green space but I consider that the city should have large parks somewhere comparable to Hyde Park.

MR. WATERHOUSE - There will be a very fine area when the ornamental lakes are prepared.

THE CHAIRMAN - Would it be a good idea to have only the northern part of the lake there as parkland?

MR. WATERHOUSE - It would be better to have both sides.

THE CHAIRMAN - Right down to here?

MR. WATERHOUSE - Yes, and then up to Anzac Park.

THE CHAIRMAN - It seems that some influential people in matters of building in Canberra seem to have no appreciation of the

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value of large open spaces - in fact, they seem to have a positive dislike for them.

MR. WATERHOUSE - An important feature is that these buildings would have to be very generously spaced on account of traffic parking space necessary for the congregation of so many official cars and other vehicles. The department has had models prepared and plans relating to the treatment of City Hill. That is a matter for urgent consideration because these big issues are becoming most important.

THE CHAIRMAN - Even if these buildings cannot be erected for 20 or 30 years do you consider that the time has come to lay down what should be done?

MR. WATERHOUSE - Yes. We do not want to find in 20 or 30 years' time that a building has been erected that stymies the whole plan. The need is for pre-planning. Another matter is the administrative block which is now in course of erection at the eastern end of an important axis. I want you to envisage the fact that the buildings in the Parliamentary triangle will be the actual focal point of Canberra in the future. Some people say that the new administrative building on the west side need not be the same as the other; that it should be the same in mass but not in type or detail.

SENATOR VINCENT - There must be a balance.

MR. WATERHOUSE - That is so. If you look at it from the steps of the war memorial you can see the importance of that, and its influence on the vista looking right up to Capital Hill, which, of course, should never be used for a new Parliament House as has been suggested. Most people do not understand the purpose that Burley Griffin had in mind for Capital Hill. His idea was that many years hence the time would come when all the illustrious politicians and statesmen should have their memories fittingly preserved and he proposed that a Pantheon should be erected on that hill similar to the lines of the Pantheon in Paris. The inscription on the architrave of the entablature of that building is, "To the great men the country remembers". This present Parliament House may or may not be used for something else, but in his scheme it would

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disappear.

THE CHAIRMAN - You consider that Capital Hill should be reserved for a building of the nature suggested by Mr. Burley Griffin.

MR. WATERHOUSE - Yes, it should be kept sacrosanct until time decides what that building shall be.

THE CHAIRMAN - You would not suggest building the new Parliament House there.

MR. WATERHOUSE - Certainly not. The new Parliament House should be built on the site Burley Griffin suggested just as the hospital buildings are now on the site he chose for the purpose.

THE CHAIRMAN - Some witnesses complained that there is no overall zoning in Burley Griffin's plan but that it was simply a layout. Since Mr. Gibson presented his plan last night, our opinions on that view have been modified. Would you regard Burley Griffin's plan as an overall building plan?

MR. WATERHOUSE - Yes, and zoning is constantly in the minds of the Planning Committee.

THE CHAIRMAN - One matter of criticism was the telephone exchange building near the Kurrajong Hotel. Was that proposal submitted to your committee?

MR. WATERHOUSE - Application was made for a telephone exchange which was needed rather urgently and we decided that that would be a reasonable site for it but it was to be only a temporary building. The committee heard nothing more about it, so we were by-passed.

THE CHAIRMAN - You were not responsible for that type of building being erected.

MR. WATERHOUSE - No, we deplore it.

THE CHAIRMAN - Was that land originally intended for parkland or for building?

MR. WATERHOUSE - It has never been subdivided for building but at one time the Australian Broadcasting Commission was anxious to obtain large areas of it. Tentative plans were prepared and submitted to the committee but they were not approved and the project was abandoned.

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THE CHAIRMAN - It is legitimate to build on it?

MR. WATERHOUSE - Yes, certainly.

THE CHAIRMAN - You have given some examples of your Committee's advice having been ignored by the department on a number of occasions.

MR. WATERHOUSE - Yes.

SENATOR RYAN - Without any explanation having been given.

MR. WATERHOUSE - That is so.

THE CHAIRMAN - Do you see all plans before they are agreed to by the building authorities at the department?

MR. WATERHOUSE - All plans of work to be done by the department itself as a constructing authority.

THE CHAIRMAN - What about business premises to be built by private persons? Do you see the plans of those?

MR. WATERHOUSE - No.

THE CHAIRMAN - You see the plans **after** they are approved, but not before.

MR. WATERHOUSE - Occasionally the department might consider that a plan is rather strange and submit it to the committee but as a general rule plans are not shown to us. But as I said recently, we must see what is going on with private enterprise and every month a pile of approved plans is sent for my inspection. But how are we to patrol the building of premises for private enterprise from the aesthetic angle?

THE CHAIRMAN - Have you the right to ask the department for papers concerning any proposed building that you do not like?

MR. WATERHOUSE - Yes.

THE CHAIRMAN - Was the west lake decision submitted to you?

MR. WATERHOUSE - Yes.

THE CHAIRMAN - We have heard various opinions about that. What is your idea of the treatment of that area?

MR. WATERHOUSE - In consideration of all sorts of immediately important matters by the Committee when it was inaugurated we naturally looked at the whole of the city of Canberra in a broad way

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including its large water areas. A few years ago we considered that it would not be wise - in fact, we felt that it would be rather a blemish on the whole plan to have such extensive water areas. Also we considered that the east lake, comprising a good many acres of valuable land should be eliminated, and finally we made a recommendation to that effect. It was a long time after that before the west lake cropped up at all. Then we decided that it might be more attractive and less costly and a reduction of an over-abundant supply of water if we had a ribbon development of water. We were a little hazy about it, so we asked that, subject to an investigation by some engineering authority on the hydraulic question and the cost, we might review the proposal. We sent on our recommendations and we hoped to receive a report on the points I have mentioned, but that report has not yet come to hand and at no time has it been submitted to the committee.

THE CHAIRMAN - You said that a decision was made although you had stipulated a condition which was not complied with.

MR. WATERHOUSE - Yes. The next thing we heard was that it was gazetted for elimination.

THE CHAIRMAN - It is largely an engineering problem?

MR. WATERHOUSE - Yes.

THE CHAIRMAN - Do you consider that the west lake would be a good feature if it were a deep lake, or would you regard it as a bad feature?

MR. WATERHOUSE - I do not think it would be bad but the area would always be liable to flooding unless some engineering difficulties were overcome. To leave the area as parklands and golf courses - not racecourses - and have a ribbon water development would be better, but that is a debateable point. However, no harm has been done so far. I recall another example of by-passing of which the committee only recently became aware. Some years ago we were asked to locate a position for a racecourse. We inspected many sites and finally selected one that we thought would be suitable to everybody interested in racing, on the Yass Road towards Hall. The next we heard was

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that a 20 years' lease of the present racecourse had been given with the right to erect buildings. I think that decision was vetoed. We had no knowledge of that proposal but as an advisory council we were entitled to be consulted. We recommended a 20 years' lease of the site we proposed, with a proviso that no important building should be erected.

THE CHAIRMAN - You know what is called the Lonsdale Street minor industrial area?

MR. WATERHOUSE - Yes.

THE CHAIRMAN - Were you consulted about the buildings in that area?

MR. WATERHOUSE - Before the committee began to function, Mort Street was allocated and designed as a small industrial area, and its extension was then required. It was proposed that Lonsdale Street would be a good location for an industrial area. We pointed out that there should be some control over the buildings. One or two had been built which we considered were not satisfactory and that more care would be taken about future buildings. So far, all but two sites have been taken up but I do not think they have been built on. However, we are not happy about buildings being put up there.

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THE CHAIRMAN. - The question of multi-storeyed flats has arisen. You were asked to approve of the eight-storey flats, were you?

MR. WATERHOUSE. - Yes. The suggestion was made.

THE CHAIRMAN. - And you did?

MR. WATERHOUSE. - Yes.

THE CHAIRMAN. - Do you think that the flats as suggested would be sufficient, with no other buildings of similar size near them, or do you think that they should be balanced by similar flats on the other side of the street?

MR. WATERHOUSE. - If you are speaking now of the higher buildings, I think it would be quite a good thing to have them in certain appropriate locations. It is a matter of economy, a matter of the types of flats provided.

THE CHAIRMAN. - We have been given evidence about frontages. Some witness said that the minimum should be 55 feet. He criticized 50-foot frontages. Have you any ideas on that?

MR. WATERHOUSE. - That was raised on many occasions, of course, and debated at length with the Survey Department, Town Planning Section, and the Works Department. We felt that it was rather a narrow frontage. I prepared a number of plans to show how a house could be properly planned on a 40-foot frontage - not that I advocated it, but to show that it could be done, with another 10 feet making that site admirable. If we only had to deal with frontages bigger than 50-feet, a good many architects in Sydney in the early days would have had no jobs, because most sites are 50 feet or less. But the building must be planned to suit a 50-foot frontage. It is no use saying, "We have a stock plan, so we will turn it around and put it lengthwise down the ground." That is not planning a building, and it is not site planning. But if you have an L-shaped house, it can be made quite attractive on 50 feet. But we have not fixed that. We have 50, 60, 70-foot and other different frontages.

THE CHAIRMAN. - This seems quite a minor issue, but it may affect our opinion of what should be the composition of the committee.

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Some-one said that your committee once had to arbitrate between two responsible bodies regarding the War Memorial on the question of a carillon. Can you tell us about that?

MR. WATERHOUSE. - The first we heard about that was when there was a proposal by, I think, a Brigadier Brown, who was fathering a scheme for a carillon. One body - I suppose the returned soldiers' body - had some objections to it. Then I think it went far enough for the Government to place an order for the bells. If I remember rightly, the order was placed. Then objection was taken by a committee of which I think Dr. Bean was chairman. There was the usual wrangle as to whether it should go near the Memorial, which the soldiers objected to very much. Then a meeting was called in order that the two parties should meet the committee, and we had a discussion about the whole thing. We felt that it was unnecessary, that the site certainly was not a proper one for a carillon. Thirdly, we did not think it was wanted, and, fourthly, you might say that in that location as proposed, near the War Memorial, the carillon would not be heard except in a very small adjacent area. We recommended that it be not proceeded with. The result was, I think, that the Government faced a loss in regard to whatever the contract was in connection with the bells. The scheme was abandoned.

THE CHAIRMAN. - The whole point about the carillon was that you must have something appropriate from which to project the music?

MR. WATERHOUSE. - Yes.

SENATOR VINCENT. - You also want an audience?

MR. WATERHOUSE. - Yes.

THE CHAIRMAN. - The Sydney carillon has an audience at times, but you have to be quite close to it.

MR. WATERHOUSE. - There are many of them on the Continent. I recall particularly a very beautiful one in Bruges. There is a square with a large cathedral, with the bell-tower at one end. One feels, when sitting in that large square and listening to the carillon, that it is a proper place for it. But to put a carillon in the middle of an area of many acres over near the War Memorial,

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we thought, would be a disaster. That was the decision at that time.

THE CHAIRMAN. - That might suggest that in addition to an architect and a connoisseur of the fine arts, we should have a musician on the committee. Well, possibly we have one.

MR. WATERHOUSE. - I dare say you will find one amongst them.

SENATOR WOOD. - I would like to ask a question about the plan itself. You are naturally an architect, not a planner?

MR. WATERHOUSE. - I am a town planner.

SENATOR WOOD: Do you think the design of a town plan should be of a simple style, so that it would be easy for visitors to find their way about?

MR. WATERHOUSE. - I think that probably if it were being planned today, the inevitable French curves used on the plan would not have been so prominent. But that is not detrimental.

SENATOR WOOD. - That is one of the great objections from people coming from other places - that they cannot find their way around.

MR. WATERHOUSE. - Yes, but I do not think that is detrimental to the very fine conception of the whole scheme.

SENATOR WOOD. - You probably know it a lot better than the rest of us.

MR. WATERHOUSE. - I think that as the years go by, if it is controlled properly, and the buildings are looked after, we shall have something of which we shall be very proud, and, as our chairman has said in his speech in the Senate, it will be a thing of beauty and a joy forever.

SENATOR WOOD. - I am very keen on the aesthetic side too, but I think we should have some design which would enable the average Australian citizen coming to his national capital to find his way about. The other matter I wished to ask you about is that of the abolition of the West Lake. Apparently your committee did not give any decision on the abolition of the West Lake; you just asked for a report?

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MR. WATERHOUSE. - Yes. We were very concerned about, first, the practicability of such a thing, and the cost of such a proposal. Those were matters that we wanted to know about before saying, "Yes, eliminate it and do so and so." So we asked for a report, and we have been asking for a report on that problem for some years.

SENATOR WOOD. - The committee, I presume, did not give the Department any indication as to which way it leaned; it was clearly a query asking for a report?

MR. WATERHOUSE. - Exactly.

SENATOR WOOD. - Therefore the Department must have adopted a very autocratic attitude in the matter of the abolition of the lake.

MR. WATERHOUSE. - I cannot understand how such a decision could be arrived at unless, unknown to the committee, he had had the report, and the report - it is only rumour, and I have not seen it - must have been suggesting that it was impracticable, that it was a costly and impracticable scheme. Yet its elimination is gazetted.

SENATOR WOOD. - Do you think that certain influence from the golf club or the race club might have been responsible for this action?

MR. WATERHOUSE. - I could not answer that. Any local action in that regard would be beyond my knowledge.

SENATOR WOOD. - On the matter of housing, you speak about maintaining brick homes. Do you see any objection, as an architect, to wooden homes?

MR. WATERHOUSE. - Not at all.

SENATOR WOOD. - From an aesthetic point of view?

MR. WATERHOUSE. - I think that a well-designed weatherboard house can be made very attractive. Its one draw-back is its maintenance, but that is not insurmountable. There is no objection at all to them if they are properly designed. But I do strongly object to what I see at Narrabundah. Over and over again we have protested to the Department at the use of vertical lining. It is not practicable. The object of the horizontal weatherboarding is the overlapping of the

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weatherboards to discharge the water from the side of the house. If there is any shrinkage in those boards it is taken up by the overlap. If you put them vertical, with a small tongue and groove, in this climate it does not take very long for the joints to open up, and every four inches you have a vertical joint to let the water right through and cause dry rot and deterioration of the inner frame. But I see it going on at Narrabundah just the same.

SENATOR WOOD. - They are still doing it?

MR. WATERHOUSE. - Yes.

SENATOR BENN. - That is on the outside walls?

MR. WATERHOUSE. - Yes.

SENATOR WOOD. - In north Queensland we use wooden homes quite a lot, and have always contended that they can be made very attractive. I agree with you that the way to build them is with horizontal weatherboards because of the overlap.

MR. WATERHOUSE. - That is the practical way to deal with it.

SENATOR VINCENT. - Is there no way by which you or some member of your committee can discuss with the department concerned such apparent acts of maladministration as you have mentioned in relation to Narrabundah?

MR. WATERHOUSE. - Well, we have not met and discussed it from that angle. We are always in close consultation with them in regard to the designs that they submit and as to what they propose, and the general construction of the houses - but not in regard to anything that has gone amiss.

SENATOR VINCENT. - Would it not be possible for you to get together and discuss these differences of opinion?

MR. WATERHOUSE. - I think it would be quite a good thing to point them out, but we feel that once these things have got to that stage they have received Ministerial approval - or we assume that that is so - or at least departmental approval.

SENATOR VINCENT. - Touching the matter of the East and West Lakes, do you personally consider, assuming that they are a practical

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proposition, that there would be a little too much water around Canberra, with both of them?

MR. WATERHOUSE. - That is the feeling amongst members of the committee, that we would get more monumentality and more effectiveness by concentrating on the formal lakes, which are very large. If you look at the little one here (indicating on plan produced by Mr. Gibson) you will get an idea of the vastness of it. This one known as the Aquarium Lake has an area of nearly nine acres. The West Lake was 875 acres, and the East Lake about 1,620 acres - vast areas of water.

SENATOR VINCENT. - What is the area of the proposed lake on Mr. Gibson's plan, the total area?

MR. WATERHOUSE. - I think it is getting on towards 300 acres.

SENATOR VINCENT. - What would be its length?

MR. WATERHOUSE. - On the main curve?

SENATOR VINCENT. - No, right from tip to tip.

MR. WATERHOUSE. - That would be three quarters of a mile, I suppose.

SENATOR VINCENT. - Does your committee originate matters for discussion with and advice to the Minister, or do you consider only matters that are referred to you by the Minister?

MR. WATERHOUSE. - We constantly suggest to the Department that the time has arrived for very close study of particular problems.

SENATOR VINCENT. - You do originate matters, as well as giving consideration to matters referred to you?

MR. WATERHOUSE. - Yes.

SENATOR RYAN. - And such matters have been accepted?

MR. WATERHOUSE. - Yes, the word goes around that the Department will give us every assistance to enable us to develop our thoughts on any particular matter. We get every help in that direction.

SENATOR VINCENT. - Has your committee given consideration to the layout and construction of the various public buildings that will be required?

MR. WATERHOUSE. - We have endeavoured to find out from time to

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time - but I suppose it is a very difficult thing to map out or decide - what buildings might be required, say in the Parliamentary triangle. Before an effective plan could be devised it would be necessary to have some intimation from the Government as to the buildings that they think might occupy that area.

SENATOR VINCENT. - Since you prepared that building plan of the parliamentary triangle that you referred to in your evidence, has your committee given any further study to this question?

MR. WATERHOUSE. - No. I deposited the plan and suggested that the matter be kept.

SENATOR VINCENT. - How long ago was that?

MR. WATERHOUSE. - About 6 weeks ago. I brought the matter up because a suggestion had been made that the mint building should go into that triangle. I protested strongly against it and said that before we suggested where the mint should go we should know the character of that building. We had some difficulty in finding out, but we eventually did ascertain the nature of it. When we got the particulars, we felt that it was more suited to being placed in an industrial area than in a departmental triangle, and there the site has been suggested. I do not know whether it has been accepted or not. It was that which made me say, "Look gentlemen, we cannot approve of any building in that area. It is the crux of the whole Griffin plan."

SENATOR VINCENT. - Your sub-committee was set up some time ago?

MR. WATERHOUSE. - Do you mean the Civic Advisory Committee?

SENATOR VINCENT. - Yes.

MR. WATERHOUSE. - That was in 1936.

SENATOR VINCENT. - Nothing has been done in relation to that Parliamentary triangle?

MR. WATERHOUSE. - No. Nothing was ever suggested to the effect that they were contemplating erecting a building in that area.

THE CHAIRMAN. - Does your committee know of any plan that the Government has endorsed with respect to the ultimate layout of the Parliamentary triangle?

MR. WATERHOUSE. - No.

SENATOR VINCENT. - Do you agree with me that it is very desirable that some final pre-planning should be commenced immediately?

MR. WATERHOUSE. - I think it has become imperative and is of great importance.

SENATOR VINCENT. - Do you suggest that the powers and functions of your committee as set out in the ordinance should be

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amended, modified, or added to in any way?

MR. WATERHOUSE. - I think it should remain as an advisory committee. I think it is a very good thing indeed, in relation to such committees which are so linked up with departmental matters, to have a body that is not a local body and which has no axe to grind to look at the matter impartially and act purely as an advisory body.

SENATOR VINCENT. - I understood you to tell Senator McCallum that you thought you should have further powers.

MR. WATERHOUSE. - I said if it was supplemented - not powers, no. I think it should remain an advisory committee.

SENATOR VINCENT. - But with additional powers?

MR. WATERHOUSE. - Additional members.

THE CHAIRMAN. - You thought that greater power should be given to the planning body within the department?

MR. WATERHOUSE. - Yes, to the planning committee. That is a permanent department.

SENATOR VINCENT. - You do not think there should be some sort of organisation that has some executive responsibility with respect to the planning and development of Canberra?

MR. WATERHOUSE. - I think that becomes a Parliamentary matter, and I express no opinion on it.

SENATOR VINCENT. - Does your committee agree with the plan that is behind you, to which I shall refer, for the sake of identification, as Mr. Gibson's plan?

MR. WATERHOUSE. - Until yesterday, we have not had it before us for consideration. I understand that it was prepared specifically for the consideration of your committee.

THE CHAIRMAN. - It was.

MR. WATERHOUSE. - Mr. Gibson, as he always does, through Mr. Rogers submitted it to us. He felt that we should see it before it came to you, but we have not had an opportunity of considering it other than in a tentative way, except that we have always been considering it on these lines. At the last meeting

we considered one for an extension of the city up to 50,000 or 60,000 people. Now he goes beyond that. All the data that has been collated has enabled him to go ahead and prepare for a population of 120,000.

SENATOR VINCENT. - Do you know whether there is a direction by Ministers to their departmental officers that they should supply you with information relating to the plan of the Capital before such plans are approved?

MR. WATERHOUSE. - I do not know that any information has ever been withheld. I daresay there is a direction that they should be, but I know of only one direction from the Minister to the Department of Works about the siting of buildings, which I have mentioned before. He stated that it should be the responsibility of the Department of Works.

SENATOR VINCENT. - Am I right in saying that in certain cases your committee is not kept fully informed of proposed works?

MR. WATERHOUSE. - We are kept fully informed of proposals for works in every instance, but it sometimes passes beyond our control after we have made a decision on it.

SENATOR VINCENT. - Did you have an opportunity, for example, of expressing disapproval of the Narrabundah scheme?

MR. WATERHOUSE. - No. I think I mentioned in my preliminary remarks that the plans were submitted by the Department but we did not like them. As housing was urgent and 147 houses were proposed, and as the site was an important one from our point of view, we said, "We are not going to approve these plans. We suggest that you build one or two houses and let us see what they look like." Some are to have gable roofs and others skillion roofs which are rather an abomination to some of us. Then we will decide." The next thing we heard was that a contract had been let for 147 houses.

SENATOR VINCENT. - Would it not be correct to say that in that case the Department did ignore your committee and proceeded without consultations.

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MR. WATERHOUSE. - Exactly.

SENATOR VINCENT. - It is not quite true, if I might so suggest, that in every case the Department does consult you?

MR. WATERHOUSE. - They bring the things before us, but they do not always follow our recommendation.

SENATOR VINCENT. - Did your committee know beforehand that the Department concerned proposed to restrict the area of open land in the part of Canberra known as City Hill?

MR. WATERHOUSE. - No.

SENATOR VINCENT. - Will you be kind enough to refer again to Mr. Gibson's plan, on which you will see that there is a new street in the hexagon which has considerably restricted the area of open land. Was your committee aware of the fact that that new street was planned? It has the effect of considerably restricting the area of open land.

MR. WATERHOUSE. - This is merely a suggestion. The proposal was to have an inner road. We knew of that.

SENATOR VINCENT. - You knew of the restriction?

MR. WATERHOUSE. - It has not restricted it to any disadvantage to the area.

SENATOR VINCENT. - It has reduced it down to an area of 22 acres?

MR. WATERHOUSE. - Yes.

SENATOR VINCENT. - Was your committee consulted about that modification?

MR. WATERHOUSE. - Yes.

SENATOR VINCENT. - And you agreed with it?

MR. WATERHOUSE. - Yes.

SENATOR VINCENT. - Can you tell us why your committee agreed to the restriction of the area?

MR. WATERHOUSE. - We felt that it was not so much a restriction of the area as a utilisation of the area actually available. We felt that by putting the road in, it would be possible to utilise the area to definite advantage from a building

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point of view.

SENATOR VINCENT. - Does your committee know that the Department proposes to erect shops there?

MR. WATERHOUSE. - No.

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SENATOR VINCENT. - Mr. Gibson informed the Committee yesterday that that was the scheme.

MR. WATERHOUSE. - That would have to be submitted to us, but it has not been submitted yet.

SENATOR VINCENT. - You have given evidence in regard to your Committee's ideas of how the parliamentary triangle should be treated. Has your Committee given any consideration to the planning and lay-out of what I might call, for a better expression, the "non-administrative" public buildings, such as a gallery of fine arts, a national theatre, a library and so on.

MR. WATERHOUSE. - It always had in mind that those buildings would obviously become part of the monumental area.

SENATOR VINCENT. - Which monumental area?

MR. WATERHOUSE. - The departmental triangle - not necessarily in it, but adjacent thereto. For instance, the National Library, the plans of which you have seen, is an important building but it is not actually within the governmental triangle. It is adjacent thereto and those buildings would have to be similar to it.

SENATOR VINCENT. - Would I be correct in saying that those other very important buildings are not forming the same pattern, as is the case with the governmental buildings in the parliamentary triangle?

MR. WATERHOUSE. - The buildings that you have mentioned will, of course, be taken into consideration when we are dealing further with the departmental triangle. We know of those buildings and will take them into consideration in the adjacent area.

SENATOR VINCENT. - Is there at present no scheme, or pre-planning, with respect to the siting of these buildings?

MR. WATERHOUSE. - That has not been done.

SENATOR VINCENT. - I take it that you agree that it should be commenced?

MR. WATERHOUSE. - It is important. It should be linked up with the development of the parliamentary triangle.

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SENATOR VINCENT. - You mentioned the matter of private buildings being erected in Lonsdale Street and said your Committee had great difficulty in examining the plans of those buildings before approval for their erection had been given?

MR. WATERHOUSE. - I think that the first one or two were submitted to us. They had been approved by the department. We pointed out they were not very satisfactory in character, and that as there were many other blocks in Lonsdale Street which were to be used for a similar purpose a very close watch should be kept on the type of structure to be erected there. They were not submitted to us.

SENATOR VINCENT. - You have said that it was very difficult to examine these plans before they are approved. Could it not be arranged with the department to submit those plans to you with respect to private dwellings and buildings, before approval is actually given?

MR. WATERHOUSE. - That means, as I have said, endless delay. I agree that it is very important but when you think of the hundreds of applications that are made by private enterprise you do not see how it could be done. The committee meets once a month only and people are anxious to go ahead. That is one of the big problems - how are we to control the design of buildings put up by private enterprise?

SENATOR VINCENT. - You will agree with me that the only way to control them would be to consider the plans before they are approved?

MR. WATERHOUSE. - Exactly. I have gone so far as to suggest - but it seems impracticable - that sketch plans be first submitted. These men come along, buy land, appoint an architect and plans and working drawings are prepared. Probably they have even received a tender or two for the work, and they then submit it to the department. The department checks it in relation to the building regulations and if it conforms, approves it. My submission was - but it would mean delay and this is the crux of the whole matter - that the first sketch made by the architect

should be submitted, but you never get a sketch plan. You get the working drawings, and the department approves them.

SENATOR VINCENT. - In effect you have no right to advise the Minister or the department because the plans have already been approved?

SENATOR VINCENT:

MR. WATERHOUSE. - Exactly. /In that case you will agree with me that either your Committee or some other authority should have a look at the plans before they are approved?

MR. WATERHOUSE.- In the early days when Mr. Daley was Assistant-Secretary, he adopted the attitude that preliminary sketches should be submitted but there were not many at that time. Now they are rushing in. The department is sub-dividing land, and offering it for sale. It is purchased with a view to building and it has just got a little out of hand. I do not know quite what to suggest. A stream of applications is coming in.

SENATOR VINCENT.- Do you know if the department has any building regulations or by-laws which relate to aesthetic standards?

MR. WATERHOUSE. - It has none whatever.

SENATOR VINCENT.- Could that be done?

MR. WATERHOUSE. - It is very difficult. You know what has occurred so often in regard to municipalities around Sydney. The courts have decided they have no authority to control the aesthetic pattern of a building; that what is one man's neat is another man's poison so far as design is concerned.

SENATOR VINCENT. - Some local authorities do it elsewhere?

MR. WATERHOUSE. - That is so.

SENATOR VINCENT. - Do you agree that it is a function of local authority to control it?

MR. WATERHOUSE. - It is extremely difficult and has become more difficult because there is a new outlook in regard to undertaking residential work. You may like it or dislike it. You have the two-level house, the skillion roof and all sorts of things.

SENATOR VINCENT. - Parliament could give some power to control buildings from an aesthetic point of view?

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MR. WATERHOUSE. - It could give it to the Department of the Interior and say, "You must exercise some control over the aesthetic side". It is important because the extent of private enterprise building is so great. It will have a marked effect on the appearance of Canberra unless some control of design is exercised.

SENATOR VINCENT. - Has your Committee given any consideration recently to the provision of shops, or shopping centres, in more convenient locations for the population of Canberra?

MR. WATERHOUSE. - The shopping centres have been planned by the Planning Department - Mr Gibson and his helpers - in relation to the areas where they are required. The general shopping centres that have been erected are suitable for the neighbourhood.

SENATOR VINCENT. - You do not think that some housewives in Canberra are inconvenienced by the distances they have to travel?

MR. WATERHOUSE. - I think that at the most it is not half a mile, but that it is a quarter of a mile in many instances. They try to limit it in many instances.

SENATOR VINCENT. - Take a housewife living at Yarralumla. Has she not some distance to travel to the nearest major shopping centre at, say, Manuka?

MR. WATERHOUSE. - From Yarralumla to Manuka, yes. But Yarralumla has an around-the-corner shopping centre. The intention in regard to these neighbourhood units has not been to provide the emporium or the big furniture store. They must go further afield for that.

SENATOR VINCENT. - Your Committee is satisfied with the present shopping facilities?

MR. WATERHOUSE. - On the smaller scale, certainly.

SENATOR VINCENT. - Would your committee also be satisfied with respect to the existing facilities with regard to hotels?

MR. WATERHOUSE. - I think that more hotels are required. Businesses are increasing rapidly.

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SENATOR VINCENT. - Has your committee given any consideration to that question?

MR. WATERHOUSE. - We have had one of course - the proposed Brisbane hotel just near Kingston. The site was allocated, plans were prepared and it has gone into abeyance at the moment. It is a very large hotel but I do not think there would be many other applications - one, or perhaps two. I know that they are wanted. Favourable consideration would no doubt be given to providing an appropriate site for them.

SENATOR VINCENT. - How many more hotels does your Committee consider should be erected?

MR. WATERHOUSE. - I could not say that. I think that Mr. Gibson would be able to tell you. He has mapped out what he considers to be a suitable number and the suggested location.

SENATOR VINCENT. - I take it that your Committee has not considered that question recently?

MR. WATERHOUSE. - No.

SENATOR VINCENT. - Getting back to this matter of the parliamentary triangle: Did you read the evidence in today's press by Mr. McLaren?

MR. WATERHOUSE. - I read with deep regret, and I do not know whether I am in order in saying so, but I think it would be deplorable to have any residential area in what you might call the monumental area of the centre of Canberra. I think that would be a disaster and would frustrate the very ideals and objectives for which we are aiming.

SENATOR VINCENT. - I have one or two questions to ask in regard to the treatment of Capital Hill. Are you aware that the present Parliament House, as a temporary structure, was placed in a position in respect of which there was some controversy at the time?

MR. WATERHOUSE. - That was before my time. All I know is that it is not placed on the site that Burley Griffin allocated for the permanent Parliament.

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SENATOR VINCENT.- Are you aware that Burley Griffin objected to this site for a temporary building?

MR. WATERHOUSE.- I have heard that he would have preferred the temporary Parliament House so-called - which has become very permanent - to be quite off the main axis of the city.

SENATOR VINCENT.- Would it be correct to say that if the permanent Parliament House were to be erected where Burley Griffin intended it to be erected, the present structure would obstruct the vista envisaged by him?

MR. WATERHOUSE.- I hope that when the time comes to erect a new Parliament House this country will be so affluent that it will be able to afford to discard and demolish the present Parliament House.

SENATOR VINCENT.- Are you aware that it does obstruct the vista envisaged by Griffin?

MR. WATERHOUSE.- I do not think you could achieve Griffin's objective of a permanent Parliament House on the main axis if you retained the present building.

SENATOR VINCENT.- Would you say that the Parliament House in Canberra should be the focal point of the monumental concept.

MR. WATERHOUSE.- I think that the crowning point of what you might call the monumental area will be Parliament House for many years to come. No doubt its long horizontality will be of great value across the main axis but I think the culminating and focal point of the main axis will definitely be what Griffin envisaged - the pantheon.

SENATOR VINCENT.- Do you not think that Parliament House is more important than the pantheon.

MR. WATERHOUSE.- No, I think that Capital Hill should be regarded as sacrosanct for that purpose. I am sure that at some stage - perhaps 100 years hence - some such building will be wanted. An admirable site for the Parliament is available.

SENATOR VINCENT.- If it is considered that the Parliament House is the real focal point of the monumental section of Canberra its proper place would be on top of Capital Hill.

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MR. WATERHOUSE. - No, because it would be an entirely different type of structure. It would be a much more cohesive building, with long horizontal lines and the focal point at the top.

SENATOR VINCENT. - Could not an appropriate structure for Parliament House be erected on top of Capital Hill?

MR. WATERHOUSE. - You could build the building that Griffin advocated and it would serve admirably for a long time to come, but you should keep Capital Hill for some future important building behind it.

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SENATOR VINCENT - It is a matter of opinion whether Parliament House is or is not the most important building in the capital.

MR. WATERHOUSE - We consider that it is important but the crowning feature on the top of Capital Hill would be the Pantheon.

SENATOR VINCENT - That is a matter of opinion. Assuming we come to the conclusion that Parliament should be the focal point of the monumental section of Canberra, would it not be logical to assume that it should take the place of the Pantheon on the top of Capital Hill?

MR. WATERHOUSE - I do not agree. The site allocated by Griffin for Parliament House is adequate. I can see that you consider that among the many features of Capital Hill the focal point and the crowning structure should be Parliament House. I consider that the Pantheon should be the building.

SENATOR VINCENT - You think that Parliament House should take a place of lesser importance?

MR. WATERHOUSE - I do not say that. It becomes part and parcel of an integrated group.

SENATOR VINCENT - In your opinion Parliament House is not quite so important within that integrated group as the proposed Pantheon.

MR. WATERHOUSE - I think it is very important as part of the whole scheme.

THE CHAIRMAN - You are thinking more of the aesthetic effect than the relative importance.

MR. WATERHOUSE - Yes.

SENATOR RYAN - Could not both buildings be placed on Capital Hill?

SENATOR VINCENT - The area of Capital Hill is large. How would you propose to treat it apart from superimposing this Pantheon on top of it?

MR. WATERHOUSE - It may be half a century before the Pantheon is erected and in the meantime that area could be used to advantage as an intensive park area. Appropriate statuary might be placed in

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it, having an appropriate layout.

SENATOR VINCENT - Would you consider it aesthetically desirable to place a series of public buildings around State Circuit?

MR. WATERHOUSE - I think the whole of that should be left free.

SENATOR VINCENT - How should State Circuit be treated?

MR. WATERHOUSE - You could carry round on the other side effectively. It could be developed into attractive parklands and avenues.

SENATOR VINCENT - But that is one side of the area enclosed by the State Circuit. What about the exterior - the perimeter of that circuit?

MR. WATERHOUSE - Ultimately something would be required there but one cannot envisage at the present time what buildings they would be.

SENATOR VINCENT - Would it be aesthetically undesirable to place any buildings around the exterior of that circuit?

MR. WATERHOUSE - I would not think of using it for that purpose for many years to come.

SENATOR VINCENT - Has your committee given particular consideration to this question?

MR. WATERHOUSE - Not beyond a general chat, and deciding that this is something that can be left in abeyance for the time being without doing any harm.

SENATOR VINCENT - Would it be desirable to give some temporary treatment to Capital Hill in regard to gardens and trees?

MR. WATERHOUSE - I would advocate park-like treatment adorning it.

SENATOR VINCENT - You agree that it has a rather melancholy aspect.

MR. WATERHOUSE - Yes, but it could be made one of the most attractive viewpoints.

SENATOR WOOD - In view of your desire to preserve the super-grand scale of the Burley Griffin plan so far as land features are

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concerned, I was amazed to hear your statement about the lakes. You said that you thought the lake system would be about three-quarters of a mile long. Previously you told us you envisaged a population of about 125,000 in Canberra. Would you consider that a lake three-quarters of a mile long would be sufficient for that number particularly taking into consideration the fact that they are living in an inland city with no outlet to the beaches or nearby water and knowing how much the lake would be used? Do you think that that lake would be big enough for boating and all sorts of water recreation?

MR. WATERHOUSE - It would perhaps be adequate for that purpose. I do not suppose that there will be much aquatic activity even if the west lake improvement were made.

SENATOR WOOD - I think there would be.

MR. WATERHOUSE - Well, if the west lake scheme is reinstated your question is answered, but I still feel that it would detract from the dignity of the former proposal.

THE CHAIRMAN - The length of the three basins of the lake system, according to the map, is much more than three-quarters of a mile. It is approximately two miles.

MR. WATERHOUSE - It is two miles from end to end of the basins.

SENATOR WOOD - But two miles is not sufficient distance for yachting or speed-boating. Do you live in Sydney?

MR. WATERHOUSE - Yes.

SENATOR WOOD - You have spoken about the vast expanse of water. Do you think that the expanse of water in the Sydney Harbour is too great?

MR. WATERHOUSE - That is different. Here is a proposed lake two miles long which is a central feature of the scheme. It is a different problem altogether.

SENATOR WOOD - The central feature of Burley Griffin's plan is this lake but you suggest that it should be reduced in size. Some of the inlets of the Sydney harbour would be more extensive than the area shown on that plan.

MR. WATERHOUSE - The committee did not come to a definite

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decision on the matter. They suggested an alternative, provided certain engineering difficulties and costs could be overcome.

SENATOR VINCENT - In 100 years' time, if it is found that the artificial lake is too small, the east lake project could be proceeded with, could it not?

MR. WATERHOUSE - Yes.

SENATOR WOOD - When you are planning you do not think of only ten or fifteen years ahead, but as far ahead as possible.

MR. WATERHOUSE - The proposal is there for the lake and it can be altered or left.

SENATOR WOOD - There are always people or organisations using those areas and once they are established it is difficult to shift them.

THE CHAIRMAN - We could recommend the whole of that area for use as parks or recreational areas.

MR. WATERHOUSE - You could alienate it for purposes other than parklands and still leave it free for water development in the future.

SENATOR WOOD - We have heard those arguments before. There is now a racecourse in the area and a golf course verging on it. It needs only a few more people to come in and the task of shifting them would be very difficult.

MR. WATERHOUSE - The use of the present area must be limited. Those organisations were there long before the committee had anything to do with the matter. But the land should be reserved for recreational park purposes and ultimately it could revert to a water area as long as no other structures were allowed to be erected and permanently used for extraneous purposes.

SENATOR WOOD - You propose that a Pantheon should be built on Capital Hill and Burley Griffin proposed that the new Parliament House should be built on the Hill just this side of it. Would not the two buildings instead of one create a sort of anti-climax to the focal point?

MR. WATERHOUSE - No. The top of Capital Hill is an important eminence. It may never be built, of course.

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SENATOR WOOD - Exactly. Do you think the mind of the Australian runs to that type of monumental building?

MR. WATERHOUSE - When the new Parliament House is built probably we can forget all about the Pantheon, but I think the area should be left as a scenic spot looking over the whole of Canberra.

SENATOR WOOD - With regard to the Parliamentary triangle, have you worked out the number of buildings and the area of land available for them?

MR. WATERHOUSE - Yes. If you wish to have the plan I have suggested it is in sketch form showing where the buildings would go.

SENATOR RYAN - Does it show what buildings are proposed?

MR. WATERHOUSE - We have assumed a number of buildings of certain size to suit the layout of the plan, without designating them for any particular purpose.

SENATOR RYAN - They would be public government buildings.

MR. WATERHOUSE - Yes. We have never had a list of the probable requirements.

SENATOR VINCENT - About how many buildings would there be?

MR. WATERHOUSE - Taking it on the perimeter, there would be 25 or 30.

SENATOR WOOD - Judging by the statement of departmental buildings to come over, there does not seem to be much prospect of using anything like that area of land.

MR. WATERHOUSE - I could speak more fully on that if I had a plan before me. As time goes on, large areas will have to be taken for parking purposes around these buildings and that will achieve a fine effect. Also, the main axis will be the Mall running through the area giving the vista to other buildings on higher parts of the site. This Mall, half the width of Anzac Avenue would run through the Parliamentary triangle.

SENATOR VINCENT - Has that Parliamentary triangle plan been drawn up to preserve the park-like or pastoral atmosphere that is so typical of Canberra, and so desirable?

MR. WATERHOUSE - Yes. What we aimed at was to have the buildings in that area in a piece of parkland.

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SENATOR VINCENT - I take it that you would strongly resent anything being done in this city that would take away that pastoral atmosphere?

MR. WATERHOUSE - Yes. That is a central feature of the place.

SENATOR VINCENT - It is one of the glories of Canberra.

MR. WATERHOUSE - Yes.

SENATOR WOOD - The plan on the wall shows a ring road. When we first began dealing with this matter there was no ring road in Canberra for the purpose of diverting traffic. Apparently it has been drawn in since we have been discussing this matter.

MR. WATERHOUSE - It has been in the mind of the committee for a long time and has been mentioned in committee on more than one occasion. It may not have been plotted on any plan because it had not reached that stage, but it has been talked about.

SENATOR RYAN - Does the committee have in mind the widening of roads to accommodate increasing traffic?

MR. WATERHOUSE - Most of the main arterial roads are wide and some of the inner roads might have to be widened. In many cases they could be reduced in width, because they are very wide.

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SENATOR RYAN. - Do you know whether that was taken into consideration in the erection of the new buildings at Civic Centre?

MR. WATERHOUSE. - Yes.

SENATOR RYAN. - Do you not think that the roadway is narrow between the old buildings at Civic and the new?

MR. WATERHOUSE. - That is London Circuit. We are used to big spaces, but I think that that is adequate for the purpose.

SENATOR RYAN. - They have widened the front portion of it, have they not?

MR. WATERHOUSE. - Yes.

SENATOR RYAN. - Why was that practice not followed in the other street?

MR. WATERHOUSE. - I think the Planning Section decided that that narrow roadway would be adequate from the traffic point of view, present and future.

SENATOR RYAN. - It would be adequate, in my opinion, in the almost immediate future for one-way traffic. That is if they retain the garden plots.

MR. WATERHOUSE. - Yes. Of course that could be altered, but I do not think it would be required for many years.

SENATOR RYAN. - Necessity may force that action?

MR. WATERHOUSE. - Yes. It is flexible; anything can be done.

SENATOR RYAN. - I think the surrounding roads are adequate, but it appeared to me that that street was very narrow.

MR. WATERHOUSE. - That is a matter that I can point out to Mr. Gibson.

SENATOR RYAN. - The only thing that could be done now would be to remove the grass plots, if necessary, or convert the street to one-way traffic.

The witness withdrew.

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JAMES ROWLAND ODGERS, Second Clerk Assistant to the Senate, sworn and examined.

THE CHAIRMAN. - Are you going to make a statement?

MR. ODGERS. - I have no prepared statement. I have made some notes, and I would prefer to say what I have to say and then I will be available to questioning. I might mention that I had only two months in Washington, so I do not claim to be an expert on the subject. I brought with me some authoratitive and official publications from Washington, showing the form of Government and the control exercised by agencies like the Fine Arts Commission. I would like to tender those as I come to them in my evidence, and, as far as my two months' experience goes, I will comment on what I saw, for what it is worth.

First, I would like to say that Washington was planned by a Major Pierre L'Enfant, a French engineer. In the beginning Washington had an area of only about ten square miles. At present it comprises an area of about 70 square miles, with a population of 900,000. When he planned Washington, L'Enfant devised a very beautiful and unique design. It consisted of broad avenues, many parks, circles and squares, reserved for monuments to those heroes who played a great part in that nation's history. There has not been, as far as I can see, a very great modification of L'Enfant's plan. They seem to have stuck to it religiously. I will refer to that later on. At this stage I would like to comment that there is a monument in Washington to the memory of L'Enfant. It is in a very fine part of Washington, at Arlington, which is just over the Potomac River. The site gives a very beautiful vista of Washington. The monument to his memory has some suitable wording, showing what he did. When I saw it the thought occurred to me that there is no equivalent monument in Canberra to Griffin. I would like to make that comment in passing, possibly Griffin is as much deserving of a monument in Canberra as L'Enfant is in Washington. It occurred to me also that if a monument is erected here to Griffin it should be in a comparable situation to that in which the Washington monument is located - that is, on a hill which gives a broad vista of the place. It seemed to me that the

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obvious place was on Red Hill, where most of the visitors to Canberra go at some time. If there was a suitable monument there it could have certain information on it showing how he went about planning the place. It could even have a small plan showing the way in which he envisaged Canberra. That would be not only a suitable memorial to Griffin, but it would be part of the education of the people who come here, to know who planned the place and on what principles.

I would now like to say a little about the form of government. I understand that that is one of the subjects which this committee is studying. I brought with me an official publication called The Calendar of the Committee on the District of Columbia. Each house of Congress has its own standing committee on the District Of Columbia - that is Washington, or D.C. as it is called. On this Calendar of the Committee of the House of Representatives there is a statement of the origin and form of the government of the District of Columbia. It is rather lengthy, and, to save time, I will just tender it in evidence and give a precis of it in my remarks. Washington had quite a lot of trouble about the form of government that they would have, and there is at the moment a move for what they call home rule. But before I come to that I would like to trace the history of the form of Government. Until 1871 the District of Columbia had a Mayor and a City Council. That form existed for some 70 years until 1871, and they got into a lot of bother, chiefly on the question of finance. After 1871 they dropped the system of Mayor and City Council and took on what they called the territorial form of government, which consisted of a governor and a legislative assembly. Again that was not a success, and in 1878 they got a new system, which is the one still in existence. You might call it a Municipal form of government, but it has no elected city council or anything like that. The broad outline of it is that there are three Commissioners of the District of Columbia, who are appointed by the President of the United States, usually for terms of three years. One of those three Commissioners is an engineer from the Army Corps of Engineers. The District of Columbia constitutes

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a political entity in which are exercised not only municipal but also county and State functions, such as public education, administration of justice, promotion of family welfare, care of the indigent, custody of mental defectives and delinquents, protection of the interests of labour, metropolitan area planning, etc. They exercise all the normal State functions in America. The Congress is empowered to exercise exclusive legislation in all cases whatsoever on behalf of the District of Columbia as the seat of government of the United States. Congress acts in municipal matters as a city council, and in dealing with the broader aspects of the local government, as a county board and a State legislature. In this connexion, Congress enacts measures to provide revenues from residents of the District, and appropriates the money thus raised to carry on the government of the District of Columbia. To give an estimate for a year's operations of the District of Columbia, I will quote the estimate for the fiscal year 1956-57 which is 175,000,000 dollars. The Federal Government contributes 20,000,000 dollars towards the expenses of the Government of the District of Columbia. Revenues accruing are used to finance the administration offices, retirement funds, schools, libraries, police, fire, health, recreation, welfare, corrections, sanitation, public buildings construction and other activities. These revenues are outside the 20,000,000 dollars contributed by the Federal Government. The revenues are realized from real, personal and other property taxes, sales and gross receipt taxes on alcoholic beverages, cigarettes, insurance, motor vehicles, public utilities, gross sales and other sources, licences and permits, individual, unincorporated business, and corporation income tax, inheritance and estate taxes, certain miscellaneous revenues - and, of course, the Federal payment. So they have quite a lot of taxes in the District of Columbia. The largest item of revenue comes from realty and personal property taxes, and amounts to about 42% of the total.

To advise the Commissioners as to the planning of the city, in laying out new and changing old highways, there has been created by

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Congress a National Capital Planning Commission. Both Houses of Congress have standing committees on the District of Columbia. The standing committee of the Senate consists of nine senators, and the standing committee of the House of Representatives consists of 25 members. The powers and duties of those standing committees are set out in a statute, which is rather short and which I shall read.

This applies to both Houses of the Congress. The provision reads as follows -

....to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including -
2. Public health and safety, sanitation and quarantine regulations.
3. Regulation of sale of intoxicating liquors.
4. Adulteration of food and drugs.
5. Taxes and tax sales.
6. Insurance, executors, administrators, wills, and divorce.
7. Municipal and juvenile courts.
8. Incorporation and organization of societies.
9. Municipal code and amendments to the criminal and corporation laws.

That is a precis of the more official document that I have given to you which sets out the government of the District of Columbia. All legislation affecting the District of Columbia must be passed by Congress after consideration and report by the Senate House Committees. The advice of the Commissioners is usually sought before such legislation is enacted.

So much for the present system. But the people of Washington are not satisfied with the government of their city. There is a very strong move in Congress for what is known there as home rule. It is nothing new. While I was in Washington, there was a bill before the Senate for home rule, the long title of which is -

A bill to provide an elected mayor, city council, school board and non-voting delegate to the House of Representatives for the District of Columbia, and for other purposes.

I should like to file that bill, if I may. The argument in Washington, which also applies to Canberra, is that, if the people of the Capital city are not given a voice in the administration of local affairs, they tend to neglect those municipal affairs. With the idea of making the people in Washington more civic conscious, there is this very strong move for home rule. A similar bill came before the last Congress but, although it passed the Senate, it did not pass the House of Representatives. I do not think the present bill is yet through the Senate. It is expected to pass the Senate and then go to the House of Representatives. This bill was introduced into the Senate by Senator Neely and was supported by 33 co-sponsors who were also Senators, so that it had very strong support in the Senate. Although there is a very strong move for home rule in Washington, there is also quite strong opposition to it. I shall now refer to some of the objections. Many people consider that the bill is unrealistic, because Washington is the seat of the National Government and the interests of the National Government are predominant. It is argued that Washington exists primarily to serve as the seat of the National Government and that it should continue under the exclusive legislative jurisdiction of Congress so that there can never be any question as to the paramount responsibility. One of the main difficulties is that the bill makes no statement as to the size of the federal payment

which, as I said earlier, is 20,000,000 dollars plus some additional payments which the federal government pays for sewer and water services. The sum of 20,000,000 dollars a year is not a fixed amount. It varies from year to year depending on how Congress feels about the matter.

There is another objection which is rather interesting and which I may have hesitated to mention but for the fact that it has been referred to in the Washington press. There is some opposition to the bill which is based on racial considerations. The negro population of America is 10% of the whole population, but in Washington at the present time it represents 40%. That ratio of negroes, or coloured people as they call them, is increasing all the time, and people to whom I spoke said that within the quite foreseeable future that proportion of 40% will be increased and possibly they may be in the majority before very long. The people can see that, with an increased ratio of coloured people, they will have a very large say in the government of the city of Washington. Others say, of course, that that is no reason for not giving the people their democratic rights. Nevertheless, I understand that there is a group of people who are not particularly keen on the granting of home rule because of those racial considerations. As this was mentioned in a Washington newspaper, I thought it gave me some right to mention it here.

I might add, perhaps, that there is one other objection to the bill. There are those who would prefer to see, before the passing of a home rule bill, that the people of Washington were given representation in Congress and allowed to vote for the Presidency, which right they have not at the present time. A lot of people feel that they are doing the wrong thing first, and that they should agitate to get representation in Congress and full voting rights, including the right to vote for the Presidency.

SENATOR WOOD. - The people in Washington have not a vote at all?

MR. ODGERS. - No. They are worse off than we are here, I have here other official publications which deal with the government of the District of Columbia. They include a Manual of Organisation, a summary of the hearings before the Congressional Committees on Home Rule, and also some information about the budgetary operations of the D.C. I table those publications. I should like to come now to the part played by the Commission of Fine Arts in the planning of Washington.

SENATOR VINCENT. - Is that the Commission to which you referred as the National Capital Planning Commission?

MR. ODGERS. - No. That is another commission. The Commission was established in 1910. The statutory provision in relation to the powers of the Commission of Fine Arts reads -

That a permanent commission of Fine Arts is hereby created to be composed of seven well-qualified judges of the fine arts, who shall be appointed by the President, and shall serve for a period of 4 years each, and until their successors are appointed and qualified. The President shall have authority to fill all vacancies. It shall be the duty of such Commission to advise upon the location of statues, fountains, and monuments in the public squares, streets, and parks in the District of Columbia, and upon the selection of models for statues, fountains, and monuments, erected under the authority of the United States and upon the selection of artists for the execution of the same. It shall be the duty of the officers charged by law to determine such questions in each case to call for such advice. The foregoing provisions of this Act shall not apply to the Capitol building of the United States and the building of the Library of Congress. The Commission shall also advise generally upon questions of art when required to do so by the President, or by any committee of either House of Congress. Said Commission shall have a secretary and such other assistance as the Commission may authorize, and the members of the Commission shall each be paid actual expenses in going to and returning from Washington to attend the meetings of said Commission and while attending the same.

This is a very fine report, which is brought out I think each year. The report from which I read is the report for 1953.

THE CHAIRMAN. - Is that the full definition of their duties, or is there something further?

MR. ODGERS. - I understand that that is the full statement of their duties. (See p. 1834 for further statement.)

THE CHAIRMAN. - What I was eager to know was whether they have passed on the question of buildings?

MR. ODGERS. - They are asked for their advice in the same way as is the National Capital Planning Commission. Before you can have a building erected in Washington, I think you really have to run the gauntlet. There is the Commission of Fine Arts. Even though they do not control the whole building, there are aspects which demand their attention. Then there is the National Capital Planning Commission, and there are the Standing Committees of Congress that have always considered these things. I should like to read one paragraph from this report which gives in a fairly short compass something of the operations of the Commission which probably is not apparent from the stricter recital of their powers. It reads -

The L'Éfant Plan is the over-all control that gives direction and ultimate unity to the work of the Commission.

It is quite broad in its interpretation of its powers. The paragraph continues -

Many of the cases that come before the Commission for decision involve seemingly trivial matters, such as the design or height of a store front facing the Mall or the removal of a tree that blocks an important vista. Considered separately, these things have little importance. But all contribute to the realisation or the destruction of the L'Éfant Plan; and it is the L'Éfant Plan as a whole that makes the city of Washington, in its physical aspects, a capital worthy of a great nation. The preservation of that Plan is sufficient reason for the existence of the Commission of Fine Arts and constitutes a first charge upon the time and attention of its members.

I should like to file that report.

Let me give you an illustration of the work of the Fine Arts Commission which I noticed while I was in Washington. In August 1954 Congress authorised a new Potomac River bridge to extend from Constitution Avenue near the Lincoln Memorial. City highway officials are already proceeding with plans for the span.

However, the Commission on Fine Arts, proposing a tunnel as an alternative to the bridge, lodged strong objections to the aesthetic impact of such a span on the monumental area. They argued that the proposed bridge would ruin the Civic landscape.

I should now like to file copies of the reports of the Government of the District of Columbia for the past 4 years. These are very valuable documents. Not only they do they show the system of government, but they also show the ramifications of the government. There are ^{about} 100 agencies that come under the control of the commissioners who control the government of the D.C.

I come now to the question of buildings. First, let me say that the height of buildings in Washington is limited to 130 feet. A special act of Congress is required to erect a structure with more than 8-stories in a residential area. I should now like to describe a few of the public buildings in Washington. The beautiful marble public buildings and the lovely wide tree-lined streets have made Washington the most beautiful city that I saw whilst I was overseas. There are two simple principles that seem to be observed in Washington so far as buildings are concerned. Firstly, they observe the purpose for which the buildings are erected and secondly, the buildings must be monumental. I shall comment first upon the Capitol building itself. It was built in sections. The central section was built of sandstone, and the two wings, which came in later years, are of marble. The dominating feature of the Capitol building is the huge central dome. That is nearly 300 feet high, and is of cast and wrought iron. The 36 columns that surround the lower part of the dome on the exterior represent the 36 states forming the union at the time the structure was designed. Commemorative of the 13 original states are the 13 columns which encircle the lantern above the tholus. The lantern, measuring 24ft. 4ins. in diameter and 50 feet in height, has a special significance. When lighted, it is noticed of a night session in either House. The whole is surmounted by a statue of Freedom measuring 19½ feet. The figure is that of a woman

clothed in flowing robes with her right hand resting on the hilt of a sheathed sword.

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MR. ODGERS (Continuing). - Her left hand holds a wreath and a shield. It represents Armed Liberty and the sheath^d sword is a symbol to show that the fight is over for the present but ready for use whenever required. I would like to comment on the significance of these columns. They are symbolical. The thirteen columns on top of the huge dome represent the thirteen original States when they formed the Federation. That sort of thing is typical of some of the other public buildings in Washington. They give them historical significance by adding certain features. It all adds to the pride of the place and explains the meaning of many of these things.

I would like to comment on a few other features of the Capitol building itself. It is not only the houses of Congress but also the site of very beautiful works of art. The paintings inside are really things of much glory. Most of it was done by a man called Constantino Brumidi. In the last century he came to Washington - he was an Italian - and asked to do this work as a manifestation of his appreciation of the work done by America in the cause of liberty. He worked for 25 years painting the Capitol building. The most dominant feature of the whole of his work is the fresco work on the curved canopy of the inside of the dome. As you come into the Capitol building you walk into the central part, which is the rotunda. It is circular in shape. You look up about 200 ft and see this beautiful fresco work. It is done, I understand, by putting the mineral paints on wet plaster and they can do only a little at a time. Brumidi had to do this work lying on his back most of the time.

In the fresco the figures are 15 ft high so that when looked at from the bottom of the rotunda they appear to be life-size. George Washington/^{is seated} between Liberty and Victory with the remainder of the inner circle comprised of 13 female figures representing the original States. There are also groups on the outer rim representing war, science, navigation, commerce, manufactures and agriculture.

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Another spectacular work is the frieze circling the rotunda 58 ft from the floor. Here again, it is not only a work of art but a representation of the whole history of America. The same thing applies to the paintings which surround the circular rotunda. There are 8 huge paintings 20 ft x 14 ft, which depict historical events. They cover the whole of the walls of the rotunda on the ground floor. You see the landing of Columbus, the embarkation of the Pilgrims, the discovery of the Mississippi River, the Declaration of Independence, the surrender of certain generals in the War of Independence, and George Washington resigning his commission. The visitor who comes into the Capitol building can stand there in the rotunda, and, if he is interested enough, can see the whole history of America in both painting and fresco work. It is a very beautiful sight indeed.

SENATOR RYAN. - How high is that?

MR. ODGERS. - The fresco at the top is about 180 ft high. The frieze is about 60 ft from the floor, and the huge paintings are around the base of the rotunda.

SENATOR RYAN. - Is it discernible to the naked eye?

MR. ODGERS. - Yes, because those huge figures up on the fresco are 15 ft high, so they look life-size. The Senate and House of Representative chambers are also very beautiful, but I think I had better leave that as time is running out.

SENATOR RYAN. - Carry on.

THE CHAIRMAN. - You need not end at a quarter to one. We will hear you again. It is all very interesting.

MR. ODGERS. - Dealing first with the Senate chamber. It has a background of cream and dark red marble around the walls. The upper walls are of gold silk damask and the desks are of mahogany. The ceiling of the chamber is of stainless steel and plaster painted to blend with the cream marble. In the centre of the curved ceiling is an oculus, the field of which is of carved glass and bronze outlining the figure of an eagle illuminated from above. It is most beautiful.

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The House chamber is larger than the Senate. Here again the walls are of damask, which is blue and silver. I would also like to comment on some other public buildings, including the Supreme Court, the National Archives and the National Gallery of Art. Many people ^{think} that the Supreme Court building is the most beautiful in Washington. It is a white marble edifice. It has eight 50ft Corinthian columns of white marble in front of the portico. Over this colonnade is carved this promise to the American people - Equal justice under law. The Washington monument is in a line leading from the Capitol building down to the direction of the Lincoln Memorial. It is of white marble and 555ft high. There is a lift inside it so that ^{from the top} you can see the whole panorama of Washington. It is a most glorious sight. Here is a little pamphlet which deals with the National Archives and has a photograph of the building. Here again there are 72 Corinthian columns of limestone.

The National Gallery of Art is another beautiful structure. It is a building constructed of rose white Tennessee marble graded as to shade, with the darkest at the base. Inside there are garden courts and fountains. The point I want to make about this and other monumental structures in Washington is that they have not all been provided from Federal funds. America is, of course, a rich country and private citizens donate many of these buildings and monuments. The National Gallery of Art, which cost over 50 million dollars, was constructed out of money given by Andrew W. Mellon, a former Minister of State.

THE CHAIRMAN. - I think he was Secretary of State.

MR. ODGERS. - Certain people in Australia give money to projects such as these but mostly on a State basis. It is a pity that they do not become a little more interested in Canberra and give donations towards works of art in the capital of Australia. I mentioned earlier that these buildings in America had on them a lot of inscriptions and mottoes. As one is walking around Washington looking at these buildings one cannot help seeing them. They are carved into the walls and I found myself stopping to read

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them. They give a feeling of the spirit and soul of the nation.
I would like to read a few of them.

The first
of the Supreme Court
thing that one sees above the huge columns/is the promise, "Equal
Justice Under Law". In the National Archives building one sees,
"The heritage of the past is the seed that brings forth the harvest
of the future." "The glory and romance of our history are here
preserved in the chronicles of those who conceived and built the
structure of our nation."

These inscriptions are on the four walls of the Department of
Justice:

No free Government can survive that is not based on the
supremacy of law.

The place of Justice is a hallowed place.

Where law ends tyranny begins.

Law alone can give us freedom.

The common law is the will of mankind issuing from the
life of the people, framed through mutual confidence,
sanctioned by the light of reason.

Above all statutes is the figure of Justice.

Justice the set and constant purpose.

Justice is the great interest of man on earth. Wherever:
her temple stands there is a foundation for social
security general happiness and the improvement and
progress of our race.

I mention those because they illustrate the great pride that the
American people have in the buildings and the things that they
stand for.

As a step towards developing Washington as a great centre
of culture there is a bill at present before Congress to create
a federal commission to formulate plans for the construction
of a civic auditorium including an Inaugural Hall of Presidents
and a music, fine arts and mass communications centre. The idea
behind the move is that many visitors are said to come to the
United States and to go only to Washington; but they judge
America by what they see there. Another aspect that I read
about in an article was that America must, as far as she could,

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push this development of cultural activities. The article said that it had not been neglected by the Soviet which had been winning men's minds to its particular ideologies through cultural activities, particularly in the satellite countries. In Washington they described it as "the cold war on the art level."

I should also like to deal with housing in Washington. The thing that impressed me about the housing was the number of 2-storey houses as compared to the sprawling type. I was impressed by their attractiveness. They take up less ground, are cooler in summer and easier to heat in winter. In Washington it is mostly gas heating and apparently it is more economical to heat a 2-storey house than it is to heat a sprawling type of house. It struck me that Canberra's climate was not so very different from Washington's so that perhaps this type of house should be considered here also.

(Continued on page 1834) .

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ERIS O'BRIEN, Archbishop of Canberra and Goulburn, sworn and examined.

THE CHAIRMAN - I understand, your Grace, that you have a statement?

ARCHBISHOP O'BRIEN - Yes. Your invitation to speak before your committee gives me much satisfaction, and I thank you for it. The investigations of this committee are very helpful to me, because my office as Archbishop imposes a responsibility upon me to make new provisions, quickly and expensively, for the education of children of Catholic citizens in Canberra. I believe that it will be helpful to you if I state quite objectively the nature and the extent of my responsibility to provide Catholic schools for the very large proportion of Canberra's present and future population that requires, and will require, such schools.

As you know, Catholics generally insist that their children should be educated against a background of positive religious teaching. Experience has demonstrated that this procedure preserves the religious belief of succeeding generations of children. Every detail of the expenditure in building and maintaining schools and also in the training and supplying of teachers in those schools, is borne by the Catholic people personally. That one paragraph of an objective statement of the Catholic attitude to education is all that I shall say about the Catholic philosophy of education.

However, because this committee is realistic in its attitude to the present educational problems of Canberra, I am sure that it will recognise the existence of a situation where a large section of this city's population requires, and will increasingly require, Catholic schools for their children. This section includes the old and the native-born residents, and is being increased, and will continue to be increased by the accretions to population through migration and through "Operation Administration". I have said that Catholic residents in those three categories will "require" and expect to find Catholic schools in Canberra. Neither this committee nor even I need be concerned with inquiring why they will require Catholic schools, or whether they are wrong or right in so doing.

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It is their custom, based on conviction, to do so. Moreover, when they act thus, they are exercising a fundamental human right, as defined in the United Nations Declaration of Human Rights, that parents are entitled to choose the type of education which their children will receive. What concerns us is that most members of the Catholic population will consider themselves unfavourable and inconveniently situated in Canberra if they cannot accommodate their children in Catholic schools that are spacious, well-equipped and well-managed.

You will observe that I referred to "most members of the Catholic population". That was for the sake of accuracy. A percentage of Catholics, for various reasons, attend public schools. However, there are solid reasons for believing that, within twelve months, when two extra schools will have been built in new areas and managed by two additional teaching orders, the proportion of the Catholic population at Catholic schools will be larger. When a girls' high school is built and accommodation is improved and extended at existing schools, that proportion will be further increased.

The dispersal and the age groups of the present attendances at the Catholic schools in Canberra are analysed in Table 4 which I append to this statement. The total of these pupils is 1751. The discrepancy of 50, above that given in Mr. Lind's analysis (Table 4, 10b) is explained by additional enrolments this term. Mr. Lind's general analysis indicates that approximately one-third of all school children in Canberra attend private schools - that is, 2,220 of the total of 6,391. The number of children at Catholic schools was then 1,701, or approximately 26½% of the total. The Catholic Church is, then, carrying the full burden and responsibility of educating this very high proportion of the population not only in religion but also in those subjects of the standard curriculum which prevails in Australian schools in general.

The problem of Catholic education in Canberra, both in the present and for the future, has exercised my mind considerably during my short residence in Canberra. We realise that the existing Catholic schools are inadequate for the needs of this city. The problem was not solved, but only eased, by the establishment of

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St. Edmund's Christian Brothers Boys' School, which was taxed to its full capacity on the day of its opening. With the aid of a converted army hut it will manage to cope with the problem of the education of boys, from fourth grade to the leaving certificate, for approximately 12 months and maybe longer - I am hoping for two years. Until six months ago, all Catholic education other than that at St. Edmund's was in the hands of the Sisters of the Good Samaritan who directed two schools, one at Manuka and the other at Braddon. Those schools, which were considerably over-crowded, provided for education from kindergarden to high school.

It was evident to me that new schools at new centres had to be founded immediately. I should like to record that the Department of the Interior was most co-operative in allotting sites for new schools in the rapidly growing districts of Narrabundah, O'Connor and Yarralumla. Plans were drawn up for an infants' and primary school, in each of those three centres. One of them, at Narrabundah, was still incomplete, opened for school with 150 children in February, 1955. After being completed, at a cost of £19,000 it was formally opened by me last Sunday. Within the last few weeks a contract has been let for the building for a two-storey infants' and primary school at O'Connor at a cost of £34,500 exclusive of furnishings and equipment. We hope that it will be ready for school at the beginning of 1956. Plans have been prepared also and tenders called for a slightly smaller two-storey infants' and primary school at Yarralumla which, I hope, will cost considerably less, say - £28,000. That also should begin to function in January, 1956. Further, as part of the immediate plan, some extra provision has to be made for the secondary education of girls at St. Christopher's for which a rough estimate would be £8,000.

Finally, within the immediate plan, we have to envisage the building of the first section of a Central Girls' High School at an approximate cost of, say, £70,000. Within this immediate plan we must not disregard the necessity of providing residences for the Nuns who will be the teachers in these schools. One of these residences is in course of erection at Braddon.

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Apart from the teachers' residences (see Table C), an approximate estimate of expenditure on these present requirements would be at least £160,000, as summarised in Table B. The foregoing "immediate" building programme is needed to meet the demands of the present school population, in order to provide adequate educational facilities without overcrowding of classrooms.

We must now turn our attention to an analysis of future needs. It is difficult, however, to make a forecast of what will be required to cope with the Catholic education problem, as it is likely to develop between now and 1960.

I do not have to emphasise the impossibility of forecasting the impact of migration and "Operation Administration" on the future Catholic population. I can point out, however, that 224 boys and 193 girls, or 417 children of the 1,701 in our schools in May, were born outside Australia. I can say, from experience, also, that "Operation Administration" is a factor that has considerable importance in the problem of Catholic schools. It has frequently happened that Federal public servants in the Australian States have written to me and to the clergy to discover whether there are adequate Catholic primary and secondary schools at Canberra to which they could send their children "in the event of their being moved to Canberra". Their children have reached varying stages in education at first class schools in the greater cities, such as Melbourne and Sydney, and fearing that their children's prospects would be jeopardised if they were unable to continue education under the same conditions at Canberra, they were reluctant to accept transfer to Canberra. I refer to this matter because it is one aspect of "Operation Administration" which may not have come to the notice of your committee. I therefore submit that "Operation Administration" which will naturally include many Catholics, will run more smoothly in this city if and when I can increase the opportunities for Catholic education here.

The most realistic approach for me to adopt relative to school populations up to 1960, is to accept the estimates of the Department of the Interior as presented to this committee by

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Mr. Lind (see page 1453 of these proceedings). He estimated that there would be 12,200 children of school age by that date. Arguing from the fact that the Catholic schools proportion to the total of all Canberra schools is now 26 $\frac{1}{2}$ % (1,701 of a total of 6,391) and that it has been fairly constant at that figure, I assume that the Catholic schools in 1960 will have to provide for an increase of 1,532 children above the figure of 1,701, Mr. Lind's figure for May, 1955. It is likely, therefore, that in 1960 there will be a total of 3,233 children at Catholic schools, that is 26 $\frac{1}{2}$ % of Mr. Lind's estimate of a total 1960-school-population of 12,200, many of whom will be in new suburbs that are, as yet, undeveloped or only partially developed.

I submit Table D to indicate what extra accommodation will be needed to provide for those additional 1532 children. In general terms, that provisioning would probably best be met by four schools, each of about seven classrooms, for primary and infants; by additions to St. Edmund's Boys' School, which caters for boys from fourth grade to the end of high school; and by additions to the girls' high school, which will have been built in the interval. Circumstances, even then, might warrant another boys' school on the north side of Canberra. It is obvious that these works would need to be undertaken progressively in the course of the next four to five years, in order to keep pace with the increasing population as it mounts to the maximum envisaged for 1960. Estimates of the approximate costs involved would be: four schools built and equipped at £40,000 each - in that total I am estimating there will be about 40 to a classroom; St. Edmund's additions (including additions to teachers', residences) £85,000; additions to Girls' High School, £30,000, a total of £275,000. This is analysed in Table D and Table E, which attempt a rough estimate of costs to be met for teachers' residences.

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ARCHBISHOP O'BRIEN. (Continuing) - In my statement I have indicated two stages in implementing the full building programme. The first, which has to meet immediate school needs, and has already begun, will cost £160,000. The second, which should be implemented progressively and completed by 1960, is estimated at approximately £275,000.

The total expenditure involved in these estimates will appear formidable to the Catholic residents, who have to bear the costs out of their limited personal resources. But to form a true idea of the relationship of this expenditure to the number of children for whom it will supply schools, your Committee will, I respectfully suggest, compare these costs with what has been spent, and will be spent, in building schools from the public funds.

Our schools, nevertheless, will provide all the essentials for a sound general education. I have brought the plans with me. They are up-to-date plans. We do not go to big expense in putting in as much heating and other amenities as are provided in other places, but we are hoping that later, when we get the basic matters attended to, we can add those things.

In our estimated totals of £160,000 plus £275,000, I have included neither the costs of building residences for the teachers nor the costs of maintaining teachers, which, in other schools, would entail serious financial obligations on the Government. I have appended Tables C and E, as a matter of interest, to attempt some estimate of the costs that will be involved in providing teachers' residences.

Up to the present I have given a statement, as objective as it can be at this stage, of what I believe will be required to continue to educate the 26½% of the child population of Canberra which is likely to seek education at Catholic schools. Now I have to look at the question from another angle. I should like to be able to do all that I have outlined. But is it possible?

I know it would be helpful to the Department of the Interior if my church could assume responsibility for educating this large section of the community. Whether we may be able to do so, has already exercised the minds of this committee. Contemplating the

M.L.

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enormous educational task which would confront the Government by 1960, Mr. Goodman observed that "private schools must increase their capacity by more than 1000 pupils in the next few years". At that figure he was not allowing for "Operation Administration". Later, when referring to the fact that all private schools had consistently educated $33\frac{1}{3}\%$ of the population, Mr. Lind expressed the hope "that the private schools will be able to continue to bear that burden". He also stated that "if the private schools do not continue to provide for this proportion... we shall be in serious trouble in providing accommodation within the next few years for all those children who wish to attend public schools". And you, Mr. Chairman, remarked: "Though it is a reasonable assumption that schools will continue to take about the same proportion, the obligation of the Government is to educate the child of any parent who wants to send it to a public school". These observations, which realistically recognize the civic work of private schools in the community, emphasize the extreme difficulties which confront the Department of the Interior in providing schools in Canberra. The situation here is unique, in that the population growth has been artificially stimulated.

Because Catholic schools have been educating $26\frac{1}{2}\%$ of the children, I appreciate that both your committee and the Department of the Interior would want to know whether we are willing and able to continue that work in the same proportion. Unequivocally, I can say that I am willing and most eager to continue along these lines. Moreover, I shall build the schools I have indicated, and as quickly as I can do so. But, for reasons which I shall enumerate, I cannot undertake to complete my building programme according to a fixed time-table. The fulfilling of that relatively big programme may continue up to 1970, rather than 1960. I state the difficulties in order to let you form your own judgment about my ability to help effectively in this school emergency. The difficulties come under the headings of teaching personnel, constructional delays and finance.

I believe I shall be able to get the teachers, and have already succeeded in persuading three Congregations of Sisters to come to Canberra to supplement the work of the Good Samaritan Sisters.

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Incidentally, I might remark that, in order to bring the Sisters of Mercy to Canberra, I had to close one of their existing schools elsewhere but, after learning that there was no public school in the district, I had to re-open that school for the benefit of the local population.

As we all know, the general difficulty of securing building materials tends to cause delays and to increase costs. As an example of this I might mention that I have had to get bricks from Bowral to supplement deficient local supplies for the schools I am now building. I suggest it is somewhat unreasonable for the church to have to compete on the open market for building materials, when it is building schools. It might be all right when building churches.

As I previously remarked, the costs involved in my building programme would not be embarrassing to the Government, but appear formidable to the Catholic residents of Canberra as a private undertaking. The Church has no available funds for this purpose, but rather is already heavily in debt for school and other buildings put up in the past. Its only source of revenue in Canberra is the direct contributions of the people and money raised from entertainments, etc. Moreover, the building of schools is only one of several works which Catholics have to finance. They have also to build churches and house and maintain the teachers in the schools. I have a duty to ensure that these people will not undertake works beyond their capacity to finance them. I have to be sure that they can meet the interest payments and repay the capital loans within a reasonable period. The immediate building plan, which is now being implemented, will necessitate a total outlay of £160,000 for schools only. Interest on that alone, at 5%, requires an annual expenditure of £8,000 apart from the cost of maintaining those schools.

The undertaking of the second stage of our programme will depend on the speed with which the debt on the first stage can be reduced sufficiently to admit of further expenditure. Moreover, we have no certainty that we could borrow the money, even if we wanted to run the risks involved in fulfilling our complete plan as the buildings

are required. The situation which confronts a public-spirited body, like the church, when it wants to build schools for the benefit of the community, is Gilbertian. For instance, to undertake my present programme, I went cap-in-hand from bank to bank, to get a credit advance. I ultimately succeeded in getting a portion of the required money from one bank, and then directed my inquiries to insurance companies for another portion of the sum required. I have not obtained it all yet. That procedure seems fantastic when one has civic spirit enough to undertake works for the public good - which the building of schools at the present time in Canberra certainly is.

I do not believe that the general public sufficiently appreciates the extent to which private initiative in building schools is impeded through the unavailability of loans to finance them, and is frustrated by the long-enduring heavy interest charges, which prevent the repayment of borrowed capital and the undertaking of additional works for the public benefit.

These remarks, Mr. Chairman, which are perhaps the most impassioned that I have uttered today, demonstrate both my eagerness to cooperate with the public authorities in building up the schools of Canberra and my regretful fears that circumstances beyond my control may unduly delay the carrying out of the programme of educational works which I have laid before you. The main difficulties, I repeat are (i) the difficulties of getting loans to finance such works, and (ii) the crushing rates of interest on such loans when they have to be raised on the open market, which unduly protract the repayment of those loans.

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TABLE A.

ENROLMENT OF PUPILS AT CATHOLIC SCHOOLS, 16 JUNE 1955

GRADE	St. Christopher's Manuka.			St. Edmund's			St. Patrick's Braddon.			St. Benedict's Narrabundah.			TOTAL		
	b.	g.	t.	b.	g.	t.	b.	g.	t.	b.	g.	t.	b.	g.	t.
Kinder	44	37	81	--	--	--	48	46	94	24	17	41	116	100	216
1st.	44	38	82	-	-	-	61	49	110	22	18	40	127	105	232
2nd.	31	50	81	-	-	-	48	56	104	23	23	46	102	129	231
Total Infants	119	125	244	-	-	-	157	151	308	69	58	127	345	334	679
3rd.	44	42	86	-	-	-	52	47	99	24	14	38	120	103	223
4th.	-	37	37	82	-	82	-	43	43	-	-	-	82	80	162
5th.	-	56	56	66	-	66	-	35	35	-	-	-	66	91	157
6th.	-	55	55	66	-	66	-	26	26	-	-	-	66	81	147
Total Primary	44	190	234	214	-	214	52	151	203	24	14	38	334	355	689
Total Infant & Primary	163	315	478	214	-	214	209	302	511	93	72	165	679	689	1368
1st Yr.	-	70	70	90	-	90	-	-	-	-	-	-	90	70	160
2nd Yr.	-	40	40	64	-	64	-	-	-	-	-	-	64	40	104
3rd Yr.	-	28	28	40	-	40	-	-	-	-	-	-	40	28	68
4th Yr.	-	11	11	15	-	15	-	-	-	-	-	-	15	11	26
5th Yr.	-	11	11	14	-	14	-	-	-	-	-	-	14	11	25
Total Secondary.	-	160	160	223	-	223	-	-	-	-	-	-	223	160	383
TOTAL	163	475	638	437	-	437	209	302	511	93	72	165	902	849	1751

- Note: (1) There are 68 boys from Queanbeyan in the secondary classes at St. Edmund's.
- (2) Discrepancies between these figures and those in Mr. Lind's tables are explained by new enrolments this term.
- (3) Approximately 400 are children born outside Australia.

TABLE B.SCHOOLS REQUIRED TO MAKE ADEQUATE PROVISION
FOR EXISTING NEEDS.

St. Benedict's, Narrabundah.	£19,000	Building and furnishings.
School at O'Connor	34,500	Contract price for building, exclusive of furnishings etc. Seven classrooms.
School at Yarralumla	28,000	Estimate for building cost only.
Additions to St. Christopher's	8,000	Estimate for initial stage of building.
Central Girls' High School	70,000	Estimate for initial stage of building.
	<hr/>	
	£159,500	say £160,000
	<hr/>	

Note: (1) It might also be noted that we had previously built St. Christopher's School and St. Patrick's School, and that at a later stage additional accommodation was provided at each.

(2) The cost of the portion of St. Edmund's built so far is £180,000 for building and furnishings, including teachers' residence.

TABLE C.RESIDENCES NEEDED FOR TEACHERS IN SCHOOLS -Referred to in Table B.

Convent at Braddon	£40,000	In course of erection. Furnishings not included. To accommodate 14-20 Sisters.
Convent at O'Connor	30,000	Estimate only.
Convent at Yarralumla	30,000	Estimate only.
	£100,000	

- Note: (1) The Sisters who will teach at O'Connor and Yarralumla will reside, temporarily, in small and unsuitable rented cottages.
- (2) The Good Samaritan Sisters plan to establish a boarding school. The convent will provide accommodation for teachers at Narrabundah and for teachers who cannot be accommodated at St. Christopher's.

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TABLE D.

ATTEMPT TO ESTIMATE WHAT CATHOLIC SCHOOLS WILL BE
NEEDED FOR THE INCREASED ENROLMENTS ANTICIPATED
UP TO 1960.

Based on anticipated increased enrolments from 1701 (May 1955) to 3233 in 1960, arrived at thus -

May 1955, enrolment in all schools..... 6,391
May 1955, enrolment in Catholic schools 1,701

Therefore,
May 1955, proportion of Catholic Schools to total 26½%

- - - - -

Estimated 1960 enrolment in all schools 12,200
Same proportion of Catholic Schools to total 26½%

Therefore,
Estimated 1960 enrolment in Catholic Schools 3,233

- - - - -

Estimated increase for Catholic Schools up to 1960:

Anticipated 1960 enrolment of 3,233, less
May 1955 enrolment of 1701 = 1,532 increase.
Using Senator Tangney's calculation that 22.9%
would be secondary students, and keeping roughly
the proportion between secondary boys and
secondary girls in Catholic schools at present,
we could divide this increase into -

1,180 primary and infants
200 secondary boys
150 secondary girls

- - - - -

Four schools for primary and infants @ £40,000 each £160,000 Based on increase of approximately 1,180, for which 4 schools similar to O'Connor could be needed.

ADDITIONS TO St. Edmund's 85,000 Including increased accommodation for teachers, for additional 200 secondary boys.

Additions to Central Girls' High School 30,000 Estimate only - for additional 150 secondary girls.

£275,000

Note: This omits any estimate for a second boys' school.

TABLE E.ATTEMPT TO ESTIMATE TEACHERS' RESIDENCES REQUIRED
FOR SCHOOLS REFERRED TO IN TABLE D.

Four Convents @ £30,000 each	£120,000	Based on estimates for projected convent at O'Connor.
	<u>£120,000</u>	

- Note: (1) There is no reference to a separate convent for the teachers at the Central Girls' High School, as it is proposed to have them reside in the various convents associated with the other Schools.
- (2) There would be the additional possible requirements of a residence for teachers in the second boys' school, should this become necessary.

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THE CHAIRMAN. - The aspect of the matter in which this committee may be able to help is the provision of land. Are you satisfied with the response of the Department of the Interior to applications you have made?

ARCHBISHOP O'BRIEN. - Yes, the Department of the Interior has been splendidly co-operative with me. It has given me land in places that were the best available at the time. However, there is one matter that I might mention. At Yarralumla the Department gave me what I think was the only available block at the time. It is less than two acres, and on that I have to put a teachers' residence and a school. I may put a church on it as well.

THE CHAIRMAN. - How many pupils?

ARCHBISHOP O'BRIEN. - 240 to 250.

SENATOR VINCENT. - At the present time there is a commitment there for 240?

ARCHBISHOP O'BRIEN. - No, they are just building the school; that is the one which is up for tender.

SENATOR VINCENT. - But you have a present commitment for 240 pupils now?

ARCHBISHOP O'BRIEN. - No, but that is the sort of school it should develop into in four or five years. There are 100 children attending St. Christopher's now who will go to that new school, and there will be large numbers of children coming on in that area.

THE CHAIRMAN. - The playground area is important, is it not? Are there any playing fields handy?

ARCHBISHOP O'BRIEN. - There is a good deal of land handy. There are trees on it at the present time. It is quite likely that the department will allow them to play among those trees later on. It was about the best site that they could give me which was convenient, and I readily took it. I show you its location on this map. (indicating). There is a drain across here, which is another objection.

Apart from those remarks, I have no complaints against the Department of the Interior. They have been very co-operative.

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THE CHAIRMAN. - I think this committee is very sympathetic in the matter of giving adequate land for any body which is carrying on primary or secondary education. I think your relations with the officers of the Department of the Interior will continue to be excellent. I know that the general attitude throughout Australia is for the departments controlling the public schools to co-operate in all matters of curriculum and other common matters. I myself have been on many committees involving co-operation with other schools outside the system. You can be assured that your report, for which we thank you, will receive the full consideration of the committee.

SENATOR VINCENT. - Does the Commonwealth Government grant you any financial assistance now in regard to your educational requirements at Canberra?

ARCHBISHOP O'BRIEN. - No. The conveyance to schools is on an equal basis; I may as well be precise.

SENATOR VINCENT. - Would I be right in saying that your schools are not free schools?

ARCHBISHOP O'BRIEN. - The pupils pay fees, but we never refuse a child who cannot do so. There is always a good proportion who do not pay fees, especially in times when wages are not very high, but the other children do not know that they are not being paid.

SENATOR VINCENT. - Would I be right in saying that, due to what one might call the inordinate growth or prospective growth of Canberra, you have imposed upon you a problem that would not normally exist in a town of this size?

ARCHBISHOP O'BRIEN. - It would not. That is why I say it is an artificial growth.

SENATOR VINCENT. - Have you any figures available which could give this committee some comparison between the money that you have expended on education and the money that is expended by the Department on government schools in this area?

ARCHBISHOP O'BRIEN. - The tables that I have prepared show what we have expended on education, but I do not know what the govern-

ment expenditure is.

SENATOR VINCENT. - Your figures indicate that your commitment is about 26 $\frac{1}{2}$ % of the pupils?

ARCHBISHOP O'BRIEN. - Yes.

SENATOR VINCENT. - I suppose a rough measure of comparison, then, would be about 26 $\frac{1}{3}$ % of the expenditure?

ARCHBISHOP O'BRIEN. - Not at all, because I am putting up schools - which are good schools and are satisfactory - of seven classrooms for about £40,000. I think the Department would spend about £100,000 on such a school.

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SENATOR VINCENT. - So that your capital expenditure is on a cheaper basis?

ARCHBISHOP O'BRIEN. - Yes, because I have to economise.

SENATOR VINCENT. - Do you know if the other denominations are experiencing a similar problem in regard to their educational facilities?

ARCHBISHOP O'BRIEN. - I do not know.

SENATOR VINCENT. - Does the church get assistance in regard to education from the States in other parts of Australia?

ARCHBISHOP O'BRIEN. - I have been informed that they get help for text books in some States, and very liberal bursaries. There are a few bursaries available competitively here.

SENATOR VINCENT. - But no assistance in regard to text books?

ARCHBISHOP O'BRIEN. - No, I do not think so.

SENATOR VINCENT. - Do you know the practice elsewhere in Australia?

ARCHBISHOP O'BRIEN. - I think it is summed up in the provision of some text books, but not very many. South Australia is the most liberal. The States are restricted by their statutory laws. I can give you an instance in Sydney. I wanted to get assistance, but it was impossible.

SENATOR VINCENT. - What policy is adopted by other Governments towards your schools?

ARCHBISHOP O'BRIEN. - No help is given except those items to which I have referred.

SENATOR VINCENT. - I mean in other countries.

ARCHBISHOP O'BRIEN. - Assistance is given in Holland, England and Scotland.

SENATOR VINCENT. - What is the nature of the assistance given in those countries?

ARCHBISHOP O'BRIEN. - In Holland the schools are built. In England the Government provides portion of the cost of the buildings and trains the teachers.

THE CHAIRMAN. - Senator Vincent, the Committee cannot
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make any recommendations about those matters.

SENATOR VINCENT. - That is a matter for the committee.

THE CHAIRMAN. - The committee cannot make any such recommendation while the terms of reference are as they are. We can make recommendations in regard to land, but not about this matter.

SENATOR VINCENT.- I suggest that perhaps the committee can discuss that matter.

THE CHAIRMAN. - I am giving that definite ruling.

SENATOR VINCENT. - In regard to capital expenditure, would I be right in saying that you have commitments for educational facilities to the extent of £275,000 associated with what we call Operation Administration?

ARCHBISHOP O'BRIEN. - There are all the factors, including natural increase and so on. The statement of commitments is there, but Operation Administration has accentuated the position.

SENATOR VINCENT. - Does the sum of £275,000 include the figure of £160,000 referred in table B.?

ARCHBISHOP O'BRIEN. - No. The second plan is for £275,000.

SENATOR VINCENT. - So you really have two commitments, one of £160,000 and a potential commitment of £275,000 which in a way relates to Operation Administration?

ARCHBISHOP O'BRIEN. - It is influenced by it. That is for schools only.

SENATOR VINCENT. - Would your problem be solved by a Government loan in relation to that amount?

ARCHBISHOP O'BRIEN. - You are asking the question directly. I say it certainly would, because it would save interest and allow me to get the money. Still, I have not mentioned it.

SENATOR VINCENT. - You do not anticipate any other difficulties? You have mentioned three difficulties in your evidence.

ARCHBISHOP O'BRIEN. - Personnel is one.

SENATOR VINCENT. - Another is building materials?

ARCHBISHOP O'BRIEN. - Yes.

SENATOR VINCENT. - Has the difficulty in relation to building materials been serious?

ARCHBISHOP O'BRIEN. - It has held up things for a while. The brick situation is very bad for us, and everybody else I suppose. Increased costs are an important item.

SENATOR VINCENT. - If you had the funds, would the shortage of bricks and buildings materials be a serious impediment to the implementing of your project?

ARCHBISHOP O'BRIEN. - It would be less serious if there was not that shortage. We could pay higher prices and get them at Bowral and elsewhere.

SENATOR BENN. - I have no questions, but I should like to refer to His Grace's statement on page 5. of his submission. That is rather interesting, because we had somebody before us yesterday who referred to a similar matter.

THE CHAIRMAN. - It was not stated in evidence.

SENATOR BENN. - His Grace has referred to the anxiety of some federal public servants who are about to be transferred to Canberra. He said that their children have reached varying stages of education at first-class schools in the greater cities and, fearing that the children's prospects would be jeopardised if they were unable to continue education under the same conditions at Canberra, they were reluctant to accept transfer to Canberra. That matter was brought to our notice yesterday on another level. The gentleman to whom I referred ^{said} that some public servants had sons and daughters who were attending universities in the capital cities, and they were reluctant to come to Canberra because of the extra cost involved. I think the figure quoted was something like £400 per annum per child.

SENATOR VINCENT. - Your Grace, your figures have been based on some figures given to you by a Mr. Lind?

ARCHIBISHOP O'BRIEN. - On the general population that he expects there to be in Canberra in 1960. I have taken that as a basis. The figures for attendances are taken from actual attendances on the 16th June, 1955, which I verified in the schools.

SENATOR VINCENT. - I take it that you are given full information by the department in regard to the potential growth of Canberra?

ARCHIBISHOP O'BRIEN. - I would not say full, but I should imagine it has been very satisfactory. Whenever I have asked for anything, they have always been very helpful. I have not any serious complaint in that way at all.

SENATOR VINCENT. - We have had evidence given that Canberra will not stop growing in 1960, so you may have further worries after that.

(The witness withdrew).

STUART GEOFFREY EAST, Chartered Accountant, sworn and examined.

THE CHAIRMAN. - You are going to make a statement?

MR. EAST. Yes. It is on behalf of the Canberra Chamber of Commerce. I would like to thank you, firstly, for the opportunity of presenting a supplementary submission and apologise for not having made a written submission to you. In making this submission I will, with your permission, use the first person as a matter of convenience, but I wish the Committee to remember that I am expressing the views of the Chamber.

It is hoped by giving evidence today that three things will be achieved. Firstly, I would like once more to bring to your notice the present method of valuation adopted by the Department of Interior in its re-appraisal of lease values. Secondly, to state clear objections to the basis of these valuations, and, thirdly, to indicate what we think are the effects of this policy on Canberra's development. The present basis adopted is for the department to have reference to the current sales of comparable land either at auctions of unimproved leases or by isolated transfers of improved lease sites. I would contend that these values are highly inflated. They depend solely upon the availability of land, which is controlled by the department. By restricting the number of leases available the department can extract high premiums at auction. To claim that the unimproved capital value of a parcel of land is just the upset price plus the premium paid at auction seems iniquitous, but I understand that that is the policy adopted.

May I, at this stage, quote an extract from the reserved decision of the Appeal Board in respect of an appeal made by a lessee of the reappraised value of his block. It concerns block 8 of section 38 of Forrest. In 1933 the value of the land was £430. In 1953 this was reappraised at £975, an increase of 127%: "Mr. Escott, who appraised the subject land at £975 relied upon sales of comparable lands while Mr. Copes also after consideration

and inspection of sales arrived at £1375 as the unimproved value of that parcel." Even in those two departmental estimates there is a difference of £400.

Now, as the department does not sell land, but merely lets a lease of it on a rental basis I understand that in referring to sales of comparable lands the department refers to the auction of leases, where no doubt premiums have been paid by reason of the small number of blocks offered and possibly the department also refers to the transfer of other comparable blocks in connection with the sale of improvements to these sites. In either case the value would be affected by availability of leases. There has been a great demand for leases in Canberra, as is instanced by the demand for permanent industrial sites at Causeway and for business leases at Civic. This demand will always exist whilst "operation administration" is being carried out and while the Commonwealth continues to overtake Canberra with its developmental programme. It can be argued that leases are being made available as fast as the necessary services are being extended to particular areas, but I would suggest that if this be so services are not being made available to meet the demand for the required business and residential leases in Canberra and that serious consideration should be given by the authorities to the inflation of lease values caused by this shortage of services. These highly inflated lease values could, in fact, be manipulated if the department continued to extract premiums by restricting the availability of leases. It can also mean that over the period of the lease such a policy would result in a lease-holder paying an exorbitant price for his land. I do not wish to distract your attention from the inflated values, upon which is claimed land rent at the rate of 5% per annum, but I would suggest for your consideration that this policy, in having reference to premiums paid at auction or to the value of improved leases on isolated transfers is completely wrong.

Firstly, on this matter of premiums paid at auctions, I would quote the learned judge in an English income tax case. He said,

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"Premium as I understand it means a cash payment made to a lessor and representing or supposed to represent the capital value of the difference between the actual rent and the best rent that might otherwise be obtained." Further, I would mention that under the provisions of our Commonwealth Income Tax and Social Services Contribution Assessment act premiums paid in connection with a lease have been held to be assessable income as being equivalent to rent paid in advance. Therefore, I would contend that at an auction for a lease in Canberra any premium paid represents the amount of rent which a lessee is willing to pay over and above that charged but paid in a lump sum at the time of acquiring the lease. For the authorities to calculate the rent payable on the basis of an amount representing rent is very similar to the habit of the old time money-lenders^{of} charging interest upon the interest of a loan. For this reason I believe that the department should not have reference to premiums paid at auction in arriving at the unimproved capital value of the land.

The policy of referring to the transfer of comparable blocks connected with the sale of improvements to lease sites might also be mentioned. These transfers may occur when a business is sold, or when a building upon a lease is sold, or when the sale of a private dwelling is made. In the case of business premises it would be possible for the department to assess the value of the building and, deducting this from the contract price, arrive at the amount attributable to the lease. The same system may be adopted even if the building is not completed, but the transfer is allowed by the authorities, giving certain concessions in the terms of the lease because of the improvements which have been effected by the original lessee.

(continued on page 1760)

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MR. EAST (speaking) - The contract may even state the sale price of the building and the amount agreed between the parties as attributable to the lease - or to use a common business term, "the goodwill of the lease". But surely the amount received by an original lessee as goodwill is only the amount due to him for his outlay in taking the lease in the first place, and the energy he has expended in developing it. This would apply similarly in the case of a private dwelling, and I contend that the department, in referring to these lease transfers, in arriving at the unimproved capital value of the lease is confusing two important considerations, one, the value of holding a lease of land or the value of goodwill arising from the development of the lease - that is the value to the lessee - and the second, the capital value of the land itself. The authorities are entitled, under the system of leasehold, to charge rent on the unimproved capital value of the land. That is fair and reasonable, but to refer to and to charge rent calculated on the value of the lease to the lessee, or on the value of the goodwill of the lease developed by the lessee, is a very wrong practice.

SENATOR VINCENT - Is that what the department does?

MR. EAST - I have referred to the extract from the Appeal Board decision where they referred to sales of comparable land.

SENATOR VINCENT - Do you say the department then took into consideration the amount of goodwill associated with the land?

MR. EAST - That would be the goodwill. If you took a contract price of £20,000 for a building on a lease, and the building is worth only £15,000, the difference of £5,000 must be attributable to the lease.

SENATOR VINCENT - Not necessarily the goodwill.

MR. EAST - No. This is akin to goodwill. For this reason I suggest that the department should not refer to the transfer of other comparable blocks connected with the sale of improvements to lease sites in arriving at the unimproved capital value of the leases. In summing up my objections to the policy of referring to sales of comparable lands, which, as I quoted earlier, is the method adopted at present, I should like to add that the shortage of P.L.

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leases must inflate their value, and secondly, I may or may not have proved to you that it is wrong to take into account the premiums paid at auctions, or the values placed on leases by the transferor of the lease. I suggest that in offering leases at auctions or by closed tenders, the department receives its share of any goodwill or other value attaching to the leases in the nature of premiums, or what the department calls "the difference between the reserve value and the unimproved value as stated by the successful bidder or applicant for the lease". If the land were freehold, I would agree with this wording, for if the land were sold and the successful bidder actually paid the price which he states as the unimproved capital value of the land, this wording would be correct. But the land is leasehold and the applicant pays a certain sum of money to acquire the lease, and by whatever name it may be called, the amount paid is simply the maximum premium the applicant is willing to pay to obtain the lease.

Those are the objections to this method. I wish to mention briefly the effect of the present policy adopted in re-appraisement of lease values. The values, as I have pointed out are highly inflated, and the lessees are called upon to pay higher ground rents than would otherwise be payable. That is the fundamental effect, and although that is serious in itself, it is not as bad as a secondary effect, which is to deter people from taking up leases in Canberra thereby aiding the development of the city. A practical demonstration of this effect is easily given. It may be asked why larger firms have not established businesses in Canberra. The answer could be that they do not consider the population or the volume of trade which they might do here, warrant the expense of commencing a business in Canberra. But they may also be deterred by the very fact that the leasehold is the only title which they may receive for the land upon which they might otherwise establish their business. The present values placed upon the land and the policy adopted in re-appraisements would be an additional and serious deterrent.

I will illustrate by an actual example involving a picture theatre interest. A certain block at Civic upon which a picture

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theatre was constructed was originally valued at £700. The first twenty-year re-appraisalment was due in 1954, when the value of £5,000 was placed on the block. That was an increase of seven times the original value. Would not such increases in land rents as this, from £35 per annum to £250 per annum be a deterrent to other businesses starting in Canberra? But let me take the case a step further. The re-appraisalment was appealed against, but before the appeal was heard the department offered to the lessee an adjoining lease. I emphasize the fact that it was an offer. The adjoining block was not put up for auction and no tenders were called. It was simply offered to the lessee. Because the block adjoined the present site it would not have been wise for the lessee to refuse the lease. It was an opportunity for expansion which must be provided for in a growing city to ensure that no other business would obtain this block for a business purpose which might be detrimental to the picture theatre business. But the value placed on the second block was £5,000. It was a similar block to the existing lease adjoining it, and of similar size.

SENATOR VINCENT - How could the department value it at any other figure?

MR. EAST - That may be. But what would happen to the appeal against the re-appraisalment of the original lease? What argument could be advanced if the lessee accepted a comparable block at exactly the same value? He was in a position in which he could not do much about it. Would not instances of this sort be a deterrent to the commencement of new businesses in Canberra? There would be uncertainty about the rent payable on the land and as a business proposition it would not be attractive.

The effect on residential leases is of a similar nature as I will show by a hypothetical example. Let us assume that the value of a residential lease is £500 per annum, and on the basis of recent re-appraisalment this is not excessive. The lessee would be called upon to pay £25 a year land rent, and experience shows that rates would be about the same figure. Assuming that a moderate dwelling is built at a cost of £4,000 and calculable interest payable is at a conservative 5%. This would amount to £200. If

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maintenance costs were £50 a year the lessee would be involved in an annual payment of £300, which is equal to £6 a week. If the lessee were to place his name on a Government housing list, after two years he would obtain a house at a rental lower than £6 a week. The effect of this sort of treatment would be to deter people from taking up residential leases, and as the re-appraised values now being made become more generally known, this effect may be cumulative.

To substantiate this hypothetical illustration, I should like to quote figures concerning private houses built in Canberra and Queanbeyan in recent years. During 1953, 124 private homes were built in Canberra and 63 in Queanbeyan - the latter number being slightly more than half the Canberra figure. In 1954, 70 private homes were completed in Canberra, and 58 in Queanbeyan, this time the latter figure being more than three-quarters the number in Canberra. But Canberra has a population approximately four times that of Queanbeyan and that illustrates the point clearly. I hope that I have not dwelt on this subject too long, but it is one of great importance and the Chamber is most concerned that its views on the present method of re-appraisement of lease values in Canberra should be brought to your notice.

THE CHAIRMAN - This matter has been mentioned casually by several witnesses and we are anxious to investigate it thoroughly. Could it be that the letting of only a few leases at a time is attributable not to a deliberate attempt to make money out of them but to the difficulty of roads, sewerage and other engineering problems?

MR. EAST - I agree that that is so.

THE CHAIRMAN - According to the economists, "economic rent" is the unearned increment - the value that accrues on land because of its location and the industries that go on about it. I understand that when leasehold was decided upon for Canberra instead of freehold the idea was that the economic rent should go to the community and not to the individual. That is to say a man could make as much as possible from his land and that was his own, but the value that accrued from the effort to everybody was supposed to be the economic rent.

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rent which should go to the community. Your argument is that the department is extorting a little more than what the economists call "the unearned increment"?

MR. EAST - I think so, especially as the values placed on the land are inflated by the shortage.

THE CHAIRMAN - Do you suggest that business firms would prefer freehold to leasehold?

MR. EAST - Possibly they would, because of the uncertainty of re-valuation.

THE CHAIRMAN - But initially they would have to pay more.

MR. EAST - Yes, initially.

THE CHAIRMAN - Would it not cost them more in the long run?

MR. EAST - In the case of the Civic Theatre, the valuation went up seven times. I calculated roughly what it would amount to in 100 years and the figure is £300,000.

SENATOR VINCENT - What frontage has that theatre?

MR. EAST - About 100 feet.

THE CHAIRMAN - How often are re-appraisals made?

MR. EAST - Every 25 years.

THE CHAIRMAN - A business could make a great deal of money in 25 years.

MR. EAST - Yes, but if it were buying the land freehold it would not increase the valuation to £300,000.

THE CHAIRMAN - Most of the witnesses have said that everybody is satisfied with leasehold. I do not suggest that you should agree with that and if you can produce evidence to the contrary, we will gladly examine it.

MR. EAST - I am pointing out that leasehold may be a deterrent to development.

THE CHAIRMAN - You are saying also that the Government is extorting more than it should.

MR. EAST - Yes, by this system of re-appraisalment.

THE CHAIRMAN - We will certainly examine your proposition in the light of the evidence we have had.

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SENATOR VINCENT - I appreciate your remarks about the increases in re-appraisal. Have you any suggestions for overcoming this problem?

MR. EAST - Do you suggest a system of valuing other than the present system?

SENATOR VINCENT - You suggest that although the department is not intentionally making high appraisals it is, in fact, doing something which amounts to a form of extortion. We would be grateful to hear any solution to the problem.

MR. EAST - The authorities would have to keep in mind that if they want to attract people to Canberra they should not inflate these values unnecessarily or even unconsciously for the purpose of obtaining higher rents. It would be far better to undervalue properties for rental purposes than to adopt the present course.

SENATOR VINCENT - Do you agree that a fair rental should be paid.

MR. EAST - Yes, a fair rental.

SENATOR VINCENT. - That is if you know what I mean by a fair rental - I am sure I do not! What would be the unimproved capital value of a block similar to the theatre block you cited, in a town like Goulburn, for instance.

MR. EAST. - I am afraid I could not give you a figure on that, but I think it could be easily obtained.

SENATOR VINCENT. - Have you any comparative figures?

MR. EAST. - No, I have no figures of comparison between this and other places, because I really do not think that you can compare Canberra exactly with other towns of comparable size.

SENATOR VINCENT. - With regard to valuations, I suggest that that would be one way of ascertaining whether or not the valuation that is now being assessed is too high. Incidentally, I might go so far as to agree with you that the method of computation might not seem fair, but if in the ultimate the assessment was comparable with some other city, then I think that perhaps theonus might rest on you to show that the values are too high.

MR. EAST. - If you take Goulburn, that would be freehold, and an unimproved capital value there, freehold, you cannot compare with a leasehold here, because in 25 years the authorities are going to re-assess that capital value and then recoup it in the next 25 years.

SENATOR VINCENT. - But there are leasehold premises in Goulburn - I suggest that there would be many of them. Did you say that when assessing the rental upon a re-appraisal, the amount of premium is taken into consideration as being portion of the unimproved capital value?

MR. EAST. - The department does not disclose its method of valuation, except to refer to sales of comparable lands, but I assume that they are not referring to sales of comparable land outside the Territory; they must be referring to sales within.

SENATOR VINCENT. - But as close as possible to the land being appraised.

MR. EAST. - But they must be referring to either the values

obtained at auction or isolated transfers.

SENATOR VINCENT. - But they may be making some allowance for goodwill or premium.

MR. EAST. - That is possible, but on the indications they seem rather high.

SENATOR VINCENT. - Has your Chamber endeavoured to obtain from the department the exact method of computation for re-appraisal or otherwise?

MR. EAST. - No, we have not, but, as I indicated, from this extract, two departmental officers who valued certain land differed by £400 in their valuations.

SENATOR VINCENT. - I am not surprised about that, either.

MR. EAST. - But on a block of land that is finally valued at only £975, that is a pretty big difference.

SENATOR VINCENT. - Could I suggest that, to make the picture complete, this committee should have not only your own views but something from the Department, either through you or from the department direct, concerning their method of valuation?

MR. EAST. - That would be very wise. I might say that their methods seemed to change in 1953. For instance, in Braddon there are four comparable blocks, two valued in 1949, one in 1950 and one in 1953. The two valued in 1949 were valued at £240, and the one in 1950 at £260. That seems a fair increase because of the increase in population, etc. But in 1953 another block went up to £400. In all these re-appraisements, if you refer to those in 1953 and 1954 there seems to be a sudden jump of some colossal amount compared with earlier appraisements, and I think there must have been some change of policy in the department in that regard.

SENATOR VINCENT. - What are the terms of rental in respect of land for shops or business premises?

MR. EAST. - The same as residential - 5% of the unimproved capital value for 25 years, and then at the end of 25 years the lease is subject to re-appraisal, and 5% will be paid on subsequent re-appraisements.

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SENATOR VINCENT.- Has the lessee the right to renew the lease?

MR. EAST. - The lease is 99 years, but that is subject to re-appraisement at 25-year periods.

SENATOR VINCENT. - Do you know of any dwelling houses that have had a u.c.v. of £500? I think you gave that figure in your hypothetical illustration.

MR. EAST. - I mentioned one of £975. That was a re-appraisement

SENATOR VINCENT. - For a dwelling house?

MR. EAST. - Yes - and that is not the largest one that I have. I have a note of others at £1,300.

SENATOR VINCENT. - What is the total ground rental and rates paid in respect of that?

MR. EAST. - 5% of £975, which would be £43, plus £43 for rates. It amounts to almost the same, from my experience. That would mean £86 a year.

SENATOR VINCENT. - That is in respect of the rents and ground rental. Would that be a fair example of u.c.v. in respect of dwelling houses?

MR. EAST. - That would be a better type of block. I think £500 would be reasonable. I have mentioned this one in Braddon, valued in 1953 at £400.

SENATOR VINCENT. - What are the cheapest?

MR. EAST. - Going by the upset prices at auction, about £200 or £250. There are possibly some which were leases given in, say 1940, at a much lower value, and they will not be subject to re-appraisement for some years.

SENATOR VINCENT. - Do you think that 5% on the unimproved capital value for a dwelling house block is too high?

MR. EAST. - I have not the Chamber's opinion on that, but I do not think it is myself.

SENATOR VINCENT. - After all, I would expect to pay £500 for a very reasonable block of land in Canberra, and if you want to charge 5% on that, you then have a reasonably steep ground rental for your

dwelling. I am asking whether you think that 5% of the unimproved capital value in perpetuity might not be regarded as somewhat too steep.

MR. EAST. - It certainly does become too steep when these re-appraisements increase so steeply.

SENATOR VINCENT. - After all, I would rather buy the land on a freehold basis. Wouldn't you?

MR. EAST. - Certainly. Comparing residential and business premises, there seems to be no comparison between the actual values of the land.

SENATOR VINCENT. - Do you not think that a distinction should or could be made between the method of computing rental in respect of business premises and in respect of dwelling houses?

MR. EAST. - I think it should be.

SENATOR VINCENT. - Has your Chamber given any consideration to that question?

MR. EAST. - They have considered it, talked about it. I do not think anything has actually been done about it. For instance, it came to our notice that £400 is a reasonable value of a dwelling, but in 1953 one of the blocks at Civic Centre, in Newcastle Buildings, went up for auction. The department had a value of £400 on that. I think that £400 for that block in Civic is cheap, compared with a residential lease valued at £400.

SENATOR VINCENT. - So do I.

MR. EAST. - It is not only the method of re-appraisal, but the relationship between business and dwelling which I think ought to be - - -

SENATOR VINCENT. - Mr. Chairman, could we get some evidence at some stage from the department in regard to this question?

THE CHAIRMAN. - If we get a written statement, would that satisfy you?

SENATOR VINCENT. - It is better than nothing, but I would prefer to have the official here, because it is quite an important subject.

THE CHAIRMAN. - This has cropped up in evidence, because I remember asking one or two people about it. But there has been no conclusive evidence. I certainly think we will need to have some evidence.

MR. EAST. - We can only assume what the particular valuation will be assessed, and we object to what we assume.

SENATOR VINCENT. - But you, as a Chamber, are not really concerned with the price of land to the householder, are you?

MR. EAST. - Yes, certainly. It deters people from coming here. It slows down the development of Canberra. It means that there are less people in the shops to buy.

THE CHAIRMAN. - Mr. Rogers is coming here to-morrow, and I think we could question him on that. Mr. Bullock might inform him tonight that we will want information on that aspect.

SENATOR VINCENT. - I appreciate Mr. East's quandary, but I cannot at the moment see how the position can be overcome while you have the system of re-appraisal based on the unimproved capital value.

MR. EAST. - After all, the authorities can set what the unimproved capital value is of the land. They can put whatever value they like on it. You can appeal against it, but if they put a lower value on it I am sure there would be no appeals.

SENATOR VINCENT. - But I think you agree that the unimproved capital value should be the real value of the land, not some fictitious value fixed in order to get a cheap rental.

THE CHAIRMAN. - The unimproved capital value is not an arbitrary thing; it can be determined. At any rate, we will question Mr. Rogers on that.

MR. EAST. - If the land is not actually sold to people how can you get the real value of it?

THE CHAIRMAN. - The market is the test.

MR. EAST. - Yes.

SENATOR RYAN. - Sales of similar land?

MR. EAST. - Whereabouts?

SENATOR RYAN. - In the vicinity.

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THE CHAIRMAN. - But there is no land sold in the Australian Capital Territory.

MR. EAST. - You could say, "Let us go to Queanbeyan", but I would certainly say that it is not comparable land. If the system they have adopted is the one that we assume, we do object to auction premiums and the like.

THE CHAIRMAN. - I asked one witness could they dispense with auctions and have a ballot. He said that that was quite wrong for land that was obviously of a higher value than some other blocks, or that were known to be choice blocks. He thought that auction was the only way.

SENATOR VINCENT. - Would you say that house rentals are inordinately high in Canberra?

MR. EAST. - Do you mean government or private?

SENATOR VINCENT. - Private.

MR. EAST. - I think they are.

SENATOR VINCENT. - Higher than, say, the outer suburbs of Sydney

MR. EAST. - Possibly not, but I think that rentals in Sydney are also inordinately high.

THE CHAIRMAN. - I do not think they are. In Sydney it is very complicated, because there is a Fair Rents Court, and many people are prevented from raising rents, and others are allowed to do so under certain conditions.

SENATOR VINCENT. - Take a few other comparisons. How about rentals of corresponding houses in Canberra, Queanbeyan and Goulburn?

MR. EAST. - You would find it a lot cheaper in Goulburn and Queanbeyan.

SENATOR VINCENT. - By how much?

MR. EAST. - Well, 25%.

SENATOR VINCENT. - Would you say that one reason for that is the high rental paid on the unimproved capital value?

MR. EAST. - I think that is a factor, and I also think that the high demand for land and dwellings is possibly a more important factor.

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SENATOR VINCENT. - It is very hard to get a proper comparison?

MR. EAST. - Very difficult, and while the force is on Canberra all the time it is going to be increasingly difficult.

THE CHAIRMAN. - We will consider your evidence very carefully, and I thank you for it.

The witness withdrew.

ARTHUR HARDY CORBETT, Professor of Engineering, Royal Military College, Duntroon, sworn and examined.

THE CHAIRMAN. - What is your profession or occupation?

MR. CORBETT. - Professional engineer.

THE CHAIRMAN. - We have not read your statement. I think the best thing to do would be for you to read it, unless you prefer simply to talk rather than read.

MR. CORBETT. - Perhaps I shall interpose a comment here and there in amplification of the statement. I am appearing primarily as chairman for this year of the Canberra Division, Institution of Engineers, Australia. I hope to explain briefly what is engineering, how professional engineers are organised, what they have done in the development of the National Capital, and what they hope to do in the future. At the end of my submission, I shall put forward some essentially personal views based on 27 years of experience as a professional engineer, of which 13 years were spent in industry, 4 years in the army, and 10 years in academic appointments. Perhaps I should add for the purposes of the record that I am not speaking on behalf of the Department of the Army or of the Royal Military College where I am employed at the present time.

In my prepared statement I have given two definitions of engineering, one of which dates back to 1828, and which is as follows -

Engineering is the art of directing the great sources of power in nature to the use and convenience of man, as the means of production and of traffic in States.....

The definition continues to define what we now consider to be the work of the civil engineer. A more recent definition of American origin recognises specifically that man is one of the most important sources of power than nature. It reads -

Engineering - the art of organising and directing men and of controlling the forces and materials of nature for the benefit of the human race.

The Institution of Engineers, Australia, is a body corporate constituted by Royal Charter granted by George VI in 1938. The grant of that Charter was in accordance with the tradition established by

Charles II when he granted the first of these Charters to the Royal Society, which then included engineers as well as scientists. The main objects for which the Institution was constituted are set out in the Charter, a copy of which is tabled. They include (a) raising the character and status and advancing the interests of the profession of engineering; (b) Increasing the confidence of the community in the employment of recognised engineers; and (c) encouraging the study of engineering and improving and elevating the general and technical knowledge of the profession.

The Royal Charter makes specific provision, I think, for an occasion such as this when it states that one of the objects of the Institution is "To originate and promote improvements in the law for the purposes aforesaid". The Institution is managed by a council of which I am a member. The members of that council are elected annually and are representative of the various divisions - not unlike the Senate, on a small scale. There are at present eight divisions, one in each State capital, together with those in Newcastle and Canberra. The affairs of each division are administered by a committee which is elected annually. The present strength of the Institution is just over 10,000. Membership is increasing at the rate of 550 per annum. Canberra is the smallest division, with a strength of only 70. The annual reports of the Institution, and of the Canberra division, for the year 1954 are tabled. It will be noticed that one-half of 1% of Australian engineers are in Canberra. That is roughly proportionate to Canberra's share of the Australian population, but it does seem to us that we might have more than our fair share of engineers if Canberra were to develop at the rate that seems desirable.

In May 1954, the conference of Engineering Institutions of the British Commonwealth met in London. It was the third meeting, and at each the Australian Institution has been represented by its President and Secretary. I should like to quote

extracts from two resolutions of the London conference of 1954. The first deals with the future supply and demand of professional engineers. The conference pointed out that the demand seemed likely to outrun the supply. I think we can take it for granted that in all countries at the present time the demand for professional engineers is well ahead of the supply. I shall not read the resolution in detail; I think the first and fourth paragraphs of the first resolution perhaps are relevant here. The first paragraph states that the professional outlook and high qualifications possessed by members of the professional institutions should be emphasised on all suitable occasions. The fourth paragraph states that we should co-operate with approved educational establishments in securing full facilities for an adequate number of engineering students. I shall make further reference to that later. With regard to the second paragraph of this resolution, I might add that we have no complaint with the practice of Commonwealth departments who, in advertising for engineers, invariably refer to the examinations conducted by our Institution as a standard which applicants must meet.

Recommendation 54/4 which deals with the conservation of natural resources, suggests, in paragraph (3) -

that the Constituent Institutions constantly work to the end that organisations, authorities and industries with the conservation and the best and most economic use of natural resources, are under the direction of persons with suitable engineering for scientific qualifications and training for this purpose.

I am emphasising that, because later I shall make a suggestion with regard to the future local government of Canberra.

The Institution of Engineers, Australia, co-operates with international, Commonwealth and State instrumentalities in pursuit of common aims. For example, it is at present assisting the Department of Labour and National Service in a survey of professional engineering resources throughout Australia, and has assisted in the management of the Standards Association of Australia from its foundation. Those are activities in which the Institution

engages as a body corporate as apart from the activities of its individual members.

I now refer briefly to some points in relation to the achievements of engineers in Canberra that seem to be outstanding. The city has one of the best water supplies in the world. Recently, two schemes for augmenting that supply were prepared by engineers and, when a choice had been made by Parliament, work on the site of the chosen scheme was pushed ahead and is in progress at this moment. Every house in Canberra is connected to the sewer as it is erected. This feat, which has not been equalled elsewhere in Australia, has resulted from the advance planning of main sewers and treatment works, as well as a network of small pipelines in each new suburb. I need hardly emphasise the difference between conditions here and those in the capital cities where new suburbs are being built. Every house in Canberra is connected on completion to the electricity supply system. This service is possible only because the electrical system between the house and the generating station has been built up in advance to carry the increased load. That may not be noticed by the layman who perhaps assumes that the existing system can carry an indefinitely increasing load, whereas it is due to good planning. Other works for which professional engineers are responsible include the concrete and steel frames of large buildings, central heating, systems of communication and the provision of roads and bridges.

I refer now to shortages in Canberra. It is understood that your Committee has been informed of a shortage of professional engineers in Canberra. We at Duntroon have experienced great difficulty in filling vacancies in the engineering department at the Royal Military College, for which I am responsible. I believe that the reluctance of engineers to accept appointments in Canberra is due to (a) delay in obtaining housing; (b) fear of professional and intellectual isolation; and of (c) restricted opportunities for advancement. I believe, too, that similar

factors may operate to discourage engineering contractors from operating in Canberra. Another factor of importance to contractors is the intermittent supply of money resulting from the present system of annual budgets. I might add that the question of the annual supply of money has been before our Institution on a number of occasions in recent years. Some of our senior members are heads of large State instrumentalities. In the State capitals the diversity of orders from private enterprise and from Government instrumentalities enables a contractor to hold his staff throughout the year. In Canberra such a diversity of orders is lacking. I spent 6 years with a major contractor in Sydney, and I am not unaware of the point of view of the private contractor.

The professional institutions and associations of scientists are playing their part in breaking down the feeling of isolation to which I have referred. Engineering is essentially team work, and every engineer feels the need for an occasional change of ideas with other engineers of similar interests. The Canberra division arranges whenever possible for eminent engineers from other States to deliver lectures in Canberra, and in April 1956 a National Conference of the Institution will be held here. We expect that that conference will bring about 300 visiting engineers to Canberra and that we will have an excellent opportunity to exchange ideas with them on that occasion. Engineers who do move to Canberra are usually contented, and they may find that promotion is more easily obtained here than in larger centres. In putting the reasons for that reluctance before you, I have tried to represent what is in the mind of a man who is contemplating a move to the city. Nevertheless, Australian engineers are reluctant to come to Canberra. I believe that further efforts should be made to recruit engineers and architects in Great Britain, and that a sufficient number of houses should be reserved to meet the requirements of the number of engineers and others who must be brought to Canberra if the city is to grow at the desired rate.

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In other words, portion of the present Canberra should be set aside and used as a "construction camp" for those who are planning and building the greater Canberra of the future.

I now refer to Canberra as an educational centre. In the long view, the best way to provide engineers and architects for Canberra is to train them here. Canberra has great potential as an educational centre. If a bold policy were pursued in the next 10 years, it could become the home of professional schools serving the Southern Tablelands as Armidale is serving the north. For many years, Canberra has been the home of two professional schools which serve the whole of Australia and New Zealand. I refer to the Forestry school and the Royal Military College. The Australian National University is being built up to meet the national and international need for top-rank scientists and scholars, but the need to train professional men for local requirements should not be overlooked.

SENATOR VINCENT. - I take it you are referring to the University College?

MR. CORBETT. - Yes. It is functioning to satisfy portion of the present requirements, but it does not cover the whole field. The views set out on page 4. of my prepared statement are essentially personal views. It would hardly be possible for a division such as the Canberra Division of the Institution to frame ideas, so I have put forward my own as a basis for discussion. I shall deal with local government in Canberra first. In Canberra we are faced with two distinct sets of problems - (a) those relating to the building of the city of the future, and (b) those relating to the welfare of the citizens already resident in Canberra, citizens who may or may not be concerned with the building of the city of the future.

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MR. CORBETT (Continuing) - In many cases requirements under (a) are in conflict with those under (b).

SENATOR VINCENT. - Could you elaborate on that proposition before you continue?

MR. CORBETT - As I see it, one section of the community here is carrying on the business of government and supplying all the goods and services which we require. Those people, except in a very general way, are not specifically concerned with what Canberra will be like in another 50 or 100 years. On the other hand, there is a body of citizens who are concerned with building the future national capital. I do not know whether people devote themselves wholeheartedly or full time to this, but I think that many engineers and architects would, in fact, fix their minds on the future rather than on the present. I think that those two groups of citizens have essentially different viewpoints and problems. To make a homely comparison, we might take the case of a man who has just received his weekly pay envelope. He can either put it away in the bank for future requirements or he can spend it immediately on some amusement or amenity that he requires. I think that Canberra generally is in that quandary whether to take the short term view or the long view.

Under the Australian way of life the elective municipal council seems to be the best organisation for handling type (b). One of the major functions of a municipal council is to direct the activities of engineers who plan and construct and maintain the works and services desired by the citizens. The construction of major works, including housing, for future use, should be vested in a Commission, for which the Snowy Mountains Authority would serve as a model. It would be essential to have a high proportion of engineers with proved managerial ability and of architects on such a Commission. This would be in accordance with the London Conference Resolution 54/4 quoted above, and the proven practice of many public authorities in Australia. There would not be harmful competition between such bodies - the local government body being responsible for day to day services, for maintenance, and for

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short-term projects, and the Commission being responsible for overall planning and for the construction of major works.

If I might elaborate this two-fold division of responsibility - it seems to me to exist at present in many places. In Coona the Snowy Mountains authority is building for the future, but its staff and employees who live in Coona are cared for by the municipal and shire authorities, and, I think, by a county council. In many State capitals municipal councils look after the ordinary needs of the citizens and the major works are constructed by the large public authorities such as the Department of Public Works, the Main Roads Board, the Water & Sewerage Authority. Regardless of the type of construction authority, I would stress that maximum efficiency can be obtained only by the adoption of the following principles:

- (a) the provision of basic finance to the construction authority for several years in advance;
- (b) Co-ordination of architectural and engineering planning, and the completion of all planning before construction is commenced;
- (c) 'horizontal links' between planning and construction teams;
- (d) bulk buying and the carrying in Canberra of adequate stocks of materials and fittings for all projects in hand;
- (e) adequate and highly-trained supervision at the foreman level.

The provision of basic finance harps on the old point about the difficulty of the annual budget but it seems to me that even if the entire sum could not be made available and a basic amount guaranteed for several years in advance it would greatly help all constructing authorities and others who rely on them to live in a more stable atmosphere. My reference to "horizontal links" relates to informal liaison between the people who plan and the people who construct. I mention these five points because it has come to my notice, as a comparative outsider but a well-informed observer that these things are not always observed in the execution of work in Canberra.

As a personal opinion, I would express the hope that in the

future development of the Canberra plan the needs of the services - the Navy, army and Air Force be fully integrated with other community needs. In the past some mistakes have been made that will be costly to rectify. As far as I am aware, no machinery exists at present to co-ordinate the development of the service establishments with that of Canberra.

THE CHAIRMAN. - Are you definitely recommending that an engineering school be established at the University College?

MR. CORBETT. - I think that the University College should plan in that direction and that it should be feasible in, say, the next ten years to bring it into being. It depends on the development of a department of mathematics and departments of physics and chemistry.

THE CHAIRMAN. - At present the University only has a Faculty of Arts?

MR. CORBETT. - Yes. They are moving very cautiously in the direction of science.

THE CHAIRMAN. - Have they not a Faculty of Mathematics in the Arts Department? Higher mathematics?

MR. CORBETT. - They advertised for a Professor of Mathematics, but he has not arrived yet.

THE CHAIRMAN. - You think that that would be something to envisage in the not remote future?

MR. CORBETT. - Yes.

SENATOR VINCENT. - I heartily endorse those remarks.

THE CHAIRMAN. - Are you aware that the Advisory Council has recommended that we should not establish municipal government?

MR. CORBETT. - No. I have not seen its report.

THE CHAIRMAN. - It wants a legislative council for the whole Territory. I am glad to have your view so that we can consider the balance between the two.

MR. CORBETT. - I must admit I did not take the opportunity of appearing before them.

THE CHAIRMAN. - It might have helped. I take it that you

have discussed this matter with the University College?

MR. CORBETT.- The Institution of Engineers as a body, approached the University College some years ago and made representations along those lines.

THE CHAIRMAN.- Could you give us some ideas of the scope of your own work at the Royal Military College - as to the kind of training the engineers have there, how many there are on your staff and so on?

MR. CORBETT.- Yes, we train engineers for those sections of the Australian Army for which professional engineers are required. The scope of our work is the first and second year of the ordinary University course. The cadets spend four years in Duntroon. Half of that time is devoted to academic work that is equivalent to two calendar years at the University in engineering.

THE CHAIRMAN.- Does every cadet do that?

MR. CORBETT - Only those who are selected. Unfortunately, we cannot get the number that we would like to have in the engineering course.

THE CHAIRMAN.- Is there some basic engineering course for the cadets?

MR. CORBETT.- Yes, in military engineering, but that is not done in my department. It is done by a military engineering officer.

THE CHAIRMAN.- How many have you on your staff?

MR. CORBETT.- I have one lecturer at present and another has been appointed but has not yet arrived. In the first and second year of engineering a lot of time is given to mathematics, physics and chemistry. Those subjects are taught by other departments at Duntroon.

SENATOR VINCENT.- I am interested in your remarks about the need for Under-graduate University training in Canberra. I note that at Duntroon you achieve first and second university training in engineering. It seems to me that engineering training at the University College is one of the essentials. I would appreciate your comments on whether consideration might be given to using

the Duntroon services in collaboration with the University in the early stages of forming a university school in Canberra. Would it be impracticable?

MR. CORBETT. - It would be largely a question of policy, in which the Minister for the Army would be concerned. It would be a "policy problem," rather than an academic problem.

SENATOR VINCENT. - There is no academic problem so far as you are concerned?

MR. CORBETT. - There would be problems because our present time-table is arranged entirely to meet the needs of the cadets but we have the staff and the equipment and the building and those things are all expensive.

THE CHAIRMAN. - It would be quite possible to take other students?

MR. CORBETT. - Subject to the approval of the Department of the Army, I could see no objection to it. Some of the great universities of the United States have been built up by a Federation of several small colleges. The Forestry School here is carrying on work at a tertiary level. The students do two years in the Australian universities, come to Canberra for two years and then go back to their home State to get a degree. We do work at the tertiary level. The Canberra Technical College is co-operating with the New South Wales University of Technology staff. Thus there are, in addition to the University College, three other organisations in Canberra working along similar lines. I have always imagined that there might be some sort of federation of them.

SENATOR VINCENT. - You have mentioned that the needs of the services should be co-ordinated with civil needs. Could you elaborate that proposition?

MR. CORBETT. - I am assuming that the present service establishments will always stay here. I suppose that there is no reason why the Royal Military College must be in Canberra, but it would be very costly to move it. If we assume

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that it will stay here I feel that it should be planned as an integral part of the Canberra scene. Similarly, the wireless stations required for communication with the rest of the world should be regarded as an integral part of the seat of government. I am not sure as to whether the Air Force need stay here or not, but as a private citizen I would like to see that all planned as part of the future for Canberra.

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SENATOR VINCENT - Do you think there is anything lacking in the planning of Duntroon which we, as a committee, should consider for the purpose of future development?

MR. CORBETT - Some of the mistakes of the past are obvious. For example, the narrow winding road which you gentlemen traversed to the airport runs through the centre of the Duntroon area. I assume that, eventually, in the interests of either Duntroon or road safety, that will have to be improved.

SENATOR VINCENT - You say that "in Canberra we are faced with two distinct sets of problems - (a) those relating to the building of the city of the future, and (b) those relating to the welfare of the citizens already resident in Canberra." You went on to say that citizens under (a) may not be concerned with the problems of citizens in category (b). Would you agree if I suggested a third problem arising in Canberra from the fact that this is a Federal Capital - that certain aspects of the growth, development and administration of the city are in fact national, and not local problems.

MR. CORBETT - I would heartily agree with that. What I referred to as "the city of the future" is that it is a national capital and consequently presents national problems.

SENATOR VINCENT - Would you say that the problem of local government then becomes somewhat complicated?

MR. CORBETT - Yes, I would agree with that. That is why it seems to me that the separation might achieve something. We might have some form of local government to look after current problems, and the national capital should be built by an independent authority instead of the two being interwoven as they are now.

SENATOR VINCENT - But surely the problems of the national capital relate to both these other factors - I think they are complementary.

MR. CORBETT - Would you rather not separate them?

SENATOR VINCENT - I cannot, because the welfare and housing of the aggregate total of civil servants here is a national problem. It may be regarded by some as relating to local government, but in T.1.

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effect it could have a national flavour.

MR. CORBETT - I would agree that if we had what I called a municipal council here it would undoubtedly derive a good deal of its revenue from the Commonwealth Government, and the Commonwealth Government might well feel entitled to supervise the way that revenue is spent.

SENATOR VINCENT - It would not be a traditional or usual local government authority, would it?

MR. CORBETT - I do not think that sufficient revenue could be obtained in the form of rates to carry on the traditional type of municipal government.

SENATOR VINCENT - Would there not be difficulties associated with the identifying of various tasks as between local government and other government? For example, take the roads in this city. Would you say that the construction and maintenance of roads was a function of the local authority or of some other authority on behalf of the national capital, or should there be some division of responsibility in respect of roads?

MR. CORBETT - From an engineering point of view it would simply be subdivided this way: the Commission would build the road and hand it over to the municipal council for maintenance purposes.

SENATOR VINCENT - Would that practice apply to all roads?

MR. CORBETT - I think so. That happens in the Department of Works now. One team builds the road and another is responsible for its day-to-day maintenance.

SENATOR VINCENT - I was interested in your remarks under the heading "Efficiency". You say that maximum efficiency can be obtained only by adopting certain principles, including the provision of basic finance to the construction authority for several years in advance. We have come across this problem constantly in this committee. Personally, I incline to the belief that we cannot get away from the traditional method of budgeting adopted by the government. I will not go into reasons why that is so, but they become obvious. The mere fact that it rains in winter and crops are grown and produced annually makes it necessary for annual budgeting.

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Have you any suggestions as to how this basic finance can be made available, having regard to the fact that from year to year governments are perhaps obliged either to increase or reduce the amount available for works and services in a given area?

MR. CORBETT - I am not sure how the Constitutional problem can be overcome. But assuming that there are peaks and valleys in the amount made available each year for specific jobs, I suggest that a line should be drawn through the bottom of the valley and the constructing authority promised that ^{for} five years ahead they can have £1,000,000 for construction work, and if in any year the revenue is good they may have an extra £1,000,000 that year. They are then guaranteed a basic amount of finance.

SENATOR VINCENT - Would not that system have the same ill effects as are now apparent because additional men would be employed and dismissed at the end of the financial year and the quantum of work done would fluctuate from year to year exactly as is now apparent?

MR. CORBETT - There will always be some disadvantages, but that extra money might be taken care of by overtime and a floating population, whereas the permanent population of carpenters, bricklayers and joiners could be paid out of the basic finance.

SENATOR VINCENT - Would you suggest that we press for a minimum vote each year?

MR. CORBETT - Even if it were only a paper promise I do not know whether it would be worth anything, if the department could do such a thing.

SENATOR VINCENT - We have had advice that it can.

SENATOR WOOD - It would give the constructing authority a permanent basis to proceed with certain works on a broad level.

MR. CORBETT - I am sure that every engineer finds these problems a major headache.

The committee adjourned until 10 a.m. tomorrow.

SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF

CANBERRA

MINUTES OF EVIDENCE

Taken at Canberra

FRIDAY, 1st JULY, 1955

PRESENT:

Chairman (Senator McCallum)

Senator Vincent.

Senator Ryan.

Senator Wood.

JOHN ANGUS MURRAY ARMITAGE, of 4a, Onslow Avenue, Elizabeth Bay, Sydney. Secretary of the Australian Trade Products Association of 12 Castlereagh Street, Sydney and

ALLAN LESLIE GULSON, Sydney Road, Goulburn, General Manager of Gulson's Brick Company, Goulburn and councillor of the Australian Trade Products Association, sworn and examined.

THE CHAIRMAN. - I understand you have a statement to make, Mr. Armitage?

MR. ARMITAGE. - I have a short statement to make. The Australian Trade Products Association of which I am the secretary, represents 90% of the clay manufacturers, or ceramic manufacturers, in the Commonwealth. They are principally engaged in the manufacture of house bricks, roofing tiles, stoneware pipes and fittings, sanitary ware, insulators, and the various pieces of ordinary domestic pottery and other incidentals that are part and parcel of the clay industry. The members of the council at their last meeting instructed me to come to Canberra and advise this committee that the resources of the clay industry are available for any consultation in relation to the development of Canberra where the specialised knowledge

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of the clay manufacturer in regard to production and incidentals is required. At present the materials are being supplied from members of the Association mainly in the Sydney, Bowral and Goulburn areas. Any increase in the requirements of building materials for Canberra would occasion a step-up in production by plants which are already in operation. The plants in operation^{which} are within reasonable proximity of Canberra are, with the exception of Gulson's Brick Company of Goulburn, wholly brick manufacturers. They are, of course, on the South Coast and in the Western Districts around Yass, Gundagai and Wagga. The members of my association feel that with increased capacity it would be better to develop plants which are at present manufacturing and have the know-how of manufacturing from the clay deposits they are working than to open up fresh deposits and form new methods of manufacture. It would be necessary to step up pipe production in Sydney to supply any greatly increased stoneware pipe requirements in Canberra, as they are already being supplied through the agency of the Punchbowl Brick and Pipe Company Proprietary Limited in Canberra.

We have a considerable amount of propaganda regarding the superiority of the salt-glazed pipe over the substitute pipe, which I do not wish to give to the members of the committee. That is entirely a matter for the department which is concerned with the expansion of the building contracts.

SENATOR WOOD. - What do you mean by "substitute" pipe?

MR. ARMITAGE. - Concrete, or asbestos cement. My council had no wish to make this visit of mine to Canberra a visit for propaganda purposes. It wishes purely to aid the members of the committee in any way possible because we feel that it is more or less our national duty to come here. Messrs. Baker and Gulson, the two local brick manufacturers, have come here with me to support the views of the council as expressed through me.

SENATOR VINCENT. - On the supply position?

MR. ARMITAGE. - The supply position, or what we can do to give you supply. By the way, floor tiles and wall tiles are in very short

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supply, and have been for some time, on the Australian market, and it is necessary to rely not only on the Australian manufacturer for those, but also on the English imported product. We have not been able to quite conquer the difficulty of manufacture and the difficulty of price as opposed to the imported tiles.

SENATOR VINCENT. - Do you refer to bathroom tiles?

MR. ARMITAGE. - To bathroom and kitchen tiles. In connexion with the ordinary roofing tile we have stepped up production very considerably not only in New South Wales but also in other States as a result of the importation of 45 Italian-type machines which the tile companies have imported since the war.

MR. ARMITAGE (speaking). - The mechanisation of the rest of the industry is proceeding at a satisfactory rate on the pipe making side, and the brick side is proceeding perhaps a little more slowly. The question of the expansion of the plants at present in operation is a matter for the consideration of two points. Those two points refer to capital and labour. We are not so much concerned with capital, but in Victoria, New South Wales and South Australia the labour position in the clay industry is very serious. Those remarks refer particularly to the house brick-making side of the industry. Mr. Allen Gulson has carried out certain research into the depreciation of certain types of buildings, and he will put the results of that research before this committee. The only other matter that I desire to raise is that we have only to look at the contrast between the buildings in the new suburb that is being built on the road to Government House, and the buildings in the older parts of Canberra, to realise that if the planners of this city are not very careful they will have to replace the houses at present being built within a very short space of time.

SENATOR VINCENT. - Why do you say that?

MR. ARMITAGE. - Because of the types of material of which the new houses are being built.

SENATOR VINCENT. - Are the materials inferior?

MR. ARMITAGE. - The effect of time on the materials being used will be serious. Fibro cement will crystallise over a number of years. When it is new and has not properly set it can be nailed and treated with a certain amount of rough handling. But, after it has been exposed to the weather for four or five years, you find that you have to drill it in order to put a nail through it.

SENATOR VINCENT. - What would be the life of the material that you referred to?

MR. ARMITAGE. - Mr. Gulson has worked out the depreciation on a fibro house.

MR. GULSON. - The life of a fibro house is 30 to 40 years according to the accepted figures that are worked on by insurance companies, banks and lending societies. That is also my figure, which I have obtained by consultation with the organisations that I just mentioned.

THE CHAIRMAN. - What is the life of a good brick house?

MR. GULSON. - Between 90 years and a 100 years.

SENATOR WOOD. - There are many fibro houses built in the north of Queensland. Why do you say that fibro depreciates so quickly?

MR. GULSON. - Because of the structure of the material, and that it is not designed to resist changing weather conditions. It is apparent to anybody who is looking at a batch of fibro houses that they are deteriorating rapidly in comparison with brick houses.

SENATOR WOOD. - Would the changes of weather crack fibro cement sheets?

MR. GULSON. - No, not unless the fibro were damaged or knocked. Fibro loses its appearance.

SENATOR VINCENT. - You are now talking of exterior walls?

MR. GULSON. - Yes.

MR. ARMITAGE. - The fibro deteriorates because the bonding agent used is cement. Although the method of making cement has vastly improved during the last 25 years, the components of the cement remain the same. Until the lime content of the cement is altered there will be natural deterioration of the cement. Of course there are some cements made of other material, such as refractory cements which, of course, are used for other purposes. From my experience of 20 or 30 years, fibro cement deteriorates because of the cement in it. The cement crystallises. There are also fibres in fibro cement, and those fibres come from mineral deposits in Western Australia which are worked by C.S.R. and Wunderlich. Those fibres will not deteriorate, but the bonding material will. Fibro cement is made like paper. The batch is made, examined by a chemist, and then rolled on a blanket and shaken flat.

The complete fibro sheet is then rolled, stamped and cut by a guillotine.

SENATOR VINCENT. - What do you say about wooden walls?

MR. GULSON. - The rate of depreciation of a weatherboard house is estimated by banks, insurance companies, building societies and estate agents as 50 to 60 years.

SENATOR VINCENT. - Is that also your estimate?

MR. GULSON. - I am not an authority, but I have conducted an investigation of the authorities.

SENATOR WOOD. - In north Queensland wooden buildings predominate, and they seem to last longer than that time.

MR. GULSON. - That is probably so, but they deteriorate very quickly unless there is a lot of maintenance work done on them. They ultimately reach the time when it is not economic to maintain them.

THE CHAIRMAN. - What would you say is the life of a stone house - 1,000 years?

MR. ARMITAGE. - The quality of stones varies. Stone used in the Blue Mountains flakes off after a while, The sandstone used in Sydney buildings also flakes and has to be repaired. However, there is a sort of granite used in Melbourne which lasts a long time. Then there is the soap stone from Mt. Gambier which hardens while it is exposed to the weather. However, it is interesting to note that in parts of India, especially in Delhi, I have seen sunburnt mud houses at least 500 or 600 years old. The walls of those buildings are made of pressed mud, and the only hardening agents appears to be the frequent applications of lumps of cowdung which are pressed on the walls and left to dry. The people there now sometimes render the outside walls with a lime whitewash. The Indians are great users of lime. They use it to preserve the hulls of dhows and other ships because the lime counteracts the action of tropical insects.

MR. GULSON. - I have come here to support our secretary, Mr. Armitage, and to assist to provide an article which we believe

will enhance the beauty of Canberra and be of value to its building programme. I now refer to Senator Vincent's comment about stone, and to the chairman's question in that regard. A 11 clay bricks, when properly burnt, turn to stone and are permanent and lasting. They are virtually indestructible. In brick there is a life of 100 years, beauty, a variety of permanent colours. Buildings of brick are less exposed to the risk of fire, they are far more permanent than timber and other houses, and they are the cheapest in the long run. At the end of 15 years they are cheaper than other houses, if insurance, painting and depreciation are taken into consideration. Banks, building societies, and insurance companies all show preference for brick buildings, and advance more money and allow a longer period of repayment. I reiterate that those authorities consider that a brick house has a life of from 90 to 100 years, a weatherboard house from 50 to 60 years, and a fibro house from 30 to 40 years.

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MR. GULSON (Continuing) - Briefly, to put this statement in another form, it would be necessary to build almost three fibro houses or more than one and two-third timber houses to last as long as the one original brick house. From an economic viewpoint, it is obvious that any further comparison between the three types is odious. However, I think that the most important and crucial point, and which is an alarming piece of evidence that must be given the most serious consideration if this nation is to be housed as well as it is today, is this: It is a well-known fact that in the past a preponderance of brick houses has been built, and that they are expected to last from 90 to 100 years. Unless we continue to erect large numbers of solid long-life brick houses, we will find in a generation or two that, because of obsolescence of the temporary type of house being erected in ever-increasing numbers today, we will have to erect two or three times as many of these in order to satisfy our needs as they exist today. Even with this rate of home production, in years to come we will not be one bit better off than we are today. That rate of production will make no provision whatever for our expanding population and for our immigration programme, due to the high rate of depreciation of the other two types of houses. That is something that we must consider very seriously. I cannot imagine that we will increase our house production programme in about two or three generations' time and at the same time have to produce at least three times as many houses as we are producing today.

THE CHAIRMAN. - When you refer to 100 years, you are speaking of an ordinary cottage? There are brick buildings in London that are over 300 years old. I suppose they have had to be re-constructed inside, but the walls have stood up very solidly.

SENATOR WOOD. - I should imagine that the estimate of 90 or 100 years would be on the conservative side.

THE CHAIRMAN. - Do not answer this next question if you do

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not want to. We have already had evidence about it. Can you tell me whether the bricks produced in Canberra are of inferior quality to those produced in New South Wales?

MR. ARMITAGE. - Being quite fair to the brick-makers of Canberra, I have to say "yes".

SENATOR VINCENT. - Yes they are, or yes they are not?

MR. ARMITAGE. - They are inferior to others - not the others, but others - produced in New South Wales. Extending from north of Sydney down as far as Bowral, is a band of shale known as Wannamatta shale. With that, they use the dry press method. The shale is extracted from the pit, it is placed into the crusher, ground up and made into the required material, water is added, and then it goes into the machine where the pressing or stamping out of the brick is done.

THE CHAIRMAN. - It has not to be baked in the kiln?

MR. ARMITAGE. - After the brick is made, it goes to the kiln.

SENATOR VINCENT. - Is the quality of the bricks here due to the materials that are used, over which of course we have no control, or is it due to bad workmanship?

MR. ARMITAGE. - It is due first of all, I should imagine, to the enormous quantity of lime that exists in the Canberra area.

SENATOR VINCENT. - In the soil?

MR. ARMITAGE. - Yes, in the soil itself. In fact, I think £40,000 compensation was paid to Whiting and somebody else for the lime deposits that existed under the surface of the land when they resumed the land for the Federal Territory. Outcrops of that are evident in the Canberra pit. Lime will distort the material in the baking.

THE CHAIRMAN. - Is this good clay that you speak of comparatively rare, or are there abundant supplies of it?

MR. ARMITAGE. - It exists, as I said, from Hornsby through to Bowral. I do not know of any other deposit in the vicinity between there and Canberra. I do not know whether there is any at Goulburn.

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MR. GULSON. - We have not the Wannamatta shale at Goulburn.

THE CHAIRMAN. - It is a fairly thick band? There is plenty of it?

MR. ARMITAGE. - Yes.

THE CHAIRMAN. - You could establish the brickyards anywhere there?

MR. ARMITAGE. - Yes. There is the other kind of shale which is a semi-plastic or plastic shale, and that is where you get the difference in the making. You get away from the dry-press method, which allows a quick turnover in brick production, to the wire cut method by which the clay is pugged up, as they call it, with machinery after it has been crushed and all the lumps taken out of it. Then it is extruded in a column which comes off a table and is cut into the shape of a brick by a wire that comes down. That is then taken out into a shed and dried. In Melbourne, they have the semi-plastic which allows them to treat the clay by the dry-press method, but they have to be very careful with it still.

SENATOR VINCENT. - Are all the New South Wales bricks of the same standard?

MR. ARMITAGE. - No.

SENATOR VINCENT. - Are all of them superior to Canberra bricks?

MR. ARMITAGE. - In regard to the Clark kiln at Reevesby, which was a new kiln they brought out, I do not think so. The State Brickworks that are operating at Homebush Bay are the same as the other brickworks which have been operating in Sydney for the last 50 or 60 years.

SENATOR VINCENT. - So you have the variations of quality in Sydney too?

MR. ARMITAGE. - We have variations all over Australia.

THE CHAIRMAN. - Is the brickmaking industry keeping pace with the demand for building?

MR. ARMITAGE. - It has its fluctuations. I should say that the brickmaking industry could expand very comfortably. In other words, the industry itself, because of the advent of the war and the

dispersal of the teams through the various services and the diversion of labour to priority industries, has been sadly depleted of labour. On the other hand, we have a survey conducted by the Department of Secondary Industries in New South Wales which gives the life of some pits ranging from 5 years to 30 years. It became a question about whether they should spend more money in expanding the production of a pit that was going to last say 15 years, which would have the effect of reducing the life to 7 years, at the end of which time they would have a big kiln worth £6,000 or £7,000 useless.

THE CHAIRMAN. - Is the industry under-capitalised? Do you think there is room for more people to go into it? Do you think more pits should be opened? Whether that is done by existing companies or new companies is immaterial.

MR. ARMITAGE. - Yes, I do think so, but the trouble is to get them.

THE CHAIRMAN. - To get people to undertake the work?

MR. ARMITAGE. - To get people with the know-how.

THE CHAIRMAN. - The skilled people?

MR. ARMITAGE. - Yes, the skilled people with the know-how.

The industry is very short of recruits. It comes back to the question that the clay industry has always been regarded as a poor industry. In other words, it is stated that they take the clay out of the ground, put it through a machine, into a kiln and bake it, and it does not cost anything. A man who lays 1,000 bricks in a day obtains as much for that work as does the brick-maker who has spent 14 days in extracting the clay from the pit, putting it through the machine, and using his capital to manufacture the bricks.

THE CHAIRMAN. - The prices are not fixed, are they?

MR. ARMITAGE. - No. They were subject to price control, of course, for a long time.

THE CHAIRMAN. - But that has passed.

MR. ARMITAGE. - That was only two years ago.

THE CHAIRMAN. - Has there been any expansion in those two years?

MR. ARMITAGE. - Yes. In 1952-53 production expanded from 7,000,000 to 8,000,000. The 1954 figures will show an increase on that.

SENATOR VINCENT. - Has the industry given consideration to establishing a brickworks in Canberra, having regard to the increase of population that is about to take place?

MR. ARMITAGE. - That would be the subject of very careful consideration by the brick-makers themselves. I think they would prefer to study both sides of that question, and whether they should expand the works that are already operating in the vicinity or in Canberra itself rather than open up new works and proceed with new deposits. You cannot build your plant and then say, "Let us take the clay out and put it through the plant". You must build your plant to suit the clay.

THE CHAIRMAN. - Are the present methods up-to-date? Is there any lag?

MR. ARMITAGE. - We are subject to a union darg in New South Wales which reduces it to approximately 9,600 bricks, which has a very serious effect upon production.

SENATOR RYAN. - Is that daily or weekly?

MR. ARMITAGE. - Daily or weekly, or any way they like to apply it. The commencing hour is about 7 o'clock and the finishing hour about half past two.

SENATOR RYAN. - Is that less than applied pre-war?

MR. ARMITAGE. - Yes. With the reduction of hours from 44 to 40, they brought the production down from 11,000 to 10,000. That does not refer to manufactured bricks out of the kiln. That figure represents green bricks off the machine. If they are broken between the machine and being set in the kiln where they are burnt, they are still regarded as made bricks. That is part of their darg. There are, of course, other yards that are working well.

SENATOR RYAN. - By comparison, is the man-power the same?

MR. ARMITAGE. - How do you mean?

SENATOR RYAN. - The employment figures.

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MR. ARMITAGE. - The employment figures would be approximately the same.

SENATOR WOOD. - Is it your opinion that without the darg the production rate per man would be increased considerably?

MR. ARMITAGE. - I should say by at least 1,500 for each machine, with comfort.

SENATOR VINCENT. - What would that be in terms of total production in New South Wales?

MR. ARMITAGE. - It would be an increase of approximately one-sixth. It would mean another one and a third million bricks in a production of 8,000,000.

SENATOR VINCENT. - Each week?

MR. ARMITAGE. - One and one-third million bricks per annum. That would be for a 45-week year.

MR. GULSON. - You mentioned a production figure of 7,000,000 to 8,000,000. What was that?

MR. ARMITAGE. - That is over-all State. That should have been £7,000,000 or £8,000,000.

MR. GULSON - Per year?

MR. ARMITAGE. - I beg your pardon. That was the money value.

SENATOR VINCENT. - You are losing one-sixth of your production because of the darg?

MR. ARMITAGE. - Yes.

SENATOR RYAN. - What is the comparable cost of production pre-war and now?

MR. ARMITAGE. - I suppose it has expanded by at least 400%, or even 500%.

SENATOR VINCENT. - That is partly because of the darg?

MR. ARMITAGE. - And the various other factors that have come in.

SENATOR WOOD. - Because of the darg, the union is raising the cost of construction and really harming itself in the long run?

MR. ARMITAGE. - Yes.

SENATOR RYAN. - What is the quality of brick production?

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MR. ARMITAGE. - It was very bad four years ago. It has improved out of sight.

SENATOR RYAN. - With the darg, it is taking them more time to produce a better article?

MR. ARMITAGE. - The darg has been in operation for many years, and as the hours have been reduced so the darg has been reduced.

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SENATOR RYAN - Have any of the products of your industry been coming into Canberra?

MR. ARMITAGE - Yes. Mr. Gulson supplies bricks and pipes to Canberra, Mr. Baker is a large supplier of bricks from Bowral and Mr. Russell Baker has supplied bricks from Parkes. One of the most beautiful brick edifices in Canberra, the Roman Catholic Cathedral, is built of Punchbowl bricks. They are chrome-tex bricks made by the Punchbowl Brick Company, which has a depot here to supply self-glazed pipes and fittings. Also, sanitary ware made by Fowlers, and tiles made by Wunderlichs and other people come here. Insulators come mainly from Melbourne and quite a number of floors and walls of bathrooms around Canberra contain the products of Australian Tesselated, who are very successful tile makers but cannot make for the Australian market. Redondo, which is part of A.C.I., also makes tiles, and there is also in Sydney Commonwealth Ceramics.

SENATOR RYAN - The demand for your supplies is ever-increasing?

MR. ARMITAGE - Yes, all the time.

SENATOR RYAN - Could you tell the committee the difference between the life of cast iron piping and the product of your industry?

MR. ARMITAGE - It all depends what it is used for. Cement lime is very satisfactory for water conduit. I do not think that they have found anything yet to better it. You may have a large sewer fall down a cliff face or something like that, but as soon as gases start to work on it there is immediate deterioration and rust. If the pipe is running full bore the effect will only be abrasive from the sand, monkey soaps and so on which are in the sewerage. They are purely and simply abrasives. The life will be much longer if it is running full bore but if it is not gases will accumulate and the pipe will be eaten away.

SENATOR WOOD - It is cement pipe?

MR. ARMITAGE - Yes. The pipes can be treated and given a greater life by adding bitumen to the inside. At present they are experimenting with plastics - the moth-balling that was done during the war to cover the guns is being tried. It protects the outside from ground acids but it is no good on the inside, because with the
D.L.

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contraction it comes away from the inside and forms a movable lining.

MR. GULSON - The glazed sewer pipe is practically indestructible.

SENATOR RYAN - Is sewerage piping also being procured and sent here for household purposes in any great volume?

MR. GULSON - It all comes from Sydney or Goulburn.

SENATOR RYAN - I have seen quite a bit of iron piping around the area.

MR. GULSON - It is used in special applications.

SENATOR RYAN - I have seen it used for the main sewer.

MR. ARMITAGE - They may do so. You could not use any pipe that was not encased or supported on foundations if you had to cross the river - from here to say Civic Centre. It would have to be supported no matter what it was.

SENATOR RYAN - Could you make a large-sized pipe similar to the water pipes?

MR. ARMITAGE - We make them up to 24 inches in Sydney.

MR. GULSON - They are not made in greater lengths than two feet.

SENATOR RYAN - The steel pipes, or the iron pipes, are much longer - twelve feet?

MR. ARMITAGE - Twelve feet. The concrete ones are three feet or so, depending on what they are to be used for. In New South Wales and Victoria the stonework pipe is two feet. In Queensland it is two feet six inches and in South Australia, two feet.

SENATOR VINCENT - I am interested in what you have said, especially in relation to the capacity of your industry to provide your products for the increased work at Canberra. You will see on the wall a map of Canberra which has been supplied to this committee and shows the present built up areas coloured brown and the future growth of Canberra coloured pink. That plan indicates that Canberra will have a population of something like 120,000, and although no one can predict just when that will happen, I would like to hazard a guess that if our present national prosperity continues, that situation could arise within our lifetime.

MR. ARMITAGE - Quite.

SENATOR VINCENT - I am most interested in whether your industry has had the opportunity of discussing the potential growth of Canberra with the Department of Works and the other departments concerned so that you can be in a position to provide for a potential increase.

MR. ARMITAGE - We have had discussions with the Department of National Development and the Department of Works over a number of years. I think the earliest were about four years ago, when it was proposed, owing to the shortage of materials, to import stonework pipes from Western Germany. We told the then Minister, Mr. Casey, that we would supply a reasonable amount for public works required by the Commonwealth or by any State but were opposed to stockpiling in the circumstances of the then shortage of material. To make a long story short, they imported pipes from Germany two years later. We were then in a position to supply all that they wanted. On the other hand, we have never considered the individual aspect of the growth of Canberra. Owing to the large influx of migrants in 1951 or 1952 which, in New South Wales would have filled a city the size of Newcastle and in Australia would have filled a city the size of Adelaide in one year, we went thoroughly into it and have expanded steadily ever since.

MR. ARMITAGE (Continuing) - The people who have really created the advancement, apart from the usual small manufacturer in a particular area, have been people like Wunderlich's who have made vast strides in development. They have opened tile works at Launceston and have opened a further plant in Brisbane. They have two factories in Brisbane, one in which they are putting the most modern machinery, the other being their old plant. They are making roofing tiles. They are also stepping-up their production of glazed terra cotta which is used mainly in the facing of public buildings. You can see it in numerous buildings in Melbourne, Sydney and the various capitals. In Martin Place in Sydney, the Commonwealth Savings Bank building, which used to be the New South Wales Savings Bank, has glazed terra cotta tiles above granite. Fowler's are operating in every State except Western Australia and have opened a £70,000 plant in South Australia to supply sanitary work. Wunderlichs are also operating in Western Australia. In addition to that expansion in the industry has also occurred in relation to the South Queensland Electricity Authority which has opened up various industries.

SENATOR VINCENT. - I appreciate that, but what I am anxious to ascertain is, having regard to this accelerated activity which is projected in Canberra, whether you are prepared for it.

MR. ARMITAGE. - We are quite prepared to enter into discussions with the Department of Works and Housing or whichever department is in charge of the development, to give it the fullest possible assistance and to tell it what the industry can do to produce what is needed to cope with any developments on an approved plan.

SENATOR VINCENT. - Have you at the moment any figures regarding what the increased rate of development in Canberra might be?

MR. ARMITAGE. - No, I did not come here with those but I can soon get them for you and send them to you.

SENATOR VINCENT. - Having regard to the fact that probably in our lifetime this will be a reasonably large city, is your industry prepared to discuss with the Ministers concerned the possibility of

establishing a branch of the industry in Canberra?

MR. GULSON. - Do you refer to a particular line?

SENATOR VINCENT. - I am not a technician and I would not venture into that arena.

MR. ARMITAGE. - We should have to go into the question of the required output on any particular side of the industry in order to see whether it was worthwhile. As bricks are the main material used here, the potentialities of the present Canberra plan and what would be necessary -

SENATOR VINCENT. - We have evidence in regard to bricks and we have been told that an additional kiln is now being built. Opinions have been expressed that, even with that additional kiln, the output will not, within any short time, be great enough to supply the demands of the community.

MR. ARMITAGE. - Once we have the figures we would be in a position to consider that. I will get them and send a report back to your secretary.

THE CHAIRMAN. - We shall now interrupt the evidence for the screening of the film brought here by Mr. Armitage.

MR. ARMITAGE. - This film was produced for the London Brick Company, one of the greatest brick companies, which has the know-how and was given to our company by the National Federation of Clay Industries of Britain.

MR. JOHN NOBLE CORE ROGERS - recalled, and further examined.

THE CHAIRMAN. - Do you wish to make any statement to the committee?

MR. ROGERS. - No, I was asked by the secretary to attend here.

THE CHAIRMAN. - Mr. Bullock has acquainted you with the position that the Royal Military College is in conflict with the Department of the Interior about the boundaries of the College. We now propose to consider the areas claimed by the College.

MR. ROGERS. - The committee asked me to prepare some plans illustrating this matter. I now put before you certain plans which I believe will show the position quite clearly. The first plan represents the area of Canberra city. The dull grey area indicates the limited development of the city as at June 1955. The green area is that referred to in the evidence that I have given as being the Royal Military College area, about which there is no argument at present. The brown areas have been referred to. The proposed extension of the aerodrome is coloured blue. The area E. which is coloured pink and yellow, or rather the areas E., are the areas available to the Royal Military College and the Royal Australian Airforce, in conjunction, for combined training purposes. Those areas cover about 11,067 acres. There are 4,000 acres in the bomber range, and that area is used when the authorities want to make use of it, which is not every day. The arrangements between the Royal Australian Airforce and the Royal Military College are co-ordinated by the Royal Military College.

The second map that I put before you shows the areas A. and B., and part of the areas C. and D. in larger scale. The areas C. and D. are the areas where the military and airforce authorities have the right to manoeuvre.

SENATOR VINCENT. - What is the area shaded D.?

MR. ROGERS. - That is required by the Department of Civil Aviation in connection with the aerodrome.

SENATOR VINCENT. - There is no quarrel between the Royal Military College and the Department of Civil Aviation with
F.1 1804. MR. ROGERS.

regard to that area?

MR. ROGERS. - No, I am not aware of any discussion about that at all., The Department of Civil Aviation does not use that area to its full extent. Now I direct your attention to a larger scale map. The area coloured green is the Royal Military College land. There is an area from Anzac Park which has been approved for development for residential purposes, plus the usual amenities. You can see the site of the American War Memorial on this plan.

SENATOR VINCENT. - The residential area takes up practically the whole of area B.?

MR. ROGERS. - Yes, the green edged area has been set apart for the Royal Military College. The limit of the area has been proposed, and practically adopted, where the high tension power lines pass. That is the main high tension power line for the southern district including Canberra, Yass and the Burrenjack area. That line is to be duplicated and will make more pronounced the line of demarkation between the Royal Military College area and the top of the hill. The blue area is too steep for development and will remain a reserve and will not be used for building purposes. That road will provide a better approach to the lookout on Mt. Pleasant, so that people will be able to use that road without coming through the College area. The areas C. and D. show Mt. Ainslie, some of the slopes of which are very steep. The easier slopes may be further developed later.

THE CHAIRMAN. - The Duntroon requirement with regard to area B. is that part of area B. shown on the general line from the American War Memorial to Mt. Ainslie?

MR. ROGERS. - Yes, I point out that area to you on this map.

THE CHAIRMAN. - The Royal Military College requires a large area of that land?

MR. ROGERS. - Yes.

SENATOR WOOD. - The area that the College is asking for is not very big, because the three areas shaded blue are apparently hills?

MR. ROGERS. - No, that is a basin reserved for school and recreation purposes. The brown shaded area is the residential area and the blue is the school, recreation and community centre area.

THE CHAIRMAN. - Nothing has been built on the brown area?

MR. ROGERS. - No, that is part of the Canberra Development programme.

THE CHAIRMAN. - What is your answer to the claim of the Royal Military College, in view of the fact that a dispute exists?

MR. ROGERS. - That matter has already been dealt with by the Department as a departmental matter. I am not in a position to say what the Minister's decision will be on that matter. A communication has been sent from the department and is being dealt with.

THE CHAIRMAN. - There may be conferences between Departments, and they may settle the matter without our intervention?

MR. ROGERS. - That is the usual practice?

THE CHAIRMAN. However, we shall have to arrive at some opinion about it. Can we get at it this way - how much of that land is hilly country?

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MR. ROGERS. - I remind you that the arrangement with the Department of the Army has been clear since 1936. The arrangement with regard to Area B was that the right to manoeuvre over that area was agreed to subject to withdrawal of the whole or any part of the area if required for the development of the city.

THE CHAIRMAN. - I am not putting forward the case that they have any moral claim to it, but we want to make recommendations which, in our opinion, will make the city a better place. I candidly think that Duntroon was put in the wrong place.

SENATOR VINCENT. - But Duntroon is there.

THE CHAIRMAN. - I am putting that as a qualification. That is my opinion. But because it is there, I think we have to accept it.

SENATOR VINCENT. - Duntroon was here before Canberra.

THE CHAIRMAN. - I am putting the case in my own way. I am not putting up a case for abandoning it. We really believe that if a modification -

SENATOR VINCENT. - It is not a question of "we". You are expressing your view now, not mine.

THE CHAIRMAN. - The case I am trying to put forward is that we are not going to support some mere paper claim, something that goes back to precedent. Duntroon is there and I feel that it must be left as a liveable place - a viable place, to use the current phrase. Therefore, I think the Committee may possibly recommend that some of that area be granted to Duntroon instead of having all the existing agreements. I think we can rule the existing agreements out.

MR. ROGERS. - You asked me first of all what would be the ordinary way of dealing with this matter. The ordinary way as between departments is that, if it is not resolved between officers, it is referred to the Ministers. If the Ministers do not agree, it is referred to Cabinet. That, as far as I am concerned, is the final authority.

THE CHAIRMAN. - The point is that the matter has been referred to us; we did not ask for it. We have to try to make up our minds.

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MR. ROGERS. - Nothing that I say is in contravention of what you say. The second item that I think you should keep in mind is the central location of this area in relation to the city generally.

THE CHAIRMAN. - But that is because Duntroon is close, and I think we have to consider its interests as much as the residential and other considerations, unless we recommend that it go out.

MR. ROGERS. - I hardly think that that is either possible or necessary, because the area available to Duntroon is quite substantial, as you have seen from this plan. There are 367 acres close to the heart of the city - and that is quite a substantial area - apart from the 11,000 acres just within a mile or so.

THE CHAIRMAN. - This is the point that I am thinking of: The headquarters is jammed right up against the residents. I do not think that is desirable.

MR. ROGERS. - It must be realised that there is a range along there.

THE CHAIRMAN. - But that building goes pretty close to the range.

MR. ROGERS. - It is right up against the hill. The ridge, which is the water-shed, completely divides the two areas. In fact, that is the great advantage of this site, both to the original settlers of Canberra and to Duntroon. It is in a very sheltered place because of that ridge.

THE CHAIRMAN. - You believe that building on the area in question will not sacrifice that?

MR. ROGERS. - I do not think it would interfere with it in any way. It is neither seen nor heard.

SENATOR RYAN. - The area will be treated as a kind of reservation?

MR. ROGERS. - Yes.

THE CHAIRMAN. - That strip will not be built on in any case?

MR. ROGERS. - No. To begin with, it is too steep. We have not built on anything as steep as that.

SENATOR RYAN. - What would be the width of that area from Duntroon boundary to the commencement of the proposed development?

MR. ROGERS. - 300 or 400 feet.

THE CHAIRMAN. - Approximately 100 yards?

MR. ROGERS. - More than 100 yards I should say. The essence of it is that it is steeply falling.

THE CHAIRMAN. - You are not prepared to suggest any compromise between their claim and yours?

MR. ROGERS. - I can only point out that this is a scheme of development that has been carefully considered and approved, and which forms part of an approved development programme.

SENATOR RYAN. - Approximately how many homes would be accommodated in that area?

MR. ROGERS. - Off hand, I could not tell you. Those figures are available and I can get them for you.

SENATOR WOOD. - Do you see where the brown-coloured road comes straight down from the top to the bottom? If Duntroon were taken as far as there, that would not take off very much of your sub-division? You have not very much development planned on that side of the road, have you?

MR. ROGERS. - Yes. There is quite a large area in it.

SENATOR VINCENT. - Can you give us an estimate of how many people would live in the area east of the proposed brown road running north and south through area B?

MR. ROGERS. - I think I could obtain that information for you.

THE CHAIRMAN. - Will you send it to the secretary?

MR. ROGERS. - Yes.

SENATOR RYAN. - Can you tell us where the proposed ring road will be? It will go somewhere in the vicinity of Duntroon, will it not, and join up the Cooma Road with Northbourne Avenue?

MR. ROGERS. - It is not a ring road, but is designed to provide alternative access.

SENATOR VINCENT. - Was the department not aware that the College was using this area for manoeuvre purposes?

MR. ROGERS. - We made the arrangement in 1936 for them to use it until it was required. It has always been the policy of the department to make use, under some temporary arrangement, of as much land as it could.

SENATOR VINCENT. - Although I appreciate the fact that you are here to express the views of your department, which is quite proper, I think I would be right in saying that it boils down to a question whether the Duntroon College wants this particular piece of land more than the city wants it for residential purposes.

MR. ROGERS. - It might well boil down to that, in which case I assume that it would be able to justify the use of it.

SENATOR VINCENT. - Can those maps be put in evidence?

MR. ROGERS. - I received a communication from Mr. Bullock asking me to prepare for the information of the Committee plans illustrating the position of Duntroon. This is the plan. He asked me for two copies, but I have only the one. If I may have this back, I shall furnish the second.

SENATOR VINCENT. - Has the department given any consideration to closing the busy road that runs through the College grounds out to the aerodrome?

MR. ROGERS. - That has been raised from time to time. Up to the present it has not been practicable to close it. It runs right into the heart of Duntroon. We quite agree that that is not the most desirable position for it. It is proposed to substitute that road by another road which would keep completely free of the buildings at Duntroon.

SENATOR WOOD. - Could it not be taken right outside the Duntroon area?

MR. ROGERS. - There is alternative access, and all the main airline companies, as you know, go out by another road. That would be further from Parliament House, for example.

THE CHAIRMAN. - It seems to me that the dispute is simply about this area marked B. They have the whole of area A?

MR. ROGERS. - Yes.

THE CHAIRMAN. - Is there any dispute about area C? That is theirs, is it?

MR. ROGERS. - No, both C and D were given as the areas for manœuvres, subject to the right to withdraw any portion required for developmental purposes. We quite agree that it might be a long time before it is required.

THE CHAIRMAN. - You dispute entirely their claim to any part of C or D?

MR. ROGERS. - Yes. It is part of the land designed for the development of the city.

SENATOR WOOD. - Is the future development set out on that plan behind you on the wall?

MR. ROGERS. - It is set out in pale yellow.

THE CHAIRMAN. - If a settlement were reached between the departments, would you ensure that we were informed at once so that we would not waste our time making a recommendation on it?

MR. ROGERS. - Certainly.

THE CHAIRMAN. - Is there anything that you want to bring up yourself, or do you want us to propose certain matters?

MR. ROGERS. - I do not wish to add anything.

THE CHAIRMAN. - Yesterday Mr. Waterhouse gave evidence, and I understand you have been given a copy of it. Do you wish to comment on that?

MR. ROGERS. - I did not read it all. I received it only this morning, and I have scanned it.

THE CHAIRMAN. - I think the main grievance that Mr. Waterhouse had was that his committee sometimes was not consulted and that when it was consulted the advice was often ignored. He mentioned specific cases in which that occurred.

(Continued on page 1812)

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THE CHAIRMAN (continuing) - The question of Narrabundah was mentioned.

MR. ROGERS - I read that.

THE CHAIRMAN - He said that plans were submitted for 147 houses, they did not like the plans and asked for a trial. The next thing was that the contract was let and the work went ahead.

MR. ROGERS - You will appreciate that I am the executive member of the committee, of which Mr. Waterhouse is Chairman.

THE CHAIRMAN - That means that you are the liaison between that committee and your own department?

MR. ROGERS - Yes.

THE CHAIRMAN - He has made a definite statement and I take it that it is either right or not.

MR. ROGERS - The number is only 114 houses but that, of course, does not alter the facts. The committee did suggest that it should see some houses before they were all built. The decision reached was that they should be proceeded with.

THE CHAIRMAN - Was that in accordance with the ordinances and regulations - proceeding with it without consulting the committee?

MR. ROGERS - I remind you that the committee is an advisory committee. The authority rests with the Minister.

THE CHAIRMAN - It is a fact, then, that the advice of the committee was rejected?

MR. ROGERS - The advice of the committee was not followed.

THE CHAIRMAN - There were several other instances. Regarding the Post Office exchange, I understand that the committee was consulted about there being a building there, but not about the particular type of building.

MR. ROGERS - That is so.

SENATOR VINCENT - It does not follow that the department or the Minister must accept the advice of this committee at any time?

MR. ROGERS - That is true. A considerable amount of evidence has been given regarding that building, but the department was unaware that that particular type of building was to be erected.

SENATE CANBERRA COMMITTEE

THE CHAIRMAN - That was done by the Department of Works. All that Interior knew was that a building was to go up?

MR. ROGERS - The discussions had been on the basis of a permanent building.

THE CHAIRMAN - The responsibility for putting the particular building there was that of the Department of Works?

MR. ROGERS - There is no doubt that the Works Department, as the constructing authority of the Commonwealth, proceeded with that building on requisition from the Postmaster-General's Department.

SENATOR VINCENT - Which means, in effect, that your Department need not necessarily be consulted concerning quite a lot of building that goes on in Canberra.

MR. ROGERS - We are aware that in that case there was not a satisfactory consultation. We took steps following it and we are not aware of any similar breach since.

SENATOR VINCENT - Is there any possibility of such an occurrence again? Is the administrative machinery now such as would ensure that it would not happen again?

MR. ROGERS - I think it is, but there is always the possibility of human error.

SENATOR VINCENT - I am referring to the machinery itself.

MR. ROGERS - I do not think that that procedure would be repeated.

SENATOR WOOD - He mentions bundles of approvals being submitted after the approvals had been given.

MR. ROGERS - Mr. Waterhouse was referring to applications for approval to erect private homes, mostly. The majority of the buildings in Canberra are homes. In order to keep the Planning Committee aware of what is going on in the erection of private homes we have followed the practice, which was sought by the committee, of tabling the plans that have been approved in the preceding month for its information so that it can detect any trends on which it wishes to comment and help the department by furnishing advice. We are glad to have it. It is not the practice of the department to refer every application for building to this Planning Committee.

SENATE CANBERRA COMMITTEE

SENATOR VINCENT - It would be physically impossible?

MR. ROGERS - It would be impracticable. Many plans are received each month. We endeavour to delay them as little as possible while putting them through the routine examination regarding compliance with building regulations. Unless they contain any features that the department thinks should be referred to the Planning Committee for comment and advice they are approved.

SENATOR WOOD - Mr. Waterhouse referred to the maintenance of the standard of homes in Canberra. He suggested that there was a tendency to deteriorate the standards, as a result of the Committee's seeing applications only after approval for them had been given.

MR. ROGERS - I would not have put that interpretation on his remarks.

SENATOR WOOD - Did you read his remarks?

MR. ROGERS - Yes. I felt that the standard of private buildings here would compare favourably with that in other places.

SENATOR WOOD - Would it compare favourably with the Government buildings?

MR. ROGERS - More than favourably. Some private buildings that we can show you are an improvement on the Government buildings. In the suburb of Deakin, for instance, there are some very fine homes which are far and away above the minimum standards imposed by the lease.

SENATOR WOOD - That is very refreshing news. Mr. Waterhouse says that the homes are sometimes badly sited, such as at Narrabundah where they are in a line. Is that being watched by the department?

MR. ROGERS - The Planning and Development Committee has made certain recommendations, to which I am sure the Minister will agree, to ensure that such plans are examined by the Planning Committee before they are finally adopted, if it can be done without causing any delay. I am hopeful that the Minister will agree to it. I cannot go any further than that at present.

SENATOR VINCENT - Mr. Waterhouse informed us that there were no building regulations or by-laws with respect to building which attempted to prescribe what I might call, for the want of a better H.3.

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expression, an aesthetic standard, especially as it affects those buildings that have been erected in Lonsdale Street. Could you inform the committee whether that is true?

MR. ROGERS - If you will leave out Lonsdale Street, there is ample discretionary power within the building regulations to control what you describe as the aesthetic aspect.

SENATOR VINCENT - You have that power now.

MR. ROGERS - It seems to be quite clear in the regulations, under which the Minister appoints a "proper authority" to administer the regulations.

SENATOR VINCENT - Who is the proper authority?

MR. ROGERS - The officer in charge of the Building Section of the Department of the Interior, I think that I am safe in saying that the discretionary power there is fairly wide. It is frequently difficult to exercise where there are opinions as to taste. You may not be justified in carrying to extremes the power granted unless it can be shown to be in conflict, or in real disharmony, with the requirements of a district.

SENATOR VINCENT - Will you agree with me that in this city it is most important that a high standard of aesthetic values be retained with respect to buildings?

MR. ROGERS - I think we have an obligation to do our best about that. If I may say so, Lonsdale Street is a rather misunderstood area. It is a minor industrial area. It was never expected that it would be a particular attraction. The blocks there are large, providing for good expansion of the industries that have taken them up. In very few cases have the lessees completed their buildings to the extent that they intend to complete them. Any judgment passed on it now is, I think, a little premature. In the meantime, it has served a very useful purpose, because the demand for that sort of service was really very acute.

SENATOR VINCENT - Would you say that the ultimate appearance of Lonsdale Street will be an improvement on the present?

MR. ROGERS - I should say that it will bear no recognition to the present appearance. It is so situated that the maximum

development of the blocks will bring buildings right up to the building line and it will be extremely valuable.

SENATOR VINCENT - Are the by-laws and building regulations adequate to ensure that that happy state of affairs will be brought about?

MR. ROGERS - We have no desire to force lessees to build beyond their immediate requirements. They were given a number of years to complete the minimum requirement stated in each lease.

SENATOR VINCENT - If and when the individual builders complete their building requirements, are you prepared to say that you can ensure that the general appearance of the street will be in keeping with the high standards of Canberra?

MR. ROGERS - Having regard to the fact that it is a minor industrial area, yes. You must have regard to that.

SENATOR VINCENT - Are the building regulations and by-laws of which you speak, binding?

MR. ROGERS - I ought to tell you that the building regulations are at present under review, not with the object of giving the proper authority any more power but with a view to making them a little more flexible for modern building conditions.

SENATOR VINCENT - I hope that the standards of aesthetic value will not be lowered.

MR. ROGERS - No.

SENATOR VINCENT - Proceeding from there, would I be right in saying that the authorities who built the Narrabundah houses did not observe those regulations and by-laws in regard to siting?

MR. ROGERS. - It is the Commonwealth which is building them.

SENATOR VINCENT. - That is what I am getting at. Surely the Commonwealth is also bound to have regard to the standards prescribed in the building regulations and by-laws applicable to private builders?

MR. ROGERS. - The layout of the Narrabundah sub-division is, I think, misunderstood because it has been looked at when it is in a state of immature development with no roads.

SENATOR VINCENT. - Then assume we look at it that way, would those houses have been approved if they had been built by a private builder?

MR. ROGERS. - Personally, I think they would have been.

SENATOR VINCENT. - Would you not agree that there is something sadly lacking in our building regulations and by-laws which would permit part of a suburb to be built in the way that one has been built?

MR. ROGERS. - I think the disadvantage arises from the fact that so many of the houses are of the one sort.

SENATOR VINCENT. - That is my point, and also in relation to the siting. Would you not agree that the siting has given the appearance of monotony?

MR. ROGERS. - I think that view would be modified when it is completed. I do not think you are quite right in it.

SENATOR VINCENT. - We have had evidence on this point before.

MR. ROGERS. - I think that the view that you have mentioned is based on inability to appreciate what it will look like when finished.

SENATOR VINCENT. - I must admit, quite frankly, that its appearance gives me a feeling of complete melancholy. It is alright for a prison camp. Turning to another aspect, Mr. Waterhouse gave us some evidence with respect to the modification to the area in Canberra known as City Hill. We were at cross-purposes for a time, but finally he admitted to us that his committee had not been informed of the proposal with respect to the restriction of the area and I should be grateful if you could tell us whether or not that committee was advised of this proposal.

MR. ROGERS. - I read Mr. Waterhouse's evidence and I did not understand him to say that.

SENATE CANBERRA COMMITTEE

SENATOR VINCENT. - I could perhaps refresh your memory with the following extract from the evidence:-

"Senator Vincent. - Does your committee know that the Department proposes to erect shops there?

Mr. Waterhouse. - No.

Senator Vincent. - Mr. Gibson informed the committee yesterday that that was the scheme.

Mr. Waterhouse. That would have to be submitted to us, but it has not been submitted yet."

MR. ROGERS. - May I see that evidence? I do not quite follow his meaning. Referring to City Hill you asked Mr. Waterhouse "You knew of the restriction?" I do not know quite what is meant by "restriction" there, but I can illustrate it better by reference to the plan. The evidence on page 1702 of the transcript reads -

"Senator Vincent. - You knew of the restriction?

Mr. Waterhouse. - It has not restricted it to any disadvantage to the area.

Senator Vincent. - It has reduced it down to an area of 22 acres?

Mr. Waterhouse. - Yes.

Senator Vincent. - Was your committee consulted about that modification?

Mr. Waterhouse. - Yes."

SENATOR VINCENT. - Yes, but I am referring to the subsequent evidence. Please read on.

MR. ROGERS. - The evidence goes on as follows:-

"Senator Vincent. - Can you tell us why your committee agreed to the restriction of the area?

Mr. Waterhouse. - We felt that it was not so much a restriction of the area as a utilisation of the area actually available. We felt that by putting the road in, it would be possible to utilise the area to definite advantage from a building point of view.

Senator Vincent. - Does your committee know that the Department proposes to erect shops there?

Mr. Waterhouse. - No."

The Department does not erect, and has not ever erected any shops in Canberra with the exception of perhaps one or two of the suburban shops. The Department does not propose to erect shops there at all. I think you must have misunderstood him.

SENATOR VINCENT. - I may have misunderstood him in that he might have meant that it was proposed to throw this area open for the erection of shops.

MR. ROGERS. - I can say quite definitely that no such decision has been reached. It would be used, I would imagine, for buildings.

SENATOR VINCENT. - Can you give us an idea of what sort of buildings it is proposed to use it for?

MR. ROGERS. - No, but I should imagine it would be used for buildings. I cannot imagine that it would be used for shops.

SENATOR VINCENT. - Would not somebody know when the area was modified?

MR. ROGERS. - It is not exactly a modification. It is simply a matter of developing the area inside London Circuit. That is what you are referring to. There is no restriction in modification.

SENATOR VINCENT. - But, in effect, you are creating a new street?

MR. ROGERS. - True.

SENATOR VINCENT. - Which is reducing the outer circumference of the circuit by a good deal?

MR. ROGERS. - Between the inner circuit and the outer circuit. I am not in a position to say whether it will be governmental buildings or what sort of buildings, nor am I in a position to say what sort of buildings will be on the inner 22 acres.

SENATOR VINCENT. - But you have now planned a third circuit?

MR. ROGERS. - No, There is only London Circuit and the one inside it so far.

SENATOR VINCENT. - On the map it looks to be three.

MR. ROGERS. - That is true. There is a series of streets round there now. They are already in existence. This internal one is not in existence.

SENATOR VINCENT. - Surely that plan for London Circuit restricts of open land the area/ from whatever it was, to 22 acres?

MR. ROGERS. - I know of nothing to say that the area inside London Circuit was ever intended to be open land. It was contemplated, I think, that there should be civic offices on it but I do not know of anything that says that it should be retained as open land.

SENATOR VINCENT. - It was not intended as a circuit either, was it? The area inside has become smaller, has it not?

MR. ROGERS. - The internal area is a large one. It is still 22 acres in the middle part. The scale of it is very large.

SENATOR VINCENT. - I appreciate that, but has anybody any conception of what it is going to look like? I should imagine that when planning that area someone would work out what it was to be used for, and I am at a loss to understand why it has been done without some investigation about what is going to happen to it when it is finished. I should be grateful for any information on that.

MR. ROGERS. - The immediate consideration would be to give us the most suitable spot for some civic offices. Some consideration has been given to the question of how they are to be treated, but it is not final consideration.

THE CHAIRMAN. - Are you keeping in mind, in regard to anything you do there, that the original intention was to have a large building on the top of City Hill, something in the nature of a town hall?

MR. ROGERS. - Precisely where, I would not express an opinion.

THE CHAIRMAN. - I got the impression from reading Griffin's notes that he intended a monumental building on top of the hill.

MR. ROGERS. - I think so.

THE CHAIRMAN. - With adequate grounds.

MR. ROGERS. - I think so.

THE CHAIRMAN. - Do you think you have left enough ground for

such a building?

MR. ROGERS. - 22 acres is a lot of ground.

SENATOR RYAN. - I am concerned about Adelaide Avenue. Has your department made any definite decision regarding giving immediate attention to constructing Adelaide Avenue in accordance with the original Burley Griffin plan, particularly in view of the ever-present traffic hazards and the fantastic development of the area served by that road as well as by the increase of tourist traffic which uses that road as access to the Cotter?

MR. ROGERS. - You mean that part of Adelaide Avenue from the Prime Minister's Lodge out to Yarralumla?

SENATOR RYAN. - I am referring to the completion of Adelaide Avenue itself.

MR. ROGERS. - Plans for the development of Adelaide Avenue were considered by the National Capital Planning and Development Committee at its meeting a month ago. They had previously been considered and I do not think there is any doubt that before long they will be translated into some action, but I cannot say when. The need for improving Adelaide Avenue is appreciated.

SENATOR RYAN. - It cannot be delayed for an indefinite period?

MR. ROGERS. - I think the immediate need is to widen the existing carriageway.

SENATOR WOOD. - You have mentioned Lonsdale Street as a minor industrial area. I understand that modern usage is to have noxious and non-noxious industrial areas. Do you think it would be better to adopt such a division here? A heavy industry may not be a noxious industry.

MR. ROGERS. - Because of ^{Canberra's} / situation it is not considered suitable for large industry. We are endeavouring to provide, and I think we are achieving it, the maximum number of small industries.

SENATOR WOOD. - They would be non-noxious minor industries, would they not?

MR. ROGERS. - There is a clear covenant on all of them that there

shall be no noxious industries. Such a thing would not be approved, particularly in that locality. It is stated quite clearly on every lease that there is to be no noxious industry.

SENATOR WOOD. - It has been stated in evidence that the Department is building wooden houses with the timber upright instead of horizontal and it is said that the timber shrinks and leaves spaces for seepage. Has that aspect been examined by the Department?

MR. ROGERS. - Yes. I am a member of the planning committee which advised against their use. I am not an architect but I find that there is a good deal of difference of opinion about this. However, I support the view that horizontal boarding is better than vertical boarding.

SENATOR WOOD. - Is vertical boarding still being used?

MR. ROGERS. - Yes. The planning committee made a further recommendation on that point and we are hopeful that its advice will be adopted. That is about as far as I can speak on that matter.

THE CHAIRMAN. - Mr. East gave evidence yesterday, and alleged that the department releases blocks of land in such small numbers that the price of the land at auction is enhanced, and so the department gets more than it should. It was also alleged that that state of affairs deters the entry of business people, and is a hardship to those who want to build houses. What is your opinion about that?

MR. ROGERS. - The disposal of land is determined by its availability. The department objects to disposing of land before the services are provided for it.

THE CHAIRMAN. - As soon as electric light, sewerage and roads are available, you release the blocks?

MR. ROGERS. - We are cutting things finer than that. We are disposing of the blocks when we know that those services will be available by the time the purchasers build. Land is often disposed of before the services are available, but when they will be available within two or three months. Ordinarily a householder does not submit his plan until three or four months after he has bought his land. There are covenants on the land which require the house builders to commence operations within six months and to complete within 12 months. Covenants require larger buildings to be commenced within 12 months and completed within 2 years. Due regard is had to the size of the building which is to be erected.

THE CHAIRMAN. - Do you release all available blocks at the one time?

MR. ROGERS. - We provide a selection from as many suburbs as possible in order to give a wide variety of choice. Those blocks available which we do not offer, are used in the government building programme.

THE CHAIRMAN. - Mr. East was the first witness who said that business concerns might prefer freehold land. What is your opinion about that?

MR. ROGERS. - Businesses are coming into the city and

there is no evidence to show that the land tenure is influencing them in their decision. The matters that influence them to come in are the prospects of returns for their investments.

THE CHAIRMAN. - Has there been any serious demand for a change of land tenure?

MR. ROGERS. - I know of no serious representation. They are informed of the system as soon as land is offered.

SENATOR VINCENT. - Have you read Mr. East's evidence?

MR. ROGERS. - I have only just scanned it.

SENATOR VINCENT. - He said that because relatively few blocks are being offered at the one time, the shortage of land offering had the effect of creating what he called excessively high prices for the land. What are your views on that?

MR. ROGERS. - The last sale of residential blocks was the sale from 260 to 280 residential sites. They were offered at auction at two successive sales which were held within a fortnight or a week of one another. I do not think that more than 2/3rds of the blocks were disposed of. About 80 blocks remained unsold.

SENATOR VINCENT. - Is that a common thing?

MR. ROGERS. - No, that is the first of recent sales when so many have been left. It was an indication to the department that we are reasonably meeting the demand. There was fairly keen competition for the choice blocks, but there was little competition, and no premiums paid, for a substantial proportion of the blocks.

SENATOR VINCENT. - Were there any cases when there was only one bid for a block?

MR. ROGERS. - Yes, but not the choice blocks.

SENATOR VINCENT. - Is that state of affairs common at all your sales in Canberra in past years?

MR. ROGERS. - The previous sale was in 1954, and at that sale more than 200 blocks were sold, although not all of them were disposed of at auction.

SENATOR VINCENT. - What factors govern the frequency of sales in your department?

MR. ROGERS. - For the last two or three years we have held as many as possible in order to sell the land as soon as possible. Those will not be the factors when we can get ahead on the construction.

SENATOR VINCENT. - Do you agree with Mr. East's contention that scarcity of blocks offered has increased the price?

MR. ROGERS. - I have already said that because so many were left over at the last sale I cannot agree that there is a scarcity. I am quite sure that in the past few years when it was difficult to provide services, the few blocks available resulted in an over-stimulated demand.

SENATOR VINCENT. - What is the position about the auction of business, shop and industrial sites?

MR. ROGERS. - The demand has not been excessive. We offered 8 blocks for banks and offices in the shopping centre at Kingston last year. We had a number of blocks over, but they have since been leased. At the sale of shop sites all were taken, but the reluctance of some of the lessees to build has been marked, and the department has had to exert pressure to make them comply with the terms of their leases.

SENATOR VINCENT. - Is there much traffic in, or exploitation of, the leases by holders who have no intention of utilising them?

MR. ROGERS. I do not think so. A lease is not transferable until the building has been completed without the consent of the Minister. That consent is not given except for very good reasons.

SENATOR VINCENT. - Mr. East says that in assessing the land the amount of premium is taken into consideration as a capital charge for the purpose of calculating the rental payable. Is this correct?

MR. ROGERS. - No, I do not understand that statement.

The department places a reserve value on the sites that it offers on lease, and the lessee pays rent on that value for the first 20 years of the lease. Then the rental is reappraised. The reason for that is the provision in section 25. of the relevant statute which reads -

The unimproved value of land included in a lease shall be reappraised by the prescribed authority during the 20th year of the term of the lease and during each 20 years thereafter.

That is the basis of the action taken.

SENATOR VINCENT. - How does the department assess the reappraisal value?

MR. ROGERS. - It acts on the advice of the Commonwealth valuation authority, the Chief Commonwealth Valuer. A 11 valuation is a matter of comparison, but we have had the benefit of the determinations of tribunals which have had the responsibility of determining value. The earliest tribunal I can recollect is that of Mr. Justice Pike of New South Wales who determined values in 1929. According to the act that I mentioned before, on reappraisal the lessee has a right of appeal, and the act provides for an appeal board. In that regard I refer you to sub-section 4. of the act. The last sitting of the appeal board was in 1954, and the previous one was a few years earlier. The determinations of those Boards are taken as determinations, and do influence the values which are placed on our appraisal. They further provide the basis of value for the department to adopt in assessing the rental for the first period of 20 years.

SENATOR VINCENT. - Can you tell me whether or not the department, in assessing the unimproved capital value of land here, assesses it as freehold land?

MR. ROGERS. - For the purpose of arriving at the rental on which it should be charged, yes. It becomes leasehold by granting a lease.

SENATOR VINCENT. - What formula does the department adopt in making an assessment of the freehold or unimproved capital value of a block of land?

MR. ROGERS. - I have already indicated that it is guided by those judicial determinations of value, and have reminded you that all valuing is influenced by comparison.

SENATOR VINCENT. - I agree.

MR. ROGERS. - The original valuers had a rather awkward task, but the number of determinations since then have provided a useful guide.

SENATOR VINCENT. - Would it be right to say that the premium charged on a sale is added to the upset price? Do you have an upset price?

MR. ROGERS. - The reserved price is disclosed before a sale starts, and that is the value on which rental is paid for the first 20 years of the lease.

SENATOR VINCENT. - Irrespective of the premiums paid?

MR. ROGERS. - Yes.

SENATOR VINCENT. - So it is incorrect for Mr. East to say that the premium is included for the purpose of assessing rental?

MR. ROGERS. - I think I said I did not understand it.

SENATOR VINCENT. - He also said that the method of re-appraisal had never been given to the Chamber of Commerce. Would it be possible for them to get it?

MR. ROGERS. - No valuer can describe too well his method. As I said, he depends on comparisons of value. What I have said to you, I think, is as much as any valuer can say as to what is his method in general. If you come down to a particular piece of

land, it might be different.

SENATOR VINCENT. - Let us take the argument a stage further. You say that the lessee is not charged rental on the premium.

MR. ROGERS. - May I explain where that comes from? He is not charged that premium. He offers to pay it.

SENATOR VINCENT. - It is payable forthwith?

MR. ROGERS. - Yes. It was substituted as an alternative to the scheme which operated from before 1927.

SENATOR VINCENT. - I am not quarrelling with the principle, I think the principle of a premium is a perfectly good one.

MR. ROGERS. - It eliminates the competition.

SENATOR VINCENT. - But you will not deny that the premium is then added to the value of the land when it comes to re-appraisal?

MR. ROGERS. - It may be that those premiums indicate that the reserve value placed by the department is too low. That is the criticism that comes to the department - that our values are far too low.

SENATOR VINCENT. - When you come to re-appraise rental, do you take into consideration the amount of premium that has been paid in order to arrive at the re-appraised value of the freehold - the unimproved capital value?

MR. ROGERS. - The department acts on the advice of the Commonwealth valuing authority for its re-appraisements, but I am quite confident in saying that they take into account all the transactions of land and try to arrive at what is a reasonable value.

SENATOR VINCENT. - But all of those transactions might have included the premium.

MR. ROGERS. - They still know, of course, that their advice, if accepted by the Minister, is open to appeal. They are, in fact, appealed against. At the last series of appeals there were eight appeals. I think five of them were left at the Minister's assessment and three were reduced slightly.

SENATOR VINCENT. - Mr. East gave us some figures with respect to rentals paid on dwelling lots. He gave us figures

for one dwelling lot the unimproved capital value of which was £975, five percent of which would £43 per annum. In addition, there would be another £43 paid in respect of rates for that building^{lot}, which would mean a total of approximately £86 per annum for rental on the unimproved capital value and rates.

MR. ROGERS. - I think you ought to regard those two as separate.

SENATOR VINCENT. - I do, but I am suggesting to you that that seems rather steep for one building lot worth £1000 in a city like Canberra.

MR. ROGERS. - That must refer to a very choice building lot. That is in the upper bracket of values. Did he say which lot it was?

SENATOR VINCENT. - No, he did not. He said there were some that were higher, and that the average was about £500. Do you agree with that?

MR. ROGERS. - It is very difficult to average them when you have about 4,000 lots. At the last sale, I noted that they were valued from £200 to £400, and that covered 160 lots.

SENATOR VINCENT. - Whatever the amount is, I should like to put this to you: Do you not think that 5% on the unimproved capital value, in perpetuity in effect, is a lot of money to pay for a piece of land in Canberra which is not alienated and which does not come under a system of freehold grants such as applies in the States?

MR. ROGERS. - It might be a debatable point, but I do not think that 5% is unreasonable.

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SENATOR VINCENT - I would like to refer to the rental of unimproved land with regard to dwelling houses. The rate of rental would be equivalent to repaying the capital value of the freehold land every twenty years on this basis, at 5%?

MR. ROGERS - Would that provide a sinking and interest fund?

SENATOR VINCENT - That is what it would amount to if you paid 5% of the unimproved capital value as ground rent and that ground rent were based on the freehold value of the land, unimproved. You would, in effect, be repaying every twenty years the capital value of the freehold.

MR. ROGERS - If you ignore interest charges.

SENATOR VINCENT - What interest could there be on unimproved freehold land?

MR. ROGERS - If you bought freehold land you would have to borrow the money or set aside some of your funds for that purpose. You would have to pay interest on it.

SENATOR VINCENT - Suppose you did not do that.

MR. ROGERS - If you were fortunate enough to have the money you would be forfeiting the interest that it could earn if it were spent elsewhere. All I am saying is that I do not think the interest factor can be ignored.

SENATOR VINCENT - Perhaps there is something in that argument up to the first re-appraisal but if the department suddenly multiplies that by five it is not the same?

MR. ROGERS - I do not know about its being multiplied by 5. Quite a substantial number of leases have been reduced in value. In fact, after the first sale - the 1927 sale - the number of leases that were reduced in value was very substantial, especially the business leases.

SENATOR VINCENT - Let us take a hypothetical case. A man may take up a building lot for £250 and pay rental on it at 5%. Another man may be permitted to buy the fee simple of a block of land for £250. Surely it could not be argued that the position of the man who is leasing the land is as good as that of the freeholder after, say, 100 years - if the department has increased the unimproved capital
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value of the freehold two or three times in the interim.

MR. ROGERS - That is getting down to some of the fundamentals of leasehold and freehold. It is conceivable, of course, that in that time the value might well have fallen, and the man who had invested £250 in the fee simple might not have much value in his land.

SENATOR VINCENT - The tendency is for values to go up. I don't suppose that your ^{own} position would be quite as real as mine for many years in Canberra.

MR. ROGERS - I am merely saying that I do not think that 5% is an unreasonable rent. However, it is not my opinion, but a matter of the statute.

SENATOR VINCENT - I know that it is Government policy.

MR. ROGERS - I must take the statute as expressing the policy of the Government.

SENATOR VINCENT - The rental in respect of the most valuable business site in Canberra is assessed at the same rate - 5% of the unimproved capital value. It is the same as the cheapest building lot.

MR. ROGERS - The percentage rate is the same.

SENATOR VINCENT - Don't you consider that there should be some difference in the rate as regards land that has no productive capacity and land which has a high earning rate as a business site?

MR. ROGERS - I think that the valuer's reply to that would be that the difference is reflected in the capital value.

SENATOR VINCENT - Again, it is a question of Government policy. I think that the committee can make up its mind about that. I would like to thank Mr. Rogers for his informative and lucid evidence. His co-operation has helped us a great deal.

THE CHAIRMAN - I should like to thank Mr. Rogers also. We have learned a great deal from his evidence.

MR. ROGERS - I understand that you are nearing the conclusion of your hearing?

THE CHAIRMAN - Yes. We may possibly have to hear one or two more witnesses when we have gone through the evidence, but we intend to retire for a month or so to sift it.

MR. ROGERS - I wanted to say that if during the preparation
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of your report or further proceedings you want any help from the department, I invite you to ask the department. We will be glad to give any help, whether formally or informally. I would like you to regard myself and the officers who work under me and who have already spoken, such as Mr. Gibson, as being at your service. You have only to let me know and I will be happy to help.

THE CHAIRMAN - Thank you. We are greatly pleased with the help that your officers have given us.

MR. ROGERS - I want to make it quite clear that they are available to you, even in an informal way.

THE CHAIRMAN - We are especially grateful to Mr. Gibson for his map. It has cleared up an enormous number of things for us.

MR. ROGERS - It has been prepared on the basis of a population of 120,000 and represents a possible solution.

(The witness withdrew).

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MR. J. R. ODGERS further examined.

MR. ODGERS - When I concluded my statement yesterday, I mentioned that the authorities might give some consideration to two-storey houses of the kind that they have in Washington. I gave certain reasons why I thought that they might be adaptable to Canberra. Before I go on, I want to qualify something which I said yesterday. I read to the committee a definition of the duties and functions of the Commission of Fine Arts. You asked me at the time whether that was a full statement of their powers and duties and I find now that I should have added two other paragraphs. If I may, I should like to read it now.

THE CHAIRMAN - Yes.

MR. ODGERS - This follows what I read from the statute:

Since the Commission was first established, its duties have been enlarged from time to time by Executive orders. Also the Congress has stipulated in numerous enactments that the plans for certain designated buildings, monuments, etc., must be approved by the Commission before they can be accepted by the Government.

On April 30, 1926, Congress established the National Capital Park and Planning Commission, with authority to plan and acquire an adequate system of parks, parkways, and playgrounds, and to prepare and maintain a co-ordinated city and regional plan for the District of Columbia and environs. In that act Congress provided that purchases of land by the National Capital Park and Planning Commission should be made with the advice of the Commission of Fine Arts. The two Commissions have acted harmoniously and in close co-operation in developing for the District of Columbia a carefully devised system of parks, playgrounds, and highways.

I mentioned a number of matters that I thought tended to build up in the people of D.C. a certain civic pride and consciousness. There are some other things that seem to me to build up pride in perhaps a small way but they all contribute to the whole. The District of

M.4. - 1834 - MR. ODGERS.

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Columbia has a floral emblem - the American Beauty Rose. As far as I know, we in the Capital Territory have no such floral emblem.

THE CHAIRMAN - Canberra has a coat of arms but no one seems to know how the city came by it.

MR. ODGERS - Your reference to a coat of arms suggests the matter of a flag. In 1938 a flag was adopted for the District of Columbia. The design was based on the shield portion of the coat of arms of the family of George Washington, the first President. I do not know of any flag for the ^{Australian} Capital Territory. The District of Columbia has a motto - "Justitia Omnibus" - meaning "Justice to All". Those matters in their own small way contribute to civic consciousness.

During the last week that I was in Washington it was springtime and I was fortunate enough to see the national Cherry Blossom Festival. This is sponsored by the Greater National Capital Committee of the Washington Board of Trade. The history of the Festival goes back to 1912, when 3,000 Japanese cherry trees were given to the American people as a gift from the city of Tokyo. They are placed all around the basin near the Jefferson Memorial. The purpose of the Festival is to publicise Washington with an eye to drawing more tourists. The tourist trade is Washington's second chief source of cash. People always point out, of course, that the Government pay roll is the first source. The Festival brings ^{500,000} ~~5,000~~ tourists to Washington each spring. It lasts for a week. It has reached such proportions that it now compares with New Orleans' Mardi Gras and Pasadena's Tournament of the Roses. It includes ^{and} a luncheon fashion show, /a Festival Parade which is an illuminated spectacle with bands, marching units, floats and displays from all over the country; 53 cherry blossom princesses take part in the parade.

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MR. ODGERS. (Continuing) - The 53 are made up of princesses from each of the States in the Union, plus a princess from each of the territories.

SENATOR VINCENT. - Who sponsors it?

MR. ODGERS. - ^{Greater} ^{Washington} The National Capital Committee of the Board of Trade.

SENATOR VINCENT. - Is it a government instrumentality?
need to check on that.

MR. ODGERS. - I will/Other features are national High school band contests and school drill competitions. The opportunity is taken during this festival to instruct thousands of school-children who visit the city for the festival regarding the function and meaning of federal government. There is a fairly general movement in the United States to get as many school-children as possible to Washington at some time during their High School career. During visits to Washington and also during the festival those children are given good instruction on what Washington stands for and on the federal system of government. The idea is that when the children reach voting age they will have a better appreciation of what they are voting for, and also to get them to take a greater pride in the national capital.

SENATOR RYAN. - What assistance regarding transport to Washington is provided for them?

MR. ODGERS. - I understand that some assistance is given but I do not know what it is. I have mentioned this festival because on the last night that I was in Washington I spent several hours in one of the streets watching the procession pass and saw all these contingents from every State passing along in the parade with school bands, flags and so on. The thought struck me then that perhaps Canberra might even emulate that to some extent, because we have blossoms here which compare favourably with the cherry-blossoms in Washington. It is true that we are on a smaller scale but I think that one day we might perhaps be able to stage our own blossom festival.

THE CHAIRMAN. - Wrafton does it every year.

MR. ODGERS. - Yes. I took the opportunity of mentioning the festival because it plays a part in the keen movement in America not

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only to publicize Washington but to build up in the people an appreciation of what their national capital is and to get them to take a pride in it. Anybody visiting Washington could not help but take a pride in it. The only other thing I wish to say now is to reply to a question asked by Senator Wood earlier this morning. He asked about the distance from the Capitol building to the Lincoln Memorial along the mall. I have found that it is just a little over 2 miles. He also asked the distance from the Capitol to the White House. That is also approximately 2 miles. I tender a map of Washington.

SENATOR RYAN. - Can you compare the government triangle there with the government triangle here?

MR. ODGERS. - I do not think you can compare them because there is so much to see there.

SENATOR RYAN. - I was speaking of the location.

MR. ODGERS. - The government triangle in Washington is formed by Constitution Avenue and Pennsylvania Avenue. Constitution Avenue leads away from the Capitol building.

The triangle begins as Constitution Avenue and Pennsylvania Avenue start to diverge.

SENATOR RYAN. - What is housed within the triangle.

MR. ODGERS. - It is fully occupied by public buildings.

SENATOR WOOD. - But that triangle is only part of the main avenue.

MR. ODGERS. - Yes.

SENATOR WOOD. - It is only a small triangle along the main avenue. The main triangle is from the Washington Monument to the Capitol, a distance of approximately a mile. That is what is thought of as the government triangle. That is the part in which all the government buildings are placed.

MR. ODGERS. - Some of them. There are not too many buildings in the Mall. There are the National Gallery of Art and the Smithsonian Institute. You will find that the federal triangle is on the other side across Constitution Avenue.

SENATOR WOOD. - Did the mall give you the impression of affording plenty of space?

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MR. ODGERS. - Yes.

SENATOR WOOD. - There are buildings on both sides of the avenue?

MR. ODGERS. - Yes.

SENATOR WOOD. - And you got the impression that there was plenty of room there for all requirements?

MR. ODGERS. - In no sense is there a feeling of crampedness.

SENATOR WOOD. - Is there plenty of room for parking and so on?

MR. ODGERS. - Yes.

SENATOR WOOD. - We have three avenues in Canberra but Washington with a population of 900,000, people has only one central avenue. Did the buildings seem to you to be far enough apart? Have they lost the park-like setting, and is there plenty of space for parks?

MR. ODGERS. - That is how it seemed to me. It is very nicely spaced.

SENATOR VINCENT. - I have a rather important question to ask. Would you say that the Capitol in Washington is the focal point of what one might call the monumental buildings, or of the city? Is it the dominating feature of Washington?

MR. ODGERS. - Unquestionably. It is a thing of beauty.

SENATOR VINCENT. - They have no Mausoleum or Pantheon as the dominant point?

MR. ODGERS. - No.

THE CHAIRMAN. - You showed us pictures of the Lincoln, Washington and Jefferson monuments. Are there any other prominent monuments or statues to men famous in American history?

MR. ODGERS. - Yes, in the parks and so forth. There are statues of men like General Lafayette and of the first Chief Justice of the United States.

THE CHAIRMAN. - Do statues of Civil War heroes include statues of southerners or are they only of northerners?

MR. ODGERS. - Statues that I noticed commemorated, not the Civil War, but the War of Independence.

THE CHAIRMAN. - But there is one of General Grant, and one of General Sherman?

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MR. ODGERS. - There is also one of General Lee, who was on the other side. At Arlington General Lee's former residence is still a monument to him.

THE CHAIRMAN. - Are there many Confederates buried in the Arlington National Cemetery? During the war it was in the possession of the northern States.

MR. ODGERS. - I cannot answer that.

SENATOR RYAN. - Are there adequate parks?

MR. ODGERS. - The parks in Washington are magnificent, for example, the Rock Creek Park, which is very fine. That is not the only one, but it is probably the leading one. The parks are plentiful.

THE CHAIRMAN. - Are there any really big parks extending for 300 acres or 400 acres?

MR. ODGERS. - I think the Rock Creek Park is as big as that.

SENATOR WOOD. - Has Washington a main shopping centre?

MR. ODGERS. - The shopping area is quite huge with big emporiums.

The witness withdrew.

The Committee concluded the hearing of evidence at 4.13 p.m.

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SENATE SELECT COMMITTEE ON THE PLANNING AND DEVELOPMENT OF
CANBERRA

MINUTES OF EVIDENCE

Taken at Canberra

MONDAY, 12th SEPTEMBER, 1955.

PRESENT:

The Chairman (Senator McCallum)

Senator Benn

Senator Hannaford

Senator Ryan

Senator Wood

WILLIAM CHARLES DOUGLAS VEALE, Town Clerk of the City of Adelaide
and President of the Australian Planning Institute, and

PETER FIRMAN HARRISON, Senior Lecturer in Town and Country Planning,
University of Sydney, sworn and examined:

MR. VEALE. - Before presenting the prepared statement of the special Committee of the Australian Planning Institute relative to the planning development of Canberra, I wish to state, as President, that the members of my Institute, after very careful consideration, thought that it may best implement its very keen desire to assist the Select Committee of the Senate in its most important task by appointing a Committee to closely examine the evidence that has been submitted to you and then to present a report with recommendations as from this expert Committee. Although constantly informed of the progress made relative to the report I have not personally contributed to the prepared statement which I will now read:-

PART I - THE NATIONAL CAPITAL - THE PURPOSE OF CANBERRA

The function of Canberra has been described in the constitution as the Seat of Government of the Commonwealth. The
A.L.

interpretation of this simple statement given in the conditions of the International Competition for the planning of Canberra was -

"The Federal Capital City will be the permanent seat of Government of the Commonwealth of Australia, the place at which the Federal Parliament will meet, where all Commonwealth legislation will be enacted, and where the Governor-General will have his residence.

The city will, therefore, be primarily the official and social centre of Australia."

Since then, Australia has taken its place as one of the foremost nations of the world. In two world wars it has built an Australian tradition based on the qualities of courage, leadership and initiative. In peace, it has distinguished itself in world trade and international relations and in the fields of art, science and sport.

In a Commonwealth of sovereign states, strong and independent, no more fitting means of expressing national unity and spirit exists than in the National Capital. The City of Canberra, built according to the principles conceived by Walter Burley Griffin, will be capable of demonstrating Australia's stature as a nation - to Australia's citizens and to visitors from other countries.

The building of the City of Canberra is therefore a project of great magnitude and significance. It is a national development project requiring the utmost skill and vision in planning and administration and is the direct responsibility of the Federal Government, representative of the citizens of the Commonwealth.

The Federal House of Parliament and the residence of the Governor-General as the nation's first link with the British Crown, are the key points of the National Capital. These together

with the Embassies, the Australian National University and the Australian War Memorial are institutions which truly express its purpose. The Capitol, a National Art Gallery, Library, Theatre, Museum and similar institutions serving as repositories of Australian achievements in the different fields of the Nation's activity must in time be added. The planning, architecture and development of the City and its buildings including the houses, shops, schools and other domestic establishments must be exemplary of the high quality of Australian materials, skill, and craftsmanship.

All Australian citizens, regardless of their place of residence, whether it be Canberra or Camooweal, are of equal status in their responsibility for the development of the National Capital.

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

PART II - THE NATIONAL CAPITAL PLAN - FAILURE TO MATERIALISE

Griffin's Plan of 1912 won the international competition because it embodied, above all others, a central idea in civic design which would express in the finest possible way the heart of the new nation.

This idea was derived from a close study of the site formation and a deep sympathy with the national and aesthetic aspirations of the founders of the Commonwealth.

Griffin came to Australia in 1913 and until 1920 was Federal Capital Director of Design and Construction, during which time he made a closer study of the site. While it resulted in many modifications to the domestic areas of the Plan, this study

strongly confirmed the national features. Indeed, nearly half a century of planning experience since can add nothing to its quality.

It is a theme, simple yet grand, which owes little to its historic antecedents at Versailles and Washington. The design of the Capital as Griffin conceived it was based on the major axis from Capital Hill to Mount Ainslie bisecting a triangle formed by Commonwealth, Kings and Constitution Avenues containing the formal water feature of Molonglo Basin.

This is the central theme which placed the Griffin Plan above all others, the grand idea ^{without} which the Plan of Canberra has no meaning.

This is the dramatic essay in civic design which alone distinguishes the Canberra Plan and places it in the first rank of world capitals, a brilliant combination of mountain and lake, axis and avenue to form a noble composition. It embodies the heart, the brain and the spirit of the Nation, the most important area of land in the 3,000,000 square miles of the Commonwealth.

But after 40 years of development let the Nation's citizens stand at any of the four key points and try to find the magnificent vistas promised by the Plan, try to travel the broad avenues with the grand-sounding names They may well ask "Where is the National Capital?"

Yet this should be the visual expression which all citizens might hope to see and remember; instead there is the great anti-climax of grazing and paddocks and desolation.

Clearly, there has been serious neglect of the National property because the development of the Capital has been more concerned with domestic requirements of a rapidly growing population.

The arrangements proposed by Griffin for the domestic parts of Canberra were, even for 1912, of somewhat doubtful validity. The geometric formality of the central idea, when extended to the

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residential suburbs becomes absurdly extravagant, but, except for minor modifications, strenuous efforts have been made to preserve or respect these relatively unimportant features of the Plan, even at the expense of sound planning.

The residential requirements of Canberra are not greatly different from those of any Australian city. Housing development under the ideal conditions of the Australian Capital Territory should afford an opportunity to show, by example, how residential areas can and should be built. Their value as examples, however, depends on keeping costs at least comparable with those of ordinary suburbs. In this respect they fail.

On the other hand, the standards of housing and living area amenity enjoyed by Canberra residents are better than those of any city in Australia because, it seems, finance for development is not subject to the severe limitations which restrict local government activities elsewhere.

This may be justifiable in the National Capital as long as a proper balance between national and domestic features is maintained. For instance, the new swimming pool will cost over £300,000. Little more than one-fourth of this cost applied to landscaping could make the national features of the Plan intelligible.

PART III - ADMINISTRATIVE MACHINERY - LACK OF PLANNING

DIRECTION AND CO-ORDINATION

The unbalanced growth of Canberra is an example of the common misconception of town planning - that the plan is an end in itself. A town plan cannot materialise successfully unless it includes a programme of work and is kept under constant review although the ultimate aim may remain unchanged. In the development of the National Capital, the process of review and supervision should be maintained at all times and at all levels, from the broadest considerations of the overall plan down to the smallest details of tree planting, paving and sign-posting.

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The gazettal of the Canberra Plan in 1925 was obviously intended to give it legal backing. The Gazetted Plan is, however, not a plan but merely a pattern of roads and avenues. It gives no hint of how, or in what sequence, it should be built-up. It has the grave disadvantage of giving the impression that Canberra is planned for all time, and that no further planning design is necessary. Nothing could be further from the truth.

There has in fact been no review of the Plan since Griffin's final revision in 1918. That is to say that after nearly 40 years there is no person or group in a position to take the view and exercise the executive power that was required of Griffin.

The development taking place is the work of a number of different sections of different departments, each carrying out its own responsibilities in its own particular way with little sense of the contribution it should be making to a properly designed development of the Capital.

The various officials responsible for the subdivisions, buildings, roads, services, landscape and street furnishings, carry out their work more or less independently; there is no complete planned design or sequence of operations for the Capital as a whole, neither does it seem to be the responsibility of anyone to formulate such a scheme.

Never since the adoption of the Griffin plan has there been sufficiently close and skilled supervision of the growth of the city. The Federal Capital Commission came closest to the ideal, but even this body did not have continuous and responsible skilled assistance.

After the abolition of the Commission in 1930, Canberra had no planning advice whatsoever until the National Capital Planning and Development Committee was set up in 1938 with the express purpose of safeguarding the plan. This Committee has insufficient authority.

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The Departments of Works and Interior can submit matters to it, but are not bound by its recommendations. Evidence has been given to show that the Committee, in spite of its composition and its laudable purpose, has been by-passed and ignored in some important matters such as the West Lake decision.

A small secretariat between the departments has been established to co-ordinate development. But, in spite of secretariats or inter-departmental committees, there will inevitably be difficulties in divided authority in planning and design. It is quite impractical for architecture and building design in one department to be independent of planning design in another.

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This is not to say that the Department of Works and the Department of the Interior are failing in their respective domestic tasks in the Territory. Indeed, as far as construction and administration are concerned, there is little to criticise. The defect lies in the failure to give overall planning and design sufficient importance in the development of the Capital.

It is clear that the failure of the National Capital Plan to materialise after 40 years is due to lack of balance in development, with too much emphasis on relatively unimportant domestic features. This lack of balance in turn is due to lack of appreciation of the national features of Canberra and the need for properly coordinated priorities in development.

PART IV - PROPOSALS

The development of Canberra, because of the City's importance as a symbol of a country's unity, strength and character, places it in the front rank of national responsibilities.

Parliament itself should be directly responsible, not through any department whose functions extend beyond Federal Capital Territory, but through a Parliamentary Standing Committee whose sole task should be to control the development of the National Capital.

This Committee should have and exercise the authority necessary to ensure that all aspects of developmental policy, planning, and design are properly considered and related before being dispersed as tasks among the various departments and sections of departments responsible for their execution.

The exercise of this authority would encroach very little, if at all upon the main responsibilities of the present departments concerned with the Australian Capital Territory. Development is at present mainly carried out by the Department of the Interior (Administration) and the Department of Works (Construction). Neither Department is, by its very nature, equipped to concern itself with all those aspects of the design and development of the Capital which are so necessary if it is to fulfil its rightful destiny.

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The constitution of the Committee should primarily aim to provide effective representation of national interests but, at the same time, allow representation of the departmental instrumentalities most concerned. For these reasons, it is suggested that a Chairman and four members be drawn from the Senate, with the Minister for Works and the Minister for the Interior, and also the Member for the Australian Capital Territory to form a Committee of eight.

The Committee should be required to take the best advice available on all matters relating to the Capital. Specialists in such subjects as regional development, town planning, civic art, architecture, surveying, sculpture, landscape and traffic engineering should be consulted as required, irrespective of whether they are Commonwealth or State officers or private practitioners. In certain cases competitions might be conducted.

Initially, the Committee should be required to engage at least one consultant of the highest qualifications in Civic Design, if necessary from overseas, to assist in the establishment of a policy from which the Committee and its staff could continue their work. It should have as its principal executive a fulltime Director of Planning and Design, assisted by a highly qualified technical and administrative staff.

The Director of Planning and Design would be responsible for carrying out a continuous review of the Plan in general and in detail, and with his staff would form the permanent nucleus upon which the departmental and other consultants would rely for the collection of necessary information and the definition of particular problems which they may be called upon to solve.

This statement has not dealt with the many details of design and development which have been mentioned critically by witnesses before the Senate Committee. Our review of the evidence, and our knowledge of the situation has brought us to the conclusion that the unsatisfactory state of Canberra's development is due primarily to present inadequacies in organisation. It is clear

that control by an authority representative of the nation, acting on the best available advice, is essential to achieve the best results.

This may not mean that every aspect of the Capital will be beyond criticism, but it will ensure that the finest skill and effort will be devoted to the building of the Nation's capital city.

I have been in touch with the members of this committee, and at a later stage I shall mention a phase of the recommendation with which I am not in total accord.

There is not the slightest doubt in my mind that the progressive development of the Walter Burley Griffin plan for Canberra has already resulted in the creation of a city of outstanding beauty, providing all the requisites of our modern social requirements.

It is unnecessary for me I know, at this stage of the Committee's proceedings, to emphasise certain obvious aspects which have probably been stated in previous evidence, such as, for instance, the fact that the generous design of the city - long spaces between neighbourhoods - the spacious roads and parks etc., has resulted in what might be termed briefly a "costly city" pro rata to its population.

Its establish^{ment} costs, however, must be regarded in the nature of a long term investment. When the city is fully developed, unit costs per capita will no doubt fall appreciably. It seems improbable, however, that the rates collected from residents will meet the expenditure of the city for a very long period of time. However, the National Capital is a grand conception the cost of which, in my view, should be regarded as a rightful charge upon the Commonwealth.

Personally, and I know this is the sentiment of numerous other people, I would never begrudge, as a taxpayer, paying my proportion towards the cost of Canberra.

Having carefully studied the Burley Griffin plan in situ, I do not agree with some of the decisions that have in effect altered the original plan. I refer principally to the omission of the West Lake, and policy decisions which have involved the decrease in the area of building allotments.

The area for single tenement houses appears to be very small. I have been informed, however, that it amounts to 6,000 square feet,

which is only 1,500 square feet less than the building act requirement in other capital cities. These houses have the appearance of being far too close together. Perhaps a greater width and a lesser depth would prove to be more satisfactory in respect of these areas. Of course, the decision to reduce the area of the building allotments as compared with the original generous areas, is to be applauded, as the latter are very extravagant in relation to the provision of maintenance services, roads etc.

Flat building greater than 3 stories in height, such as 6 or 8 stories, could in certain localities be used with great economic advantage without detracting from the general sky-line - i.e. without dwarfing important and significant buildings or structures in the same area.

TRAFFIC.

One of the greatest problems of all large cities and growing towns is that of providing for the smooth traffic flow through the streets of ^{those} cities and towns, and upon the approaching highways to the same.

Even in the cities which were originally well planned, such as Melbourne and Adelaide, extensive alterations involving very heavy expenditure must be made to meet modern traffic requirements. This problem, of course, was met in Sydney many years ago.

Car parking is also a major associated problem of traffic conditions. Because of the traffic conditions and lack of "off the street" car parking facilities, several American cities have suffered severe reverses in respect to business, whereby the businesses have lost millions of pounds in the aggregate. In quite a number of cities a dead heart has been created, and the businesses have failed. The valuation of the property of the one time prosperous undertakings have dropped as much as 64 to 80%.

Fortunately in Canberra the generous widths of the roads and avenues and spacious reserves will for all time prevent these conditions, and indeed they are now the means of providing car parking facilities in a manner well known to the members of this

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Committee. In some instances the lawn margins have been cut into and in others they have been completely removed. Provision for car parking has been, most fortunately, provided in the most recent shopping areas, such as those at Turner, Ainslie and Narrabundah, wherein in addition to ^{the} provision of car parking spaces, the shopping areas have been located off the main traffic road.

The very excellent new schools have also been properly planned by placing them off traffic roads.

It is emphasised, however, that car parking problems will intensify and that very careful attention must be given to this matter to ensure that ample provision is made for it at the various assembly positions. It is difficult to see into the future but it is a well known fact that the acquisition of privately occupied property is surrounded with difficulties.

I have been requested to express my views in respect to the exclusion of the West Lake from the Burley Griffin plan, which, I understand, was eliminated from the approved plan in 1953, the principal reasons being -

- (a) on the grounds of economy of engineering construction;
- (b) on the grounds of saving a square mile of excellent land for development in the centre of the city;
- (c) that its elimination would permit of the permanent use of the golf course and the race course, and the extension to the hospital.

I have made ^avery extensive visual survey of the site of West Lake and have had the advantage of reading the Report of the Parliamentary Standing Committee on Public Works, relating to the proposed erection of "Commonwealth Avenue Bridge at Canberra, A.C.T.". From this report it appears that there are no engineering difficulties associated with the establishment of the West Lake. I ^{very} strongly recommend that the West Lake project be restored to the plan.

The establishment of this lake will produce a wide expanse of water which may be used for fishing, yachting, and other pleasurable purposes, and at the same time the treatment of the banks will produce ^ascenic panorama most picturesque, if not enchanting, when viewed against the background of the high range to the north.

The banks lend themselves to landscape effect, which has in the past been so admirably achieved throughout the city of Canberra by the planting of trees and shrubs. This work has established the fact that trees and shrubs of a wide variety and of great beauty grow to perfection in this city. Trees such as the English Oaks, Elm, Birches, North African Firs, Birches and Cottonwoods, as well as the cypruses, Flowering Prunus, and our own Australian trees, that lend colour to this magnificent landscape.

A road on the fringe of this lakeside is provided in the original plan and this could eventually lead to hotels, guest houses etc. to provide accommodation for the tourists who would be automatically attracted by the lake.

My experience as the City Engineer of the City of Adelaide over a long period has taught me that the water weed which was a tremendous nuisance to rowing in the Torrens Lake, grew on silt when the water was less than 6 feet in depth. It is therefore suggested that a survey should be made to ascertain the area of the lake that would have a lesser depth of water than 6 feet. It does not, of course, naturally follow that the water weed will grow in this climate because the climatic conditions of Adelaide and Canberra differ quite appreciably. For instance, the daily mean hours of sunshine Canberra is 6.7 as compared with 7 hours in Adela'de, and in Adelaide there are only an aggregate of 3.7 days of fog compared with Canberra 17.9

Should it eventually be decided to restore the West Lake to the plan, it would seem desirable to have experiments carried out relative to the growth of weed before any earth moving work to deepen the contemplated lake is commenced. Perhaps the C.S.I.R.O. would be able to undertake this work. I believe that it may sound platitudinous for me to express views in respect to the many and various subjects that must have come under the Committee's review during the process of hearing evidence on this all important matter. In consequence, you may feel it desirable to question me upon any subject upon which you require additional information.

I now have some suggestions to make regarding future administrative control for the planning and development of the National Capital. The recommendation of the Australian Planning Institute Committee is to the effect that there should be a Parliamentary Standing Committee composed of the following members :-

- (a) A chairman to be a member of the Senate; (b) Four Senators;
- (c) The Minister for Works; (d) The Minister for the Interior;
- (e) The Member of Parliament for the Australian Capital Territory.

This Parliamentary Committee would meet in council frequently and would be responsible for policy framing. It should have as its principal executive a full time Director of Planning and Design assisted by the requisite highly qualified technical and administrative staff.

The Committee should be required to take the best advice available on all matters relating to the National Capital. After having discussed this matter with some members of the Australian Planning Institute who prepared the report, it has been suggested by them that I should add my own independent comments.

It is unnecessary to stress the importance and magnitude of the work involved in the development and control of the National Capital which is expanding so rapidly. It is the type of work in which the co-ordination of the various functions and works in the course of planning, construction and maintenance of the city, must

be undertaken along the lines of some of our biggest projects such as the Snowy Mountains project. The numerous departments involved in the administration of the National Capital are wide and varied. They include engineering construction, architectural design and construction, planning construction of roads, buildings, sewerage, supply of electricity, health requirements, transportation, land leasing and allocations, collection of accounts and numerous other departments that I have not enumerated but which are important.

It seems to me, therefore, that the planning and development of the National Capital could best be vested in the administration of three commissioners, one of them to be a very well chosen man of the necessary calibre, and of the equivalent status to those exercising similar positions in some of our most important national undertakings. He would work with two other commissioners.

The work may be said to be divided into three distinct facets - engineering, architecture and administration. Under the last heading would fall local aspects, land tenure, health regulations and other forms of administration. The three commissioners would meet frequently - possibly once a week - when the whole of the executive work including development, design and construction, would be fully discussed and co-ordinated. There should also be an advisory committee composed of leading town planners, architects, engineers and administrators, selected from all parts of the Commonwealth. Among them should be landscaping experts and authorities on fine arts.

In the case of the National Capital of U.S.A., a planning commission of twelve persons has been appointed. Their function is to plan functional and ordinary development and re-development of the National Capital and the conservation of important national and historical features. In respect of our own national Capital, it would seem that at this stage that the three commissioners referred to should also form part of the advisory committee as there would be grave disadvantages if those people were divorced entirely from the advisory panel. That is the conclusion of my prepared comments.

THE CHAIRMAN - I should be glad if Mr. Harrison would submit his comments and then the Committee will cross-examine both witnesses.

MR. HARRISON - I should like to enlarge on the report submitted by the sub-committee of the Australian Planning Institute. We deliberately kept the statement brief, but there is much material between the lines which might not be apparent and I should like to enlarge upon it. In particular, I wish to refer to the failure of the national capital plan to materialise. One indication of the reasons why the plan has not materialised is the fact that I cannot see in this room any plan showing Griffin's plan or ideas. This morning, I showed the chairman of this Committee Griffin's original drawings submitted in 1912. They show his ideas fairly clearly. The same drawings have not been seen by anybody for twenty years. In them, Griffin showed that he had made a full study of the site and knew exactly what he intended. The cross-sections are there and indications of the buildings, but those drawings have apparently been hidden away or mislaid for many years. Even for this committee, there is not a drawing here which really shows Griffin's ideas.

We stress the importance of the main axis and the central triangle. That idea of Griffin's won him the competition. I believe that the central idea - the main axis bisecting the great triangle - could be one of the greatest civic compositions the world has seen. I believe it is potentially greater than Washington and greater than Versailles, because Griffin has done something which most landscape architects find it difficult to do - that is, to reconcile a geometrically formal layout with natural topography.

In Versailles, they had to push the landscape about. On that work, 35,000 men were employed for 30 years making the landscape suit the design. In Washington, the axis of the Grand Mall is more or less reclaimed ground. It was a swamp. In order to appreciate those compositions, it is necessary to get up in the air. In Washington they have made special provision for that by constructing the Washington Monument 555 feet high, and it is only from there that one gets the full effect of Washington's layout.

In Canberra, it is possible to appreciate this grand conception from the ground. Griffin used Capitol Hill, City Hill and, most important, Mount Ainslie as vantage points, but I find that it is almost impossible to get to the top of Mount Ainslie although that is one of the most important parts of Griffin's scheme, and a point from which the plan may be appreciated. He has a very fine drawing of that as part of his set of competition drawings showing just what the National Capital should look like. I suggest that until this morning, even the chairman of this Committee had not seen it.

To appreciate fully this grand central idea, I believe it is necessary that the avenues involved should be expressed by landscaping. One of the cleverest things that Griffin did was to devise a scheme which did not depend for its realisation on the building of grand buildings. It did not require that Commonwealth Avenue, Constitution Avenue or Kings Avenue should be lined with grand buildings in order to express themselves, but it was a landscape design. There is only one main building at Versailles. Certainly it is a tremendous building, but the great landscape composition is independent of the building. As I hope to demonstrate later, they have found that Washington's Mall requires planning to emphasize it. Griffin's scheme depends on landscape architecture as a setting for the public buildings like jewels in the landscape. It is not an architectural composition but a landscape composition.

Many faults could be found in it. Capitol Hill, the area within State Circle, comprises 140 acres which is a tremendous area. It is rather difficult to see why it was made so big. The area within the Government Triangle is about 250 or 260 acres which is about half the size of the central part of the city of Sydney.

City Hill, within the London Circuit, has an area of 40 acres, which is about the same area as Hyde Park in Sydney. Some of those places could, perhaps, be reduced in area, but no criticism of this idea can really detract from the grandeur and wonder of it. That is the national part of the Canberra plan. As we say in this report, it is impossible to recognise it. People coming to Canberra look at the trees and some of the buildings and say, "They are nice," but they are not aware of what Canberra is really about in terms of town-planning and landscaping. We suggest in the report that it is possible, with relatively little expense, to make these compositions at least discernible on the site. This morning we stood on the top of Capital Hill and found ourselves in a stone quarry. That is one of the key points of the plan, and it should be possible to stand there, in the centre of the radiating avenues, and feel that you are on a spot of some importance. Similarly, on City Hill and at the intersection of Constitution and King's Avenues, near the American Memorial, but most of all on top of Mt. Ainslie, one should have the same feeling. I suggest that anybody who has not been to the top of Mt. Ainslie should go there and see it. There are a few telegraph poles and a beacon, which, with just the smallest amount of thought, could have been made a handsome thing. It is just an ordinary beacon of the Civil Aviation department, the same as they erect in some western landing field. That is one of the key points of the scheme. From that point, not only should you be able to appreciate the grand axis through to the Capital and beyond, but also a grand panorama. A suggestion was made that perhaps the Molonglo basin could be reduced in width. An examination of the perspective prepared by Griffin shows that it would be most ineffective if it were reduced in width. It is widest at the point where it is intersected by the axis, so that it can be appreciated and seen from Mt. Ainslie.

We have criticised, directly and by implication, aspects of design. This morning I showed the Chairman the lack of design in the planting of the avenues. An avenue is meant to present a

vista. You should be able to look along the centre line of an avenue and the perspective line drawn by the buildings, or in this case the planting at the side, leading up to a vista point. The vistas, of course, on these avenues, are meant to be, principally, Capital Hill and City Hill. Conversely, when you stand on the centre of Capital Hill or City Hill, you should be able to see these grand radiating avenues and look clear along the centre line. In almost every case the centre line has been planted up. Driving along Commonwealth Avenue, near the House of Parliament, you are not conscious of a 200 feet avenue. You are merely aware of a relatively narrow road pavement between two lines of trees. It is possible to emphasise these avenues of tree planting. The best demonstration of the effectiveness of planting is in one feature of present day Canberra which was not part of the Griffin plan, that is, in Haig Park, where the wind break is planted. From Mt. Ainslie, that is the most assertive piece of landscape treatment in Canberra, but it is adding nothing whatever to Griffin's plan. If the same treatment had been applied to Anzac Park, this 400 feet wide parkway, it would have gone a long way towards emphasising this main axis.

Outside this national triangle, the development of Canberra has followed fairly closely Griffin's plan, and, if any criticism of the plan is justified, it is in the planning of the residential areas. That is not an original thought of our Australian Planning Institute. Sir Patrick Abercrombie, as Editor of the Town Planning Review, the oldest established town-planning journal in the world at the time, wrote a review of the competition and the Griffin plan, and he drew attention to the fact that the extension of the formality into the residential areas did not seem to be a very good idea. I do not think that it requires town-planners today to tell the ordinary layman that formality carried to a ridiculous point is not much of an idea in residential areas. Oddly enough, Griffin himself, when he in later years developed his own personal residential area in Castle Crag, made it strictly informal. We find that parts of the Canberra plan which are regarded as a "sacred cow", as a previous

witness called it, are the least important parts, the residential areas, often to the detriment of sound planning. It seems to me that those responsible should go back and examine what Griffin had to say about his plan. I should like to quote his reference to avenues in his report of October 1913. He says -

"Never less than triple roadways can be considered sufficient to handle avenue traffic ultimately, with tramways, fast and slow vehicles in both directions."

Triple roadways - that is the point. The centre line of the avenues was left clear. I do not suggest that we should have triple roadways, but nevertheless he made it quite clear that in his mind an avenue was left clearly visual; you could see from one end to the other. It has taken a long time for the responsible authorities to reduce Griffin's residential roadways to less than 100 feet. That is the standard width of all his roadways, other than his avenues. He said -

"A uniform width of 100 feet for distribution ways is established as a suitable minimum interval between building fronts for light, air, privacy, and fore-garden embellishment. It is by no means a determinant of the desirable thoroughfare space in roadway, walk, or public parking, which should be graduated to a minimum requirement of possibly a 12 ft. driveway alone in the farthest backset, short streets, or ravine climbs. There is no reason why the balance of the potential right of way should not be granted for fullest use to the private occupants and considered in all but reserved jurisdiction as belonging to individual abutting allotments, withholding an easement for direct service lines adjacent to the buildings, and retaining the exercise of considerable public control as to appearances."

That, to my mind, makes it perfectly clear that Griffin, in fact, did not intend roadways and residential areas to be 100 feet in width.

In Part III we refer to the administrative machinery and lack of planning direction and co-ordination. I should like to

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draw attention to the fact that we are not criticising the operations of the different departments, beyond saying that they are carrying out their own responsibilities in their own particular way with little sense of the contribution they should be making to the properly designed development of Canberra. We mean design in all its aspects, not only architectural design, but the design involved in a sign post, a lamp standard, a kerb and a gutter, a piece of verge planting. Those are the things we mean when we say "design".

In Part IV of our proposals we have suggested specifically a Parliamentary Committee. It is not exactly within our province as professional planners to say precisely how this should be done. We believe that it is necessary to have a body representative of national interests. We suggested a Parliamentary Committee because parliamentarians do not live in Canberra, and we thought that perhaps one of the difficulties about the present development was that it was the responsibility of people who live in Canberra and regard it in a purely domestic light. Indeed, it might not be altogether wrong to say that they regard it as an expensive housing scheme for public servants. We want a body that regards it as a National Capital. For that reason we suggested a Parliamentary Committee, because parliamentarians require to be in Canberra often, but at the same time they do not live here. We recognise that perhaps a suggestion like that is rather beyond our particular province. We believe that it must be a national body. It must take advantage of the best possible advice, irrespective of where that advice comes from. In that sense, we mean that the existing departments of Works and Interior, and any other departments, can still play their part in the designing of the National Capital, so long as they are delivering the best designs. If, in the opinion of the responsible authority the designs are not the best, they should be at liberty to go to people who can give them the best designs. We do not suggest that the other responsibilities of those departments be taken away from them, but we want the best possible attention paid to the design. I stress again that design means more than architecture. It means total architecture. Everything you see should be the subject of conscious design. 1861.

P.F. HARRISON.

THE CHAIRMAN. - I should like to ask one or two questions. We have had two points of view put to us in the past by various witnesses. Perhaps you two gentlemen can help us to make a decision. One point of view is that there should be a drastic revision of the Griffin plan, that there should be as it were a re-drawing of the plan. The other suggestion is that we should leave the plan as it stands and have a planning body which from time to time would make alterations. What is your opinion, Mr. Veale?

MR. VEALE. - My view is that you should retain the Griffin plan but also as a second alternative a planning body should be set up to review some aspects of the plan, particularly in respect of the neighbourhoods or residential sections. However, the principal features of the Griffin plan should be maintained at all costs. In my view the Canberra plan surpasses the Washington plan. It is a grand plan and something we should hold on to at all costs. I do not think we would get very far at this stage if we were to drastically alter the Griffin plan to any extent but I do think that from the point of view of residential or neighbourhood development the Griffin plan with its very wide streets could be modified. I believe it is being modified. I have toured around with the town planner and I noticed that that seemed to be the case. There is a tendency to avoid intersecting roads and have the traffic directed into new neighbourhoods at either end of an avenue. That type of development is all to the good.

THE CHAIRMAN. - You believe that it is mainly in the residential portion that modification is necessary, and not in the Government triangle?

MR. VEALE. - That is so. As far as the Government triangle is concerned I know that a suggestion has been made that it should contain residences as well as stately buildings of state. That is something that needs very careful consideration. My own view is that only a certain type of residence should be allowed there.

SENATOR WOOD. - Residences of good architecture?

MR. VEALE. - Well designed architecturally and of some particular significance - residences of Ministers of the Crown or something of that sort. I think the triangle should be reserved for stately buildings.

THE CHAIRMAN. - Mr. Harrison, what is your opinion on this matter?

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

THE CHAIRMAN. - Would you suggest there should be a new body to re-plan the whole thing and give us a new plan or do you suggest that the planning should be done from day to day by a permanent planning body?

MR. HARRISON. - My answer to the last suggestion you made is, No.

THE CHAIRMAN. - There are two alternatives, either to have a new plan or to set up a planning body which can modify the old plan from time to time. Which do you prefer?

MR. HARRISON. - It is impossible to present a plan which would never require modification. I think the time has come, after 40 years, for a complete review to be made of the plan and a complete plan to be prepared.

THE CHAIRMAN. - I would like to draw your attention to this

plan we have on the wall which has been submitted by Mr. Gibson. Have you studied that plan in detail?

MR. HARRISON. - I am familiar with that.

THE CHAIRMAN. - That is a plan that is in operation at the present moment. Would you leave that as it is or get some-one to go over the whole thing?

MR. HARRISON. - With all respect to Mr. Gibson, under the present circumstances in which his section is operating I should say it is most necessary for the whole plan to be re-considered.

THE CHAIRMAN. - Put into the melting-pot?

MR. HARRISON. - Yes.

THE CHAIRMAN. - If we were to set up a new body with far more authority, - not acting under the orders of a public servant but a competent planning body with powers similar to the Washington town planning body, do you think that would be sufficient?

MR. HARRISON. - If the members were well-chosen and if the body were to choose the best professional people to advise it, my answer to the question is "Positively yes".

THE CHAIRMAN. - Following on that do I understand that you think the essential thing is to have a body of planners who are not subject to the domination of a public servant or even a commission, but who will have the power to say, "That is the plan. That is the way such and such a thing is to go."? Do you think that such a body should not be challenged except by Parliament itself?

MR. HARRISON. - I would suggest that it should be a "lay" body in the sense that it need not consist of town planners but be representative of the nation.

THE CHAIRMAN. - Would you have town planners sitting on that body as part of it or merely as consultants?

MR. HARRISON. - We think that the controlling body should be a "lay" body comprised of men of stature with the assistance of a director of design and planning and other consultants. Initially we think that for the first revision a top-ranking consultant should be obtained, if necessary from overseas.

THE CHAIRMAN. - We shall consider that very carefully indeed. I desire to understand clearly what you said about main avenues. That was the most interesting part of your evidence. I take it you think that the avenues should have trees on each side?

MR. HARRISON. - If an avenue has not trees on each side it is not an avenue.

THE CHAIRMAN. - I understand that. In addition you think the avenues should be very wide - there should be a wide space between the trees? What distance do you suggest, 200 feet?

MR. HARRISON. - Possibly 150 feet.

THE CHAIRMAN. - You do not want any trees down the centre?

MR. HARRISON. - No. That would spoil the view.

MR. VEALE. - My view varies a little from Mr. Harrison. I think the Burley Griffin plan should be altered in some minor details. I think Parliament House should be on Capitol Hill if the elevation is such that a clear view of the House could be obtained. I think that would be the case but it can only be known by testing it out. There is plenty of area up there. I think Mr. Harrison mentioned there were 140 acres and in these days of bull-dozers and other earth-moving machinery there would be no difficulty of space or approach or anything of that sort.

THE CHAIRMAN. - We all had a look^{this morning} at the proposed site of the West Lake. Are you in favour of retaining that lake?

MR. VEALE. - I am very definitely in favour of it.

THE CHAIRMAN. - What is your opinion, Mr. Harrison?

MR. HARRISON. - From a personal point of view my answer is "Yes", but as we have suggested that a high-powered body be appointed to review the plan of Canberra it should be left for that body to decide. However, from a personal point of view I should like to see a large area of water there. There are many things to be considered.

THE CHAIRMAN. - In your suggested review of Canberra you would not be in favour of altering the Government triangle or the general lake scheme?

MR. P.F.HARRISON

MR. W.C.D. VEALE.

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MR. HARRISON. - I think that the original Griffin idea was a grand one and until somebody can think of something better the idea should be adhered to. It may be varied or it may be enhanced, but it should be regarded as sacrosanct.

THE CHAIRMAN. You have mentioned Capitol Hill. Mr. Veale says Parliament House could be there, although he does not definitely recommend it.

MR. VEALE. It is a matter for investigation.

THE CHAIRMAN. What is your opinion on that, Mr. Harrison?

MR. HARRISON. Again I think it is a matter for investigation. Griffin's thoughts on it seem to me to be quite sound. No doubt you know generally what he had in mind. I believe that a Capitol, in the sense that he intended it, would appeal to the citizens of this Commonwealth. We have no National Museum. I do not put this suggestion forward very seriously, but only the other day the Vickers-Vimy plane in which Sir Ross Smith flew from America to England in 1919, the first plane to make the journey, was moved from the War Memorial - since it was not a relic of war, perhaps it should not have been there - and stowed away at Tocumwal. That is rather an important aircraft, and I think it might very well be housed in Canberra. Similarly with the Southern Cross. Surely there must be many things which our citizens should hold in reverence, and we need an important place to house them. I do not see why it should not be in Canberra.

THE CHAIRMAN. - It need not necessarily be on Capitol Hill. You could find plenty of other good sites for historical and other kinds of museums?

MR. HARRISON. Certainly. The siting is a matter of symbolism. I would not express strong views about it. My whole point is that we must not discard Griffin's ideas unless we have something better to put in their place.

THE CHAIRMAN. You believe that one of the most important things for Canberra is to have beautiful vistas, particularly, say, from Capitol Hill. Do you regard as the most important the one from Capitol Hill to the War Memorial, down through the centre?

MR. HARRISON. I go further than that. I say the one from Mt. Ainslie to Capitol Hill.

THE CHAIRMAN. That goes through the War Memorial?

MR. HARRISON. Yes.

F.F. HARRISON

THE CHAIRMAN. Do you think there should be a central open space, with the lakes coming into it, and thick avenues of trees on each side?

MR. HARRISON. That is a matter of detailed designing. Certainly the avenues of trees on the Anzac Park~~way~~, as they stand, are somewhat ineffective and should be reinforced. On the southern side of the MoKonglo basin, you must preserve ^{the} axis and keep it clear. But just how each side of that axis should be treated is a matter for detailed design. No doubt it will resolve itself in a combination of landscaping and building.

THE CHAIRMAN. I gather you do not think that the type of building matters very much. Perhaps I am reading too much into what you said before. I should like you to make your view quite clear.

MR. HARRISON. From the point of view of the civic design, the total architecture - when I refer to total architecture, I do not mean buildings; I mean the total picture that you see - from that point of view, the important thing is the size, proportions, shape and colour of a building. The thing of first importance is that the buildings should look presentable as part of the vista or panorama from Mt. Ainslie to the War Memorial. The detailed architecture is another matter. It may be disappointing when you see a building from a distance and think how wonderful it is and how beautifully it is set in the trees, to find when you come up to it that it is not quite so beautiful in detail. The detail is important, but, firstly, the building should be considered in its setting, and secondly, it should be considered in its detailed design. The first, I think, regarding the National Capital as a whole, is most important.

THE CHAIRMAN. Mr. Veale, would you like to say anything more on, for instance, the question of the mall, as some people call it, running from Capitol Hill to Mt. Ainslie? What do you think it should consist of?

MR. VEALE. I think the time will come when those focal points will be established as vision points, in other words, they will be developed so that the citizens and visitors can reach them very easily and view the central avenues from there. I believe that then it would be a very simple process to establish the centre way. But

until such time as that has been done, the present arrangement seems to me to be a very good one. We have delightful flowering trees along the avenues. If people are not able to use the heights to view the avenues from, at least they can enjoy the picturesqueness of the trees as they drive along the roads adjacent to the avenues. I do not regard that as a very serious matter, I think it is a matter in respect of which the landscape gardeners have shown a lot of sense.

After all, if you have an axe and a couple of men, in three or four days you can get rid of all the trees there, but in the meanwhile the people have the joy of seeing them. I cannot carry my idealism for the plan to that extent. I believe in things being put in their proper perspective. I am quite sure that the landscape gardeners have not erred in this regard, because it is something that can be corrected so easily in future.

THE CHAIRMAN.- Mr. Harrison, you believe that the landscape gardeners and the architects on the central planning body must work together; that is to say, they must not regard tree planting as a thing on its own and building as another thing? There must be harmony between the two?

MR. HARRISON.- Landscape architecture is a matter of design. Therefore it has not to be regarded in the total design.

THE CHAIRMAN. Right through the development of the city, some of the key men must be - what shall we call them? - landscape architects?

MR. HARRISON. That is the point. There are very few, if any, landscape architects in this country. Indeed, there are very few in the world. There are plenty of landscape gardeners, but they are gardeners only. Landscape architecture far transcends gardening.

THE CHAIRMAN. How are we going to get the landscape architects? We really want a very special type of man.

MR. HARRISON. I suggest that we do not have to have a permanent landscape architect, just so long as we have adequate landscape consultation with qualified people. The Director of Design and Construction that we suggest should be a man of very wide appreciation

and experience. While he may not be a landscape architect, - indeed he may not necessarily be an architect - he should be able to grasp the significance of design in every aspect.

MR. VEALE - He should have the quality "X".

MR. HARRISON. And be willing to seek, indeed be required to seek advice and take it.

THE CHAIRMAN. We have had quite a lot of evidence about streets. It has been suggested that the suburban streets could be much narrower than 100 feet.

MR. HARRISON. Griffin suggested that.

SENATOR RYAN. But his plan envisaged only a population of about 30,000.

THE CHAIRMAN. What should be the width of streets generally, beginning with the avenues and then going to the main streets and the suburban streets.

MR. HARRISON. If an opportunity arises later today, I will show you a picture of a residential area of 80 acres in America that does not have any streets at all. To ask what the width of a street should be is like asking the length of a piece of string. It is a matter of design.

THE CHAIRMAN.- It depends on the function of the street?

MR. HARRISON. It depends primarily on function, certainly. I cannot answer the question.

THE CHAIRMAN. Would you suggest the minimum width of streets that bear through traffic, for instance?

MR. HARRISON. Again I am not able to answer the question. These are matters that can be ascertained. The traffic carrying capacity of a single lane 11, 12, or 13 feet wide is a known quantity under a given set of conditions. Whether there should be two, three or even four lanes in each direction is a matter which can be determined in the light of present circumstances and an assessment of future requirements. These things can be determined fairly easily by experienced town planners and traffic engineers. The traffic carrying capacity of a street is an ascertainable fact. The width of street reservations is another matter. That is concerned with aesthetics,

and perhaps with site distances on the intersections where the street under consideration is joined by other streets, and so on. For instance, the 200 foot avenues have very little to do with their traffic carrying capacity. They are part of a scenic design.

MR. VEALE. I have lived amongst streets all y life. I believe that, in some instances, depending on location, 100 feet may be a little too much. Possibly you could reduce the width to as little as 70 feet.

MR. VEALE (SPEAKING) - I should say that it is much better to err on the side of amplexness, because it would be such a tremendous bother to reclaim land for the purpose in years to come; although the Commonwealth owns the land, it would have to upset private people. Of course, as Mr. Harrison has demonstrated, it is not easy to see into the future and estimate with any degree of accuracy the future intensity of traffic. It is reasonable to assume that more people will own motor cars, and perhaps we shall reach a stage when individual members of a family will have their own cars. I consider that, in view of the many curved roads in Canberra, wider traffic lanes are required here than are required for long straight streets. In consequence, I should caution against reducing widths. Canberra has a heritage which lots of cities would like to have but for which they would have to pay millions of pounds.

THE CHAIRMAN - I feel very nervous about reducing open spaces because I have before me constantly the picture of what has occurred in Sydney. I think that with the advent of flats, particularly multi-storey blocks of flats, it is necessary to provide wide streets in order to avoid a cramped effect. Do you agree?

MR. VEALE - I certainly do. Unless open spaces are provided for the residents of the flats, a sort of high-class slum condition can occur.

THE CHAIRMAN - Are there any ways of providing adequately for the parking of motor vehicles apart from the provision of wide streets?

MR. VEALE - That is a big problem in Adelaide; It has fallen down on us like a dark cloud during the last few years. I have looked at this problem carefully during the last few days. I think that Canberra is fortunate to have such wide streets and avenues, which can be used extensively. In the first place, you have utilised reserves. Indeed, it does not detract from them to do so, and they can be made very picturesque. When the new buildings in course of construction at Civic Centre are completed, it will be a fairly big shopping and business centre and adequate car parking facilities will need to be provided. I subscribe to the maxim that only children

and fools should see things half done. Therefore, it will be necessary for the planners to get on to that problem very soon. It is a very serious matter. As a matter of fact, the financial stability of the new shops will be dependent very largely on such facilities.

SENATOR BENN - I consider that Mr. Veale's evidence will be very helpful to the Committee. I think that we should consider it as a whole, and I am sure that we shall gain from his appearance here today. I am sorry that Mr. Harrison was not here at the commencement of our sittings, and it is to be regretted that both he and Dr. Carl Langer were not here at the same time. At an appropriate stage, I should be glad if he would enlarge on the statement that he made with relation to Mount Ainslie.

SENATOR RYAN - I understand, Mr. Veale, that you have been studying the layout of Canberra during the last few days?

MR. VEALE - Yes.

SENATOR RYAN - What is your candid opinion of the siting and designing of the houses at Narrabundah to which reference has been made?

MR. VEALE - I think they are a mistake. I cannot imagine that anybody would approve of them from the point of view of long-distance planning. Of course, I am not aware what were the pros and cons of the position before the decision to place them there was taken, but it seems to me that unless the grounds were overpowering, a mistake was made in putting that type of house in that location, because most of the area has a splendid vista. I would not go so far as to say that they are sub-standard dwellings, but they are a bit below standard.

SENATOR RYAN - Do you think that the site could have been capitalised to better advantage?

MR. VEALE - Yes. I do not say that they are cheap houses; on the contrary, they are rather expensive. But I rather feel that they do not look good. They are not quite up to the standard of what one expects in the National Capital.

SENATOR BENN - Better could have been done in that area?

MR. VEALE - Yes.

SENATOR RYAN - Is there a tendency for them to be overcrowded?

MR. VEALE - Yes. Either the area of ground is not sufficient, or the depth is too great in relation to the width. It may be possible to improve the position by having a greater width, but the same total area. They are certainly too close together from an Australian point of view. Most Australians like to have a little bit of land to themselves. The average "Mr. Suburbs" likes to feel that he is not living half-way into his neighbour's kitchen.

SENATOR RYAN - An improvement could be effected in order to achieve something worthy of the National Capital?

MR. VEALE - Yes.

SENATOR RYAN - Have you considered the siting of the Newcastle Buildings?

MR. VEALE - Yes.

SENATOR RYAN - What is your candid opinion about their construction in such close proximity to the old Civic buildings facing London Circuit?

MR. VEALE - Do you mean as far as elevations are concerned?

SENATOR RYAN - No, I referred to the width of the street.

MR. VEALE - Fortunately, the width of the car parking facilities in London Circuit can be increased, and I am definitely of the opinion that it will be necessary to increase the width. It may even be necessary to introduce traffic devices there. I can well imagine that if the shops which are now being constructed prove successful in attracting people to them - and doubtless they will, because of the scarcity of shops in Canberra - there will be quite a few traffic jams there. I think the off-kerb parking facilities are highly important, and I believe that time will show the necessity of keeping cars off the streets in that area because of the amount of traffic that will be generated there. It will certainly be necessary to control the traffic during peak shopping periods, such as on Saturday mornings and Friday nights.

SENATOR RYAN - Have you particularly noticed the width of the

roadway between the existing shops and the new shops now under construction?

MR. VEALE - Yes. It seems to be narrow. Of course, the point about it is that there is no need for it to be so much of a through street for motor car useage. The alternative is to have car parking facilities in the vicinity at a convenient distance from the shops. From the point of view of useage by motor cars ad lib, in my opinion it is too narrow.

SENATOR HUNNFORD - Although this question has no relation to planning, I should like to know whether Mr. Veale has given any consideration to the establishment of a form of local government in Canberra.

MR. VEALE - I have thought of it, and I came to the conclusion that it would be an amazingly difficult thing for any government to establish such a system. I base that opinion on the fact that the generous planning of this city is such that it must be costing from three to five times the amount collected in rates to maintain. Therefore, a civic government or municipality would have to be very heavily subsidized by Commonwealth finance. Whilst many Australians would not object to the National Capital being so subsidized, others would consider that similar assistance should be provided to other cities. At the moment, Adelaide, Melbourne, Sydney, Brisbane, Perth, and Hobart are quite justifiably trying to induce the Australian Government to make payments equivalent to rates in respect of Commonwealth owned property in those cities. One could well imagine the situation that would arise if the Australian Government decided to subsidize the city of Canberra to a tremendous extent but refused to do likewise for other capital cities. From a policy point of view, it seems to me that this is something that the Government will have to side-track until such time as Canberra is an economic city. That will not occur for a long time - possibly fifty years. There is nothing better than to generate local interest in certain local matters. If that can be brought about without any particular body having executive powers, including power to spend money, it is all to the good from the point of view of contentment of the residents.

G.4 SENATOR HUNNFORD - It would give the local residents some say?
1875 MR. VEALE

SENATE CANBERRA COMMITTEE

MR. VEALE - Yes.

SENATOR WOOD - There has been some discussion about the provision of car parking areas. The Mackay City Council has been faced with a similar problem. Do you consider that, in addition to wide roads, it is necessary to provide car parks adjacent to places where people congregate, such as auditoriums, centres of civic administration, and so on?

MR. VEALE. - In a crowded city, it is necessary to have off the kerb parking facilities. In some places, it is necessary to put up a building. Recently, I made a recommendation to the municipality in Adelaide that we should subsidise the private owner who is prepared to put up such buildings to the extent that they should be exempt from rates for 4 years and, further, the City Council should buy the property and lease it on long-term lease so that private owners would not be embarrassed in respect to capital outlay. Another suggestion that is being considered is that some type of regulation should be prepared for traffic generating organisations, such as big emporiums and picture theatres to make some provision in new buildings for the garaging of motor vehicles. Fortunately, in Canberra that might not be necessary at this stage. If Civic Centre were to grow considerably, it might be necessary for thought to be given to allotting land for additional car parking. The importance of that cannot be too greatly stressed.

SENATOR WOOD. - We have the opportunity to do that with the land available?

MR. VEALE. - Off the ground parking would not be required here. It could be done with the land that is available?

THE CHAIRMAN. - Do you think there should be one main shopping centre or a number of shopping centres, or should the shops be developed according to the inclinations of the people?

MR. VEALE. - More than one shopping centre is a very good idea because of the distribution of traffic. Neighbourhood shopping, with a centre of 12 to 15 shops, should be encouraged for the same reason. Such centres are convenient for housewives and keep down traffic congestion. On the other hand, I believe it is necessary to have some emphasis on bigger centres of different shops, such as an emporium type in one centre and in another, a shop to do with the sale of motor cars. I believe that Civic Centre will be sufficiently large. The emporiums live on the customers who are attracted by smaller shops. Before they put up an all-embracing shop which will serve a wider variety of people than the smaller shops, a shopping area must be reserved for them.

THE CHAIRMAN. - Women's shopping is not only a painful duty but a joy of life, and big shopping areas are necessary so that they may go from one shop to another. Do you agree?

MR. VEALE. - I think there is much in that, but I do not believe that it is highly important. If they had a big emporium at Civic Centre and another Kingston, they would be happy about it. If the emporiums were big enough they would go from one to another.

THE CHAIRMAN. - Civic Centre is the natural shopping area for the northern suburbs, but it is rather far from the south-side in view of the nature of the bus services.

MR. VEALE. - I Agree.

SENATOR WOOD. - Do you not think Australians like a main shopping centre or a main street?

MR. VEALE. - Yes, I think there is a lot in that, particularly for main shopping, but for domestic shopping, people want the shops to be as close as possible to their residences.

The witness withdrew.

THE CHAIRMAN. - Mr. Harrison wishes to show the Committee some pictures, but before he does that members of the Committee may ask him any further questions.

SENATOR BENN. - Do you think, Mr. Harrison, that there should be a road suitable for traffic to the top of Mt. Ainslie?

MR. HARRISON. - Yes, it is most important that there should be such a road. I made enquiries only recently as to whether it was possible to get to the top of Mt. Ainslie by road, and I was told that it was not possible. I climbed Mt. Ainslie, but it was not possible to see much because the area was neglected from the point of its importance in the Griffin scheme. However, there is a cottage there and I saw a truck. There is a track winding from the top to the north. Therefore, while it is not impossible to get to the top of Mt. Ainslie by vehicle, that is not generally known. In my view, it should be one of the first places to which a tourist should be sent as a vantage point over Canberra.

SENATOR HANNAFORD. - As to the vista aspect of the avenues, that is hidden by trees?

MR. HARRISON. - Yes, the trees hide the vista.

SENATOR WOOD. - In town planning, it is recognised that there must be a clear view of the vista which must be wide enough and in proportion?

MR. HARRISON. - That is exactly the situation.

SENATOR HANNAFORD. - With regard to the view from the front of Parliament House towards the National War Memorial, would you be in favour of a comparatively narrow mall or the wider aspect that exists at present?

MR. HARRISON. - To appreciate a vista, as distinct from a panorama, it is necessary that there should be lines or features parallel to the axis upon which one is looking in order to give perspective. It is the perspective lines - whether buildings, kerbs and gutters or trees - that come to the vanishing point of the perspective upon which the planner should try to focus attention. It does not matter whether it is a reflecting pool or the shape of the trees or the kerbs and gutters, but there must be a perspective effect. You close the vista.

SENATOR WOOD. - In the overhauling of the plan as you have suggested, do you not think that it would be more effective if it were done by a town planner rather than being left to a day-to-day review.

MR. HARRISON. - Yes, I quite agree. You establish, as far as possible, what you can see for the future, and what should be done. You should be prepared to meet changing conditions, so long as variations are made to the Griffin plan with all due care and consideration, and so long as variations to any new framework which is adopted are just as carefully considered by the best people possible. The point of view of our committee is best expressed by saying that we do not mind what is done as long as it is done with the best advice available.

SENATOR WOOD. - Do you not think that a city should be planned in order to make it easy for people to find their way about rather than make it complex and difficult to find their way about, keeping in mind that this is a national capital, to which many visitors will come?

MR. HARRISON. - Yes, I do think that that is the case, with an important qualification. I know that the Griffin plan is complicated. At least, at the moment Canberra is complicated from the point of view of the multiplicity of streets. If the Griffin plan had been carried out as he intended, or in a fashion which showed that the people responsible understood the requirements of traffic circulation and so on, it would not have got its reputation for being impossible to find your way about. In my view, the plan is not nearly as complicated as the actual city.

THE CHAIRMAN. - Is it not largely the absence of conspicuous landmarks in the past which have made it difficult? Do you not think that it is easier since landmarks have begun to appear?

MR. HARRISON. - Yes.

THE CHAIRMAN. - The American War Memorial is now a conspicuous landmark. I have found that by fixing a few landmarks in my mind there is no difficulty. Do you think that it is possible to re-plan the suburban area which is now pretty well built up? Do you think that any fundamental re-planning is possible there?

MR. HARRISON. - No, but I think that the problem of modifying that would be no worse than modifying any existing built-up area. I think that it could be modified and improved. It is not beyond the bounds of possibility.

THE CHAIRMAN. - In most built-up areas, modification is usually required because the streets will not bear the traffic. In Sydney, Oxford Street had to be widened, otherwise traffic to the eastern suburbs would be in a state of worse chaos than it is now. I do not think that any broadening of streets is necessary.

MR. HARRISON. - No. I do not think that any broadening of streets is necessary. I was thinking of complicated street intersections and traffic hazards which, I believe, could be improved quite a lot without any fundamental alteration to the layout.

SENATOR WOOD. - In deciding the requirements to be set out in a re-survey of the Canberra plan, do you not think that they should be based on what we think will be the ultimate population of Australia? Canberra, being the national capital, will have to serve the nation.

MR. HARRISON. - That is one factor which would, no doubt, be taken into consideration. There are all sorts of factors which should be considered in determining the future population of any town. Projection of future population is a recognised part of town-planning investigation. Sometimes it is not much more than intelligent guesswork. There is nothing extraordinarily difficult about making intelligent guesses. I am quite sure that if a responsible body were charged with the job of projecting population it could do so. While the population growth might not meet its anticipations, as long as it is in the job planning all the time that need not make a great deal of difference to the functional considerations of Canberra.

SENATOR WOOD. - Canberra would need to have more space if it was going to serve a population of 150,000,000 than if it were going to serve 30,000,000?

MR. HARRISON. - The conditions of the competition for the planning of Canberra set out, as a guide to competitors, the population of the United States of America at various stages, and the population of Washington, and expressed the population of Washington as a percentage of the national population. When the population of the nation was about 9,000,000, the population of Washington was about 30,000. Still, I do not think that that record can be absolutely relied upon. There are too many other considerations in determining projected population. That is merely an interesting observation. I do not think that it has a great deal of significance.

SENATOR WOOD. - Since you have been engaged on this investigation, have you gone into the number of government buildings which still remain to be transferred to this area?

MR. HARRISON. - Anything I said in that regard would be rather unsatisfactory, because there are many people who know more about that than I do.

SENATOR WOOD. - It is basic in town planning to have people as close as possible to their work. In Canberra there is a very big vacuum with people miles out. Do you not think that it would be possible to bring the residential area closer, in order to bring people closer to work and save the loss of time going to and fro?

MR. HARRISON. - When the plan is reviewed, I think that it may be found desirable to develop higher density residential areas in some places which are now not yet used. That has to be considered in the light of future requirements for public buildings. Not since Griffin had his first guess at what the requirements of public buildings were in Canberra, as far as I know, has anybody had a guess in the light of 40 years' experience. It is still only intelligent guesswork to-day, but you can get much closer to the mark now than Griffin could at the time he made his estimate.

SENATOR WOOD. - Do you not think that town planning has developed greatly in 40 years, and that it has changed its views in certain aspects?

MR. HARRISON. - It has, but considering changing conditions of traffic, I say definitely that Griffin's idea is not likely to be bettered even to-day. I mean the "idea" of the grand composition.

SENATOR WOOD. - Do you like the geometric design of town planning? It is more or less outmoded, is it not?

MR. HARRISON. - Not when it comes to national capitals. Chandigarh, the capital of the Punjab, has a central Mall, an avenue comparable in length to the distance between Capitol Hill and the War Memorial.

SENATOR WOOD. - Can you see anything wrong with the building of multiple flat buildings, provided that they have sufficient park land or playground area in order to allow children to keep off the road?

MR. HARRISON. - In principle, No. I think that multi-unit dwellings are necessary in Canberra as they are in any city.

SENATOR WOOD. - Do you not think that the height of buildings could be the emphasis point of the sky-line in the area?

MR. HARRISON. - I think that they could be. I do not think it is important that they should.

SENATOR WOOD. - Would it not be an attraction?

MR. HARRISON. - It would have to be very carefully considered.

SENATOR WOOD. - I am basing it on the proviso that these things are very carefully considered.

MR. HARRISON. - I admit the possibility, but I think that the scheme as conceived by Griffin did not envisage that residential buildings, domestic buildings, should detract in anyway from the national features of the plan. Although Griffin came from Chicago, the home of the sky-scraper, he said that he did not imagine that it would be desirable or necessary to have very tall buildings in Canberra, but he did think that they should be "laid on their side" so that they expressed something in the landscape, just as has been suggested.

SENATOR WOOD. - Economic conditions have changed a lot since then.

MR. HARRISON. - Economic conditions in state capitals have changed to the extent that it is necessary, because land is so expensive, to build multi-storey buildings, but that argument does not apply to Canberra.

SENATOR WOOD. - It could apply so far as roadways, water services and sewerage are concerned.

MR. HARRISON. - It is most important in that respect. It is possible to achieve quite high densities in residential development without going beyond two or three floors.

SENATOR WOOD. - Have you ever designed any town plan yourself? Have you been practising as a town planner?

MR. HARRISON. - Yes.

SENATOR WOOD. - Where?

MR. HARRISON. - I was four years with the Cumberland County Council. I have been four years now as senior lecturer at the University.

SENATE CANBERRA COMMITTEE

I naturally have planned nothing like Canberra...

SENATOR WOOD. You spoke about architectural and landscape designs and town planning. A man can be a town planner, an architect and an engineer?

MR. HARRISON. Yes.

SENATOR RYAN. You suggested the setting up of a commission consisting of one commissioner who had full authoritative power to plan and develop Canberra with the assistance of two consultants?

MR. HARRISON. That was Mr. Veale's modification of the detailed suggestion made in the Institute's statement.

SENATOR RYAN. Are you only presenting the Institute's report to this Committee or is that your personal opinion?

MR. HARRISON. I refer you to the Institute's statement which Brigadier Veale modified a little in his personal statement by suggesting that there should be three commissioners. The Institute merely suggests that there should be a body representing the national interests and that it should be responsible for the planning and design work in Canberra. Whether it is composed of a chief commissioner, or whether it is a Parliamentary Committee, or a committee of any other sort, the Institute is not in a position to say. So long as it represents national interests and takes advantage of the best advice available we do not really mind how it is constituted.

SENATOR RYAN. Would you be prepared to develop your suggestion a little further? Do you think that the Committee once having planned the development of the city should be empowered to implement that plan?

MR. HARRISON. Subject to the National Parliament, yes.

SENATOR RYAN. Unfortunately I did not hear the whole of Mr. Veale's evidence. What qualifications do you suggest the commissioner should have?

MR. HARRISON. I cannot speak of Mr. Veale's ideas of the three commissioners.

SENATOR RYAN. I understood Mr. Veale was expressing the views of the town planners association.

THE CHAIRMAN. I think that was his own idea.

MR. HARRISON. I can only say that the authority, no matter

what it is, should be composed of men of stature representing the national interest and in the position to obtain the best available advice. They need not have any further qualifications than that.

SENATOR RYAN. Perhaps I can simplify the matter further. In your opinion would an essential qualification be that of a town planner?

MR. HARRISON. No. Our suggestion is that the staff of this authority should comprise the director of planning and design and that he should be a well qualified person and should have a well qualified staff and should be able to consult experts on all aspects, but the controlling body should not necessarily be composed of technical people at all. It should comprise essentially men of some stature commanding a good deal of respect and representing national interests.

SENATOR RYAN. That could apply to any section of the community. Why not a town planner?

MR. HARRISON. Let me outline what I know of the administration of new towns in England. The authority for the new towns in each case is a corporation and the corporation may or may not have as its chairman a person with some technical qualifications. The corporations are appointed by the Government and they are composed of people with experience who command a great deal of respect. In the case of Harlow, the corporation appointed an architect as planning consultant.

SENATOR RYAN. What is the difference between an architect consultant and a town planner?

MR. HARRISON. They could be the same person. This particular person who is an architect - town planner consultant carries out the master plan of the new town and the development of it and he consults with up to 15 different firms at times in order to develop different parts of the town. At the same time the corporation retains an executive architect and staff to work with the consultants and help them. The point is that the chief architect-town planner consultant is only a consultant. He is not employed by the corporation on a salary basis but is retained as a consultant. He does some of the work himself and he uses engineers and others to help in various aspects of the plan.

SENATE CAMELBACK COMMITTEE

SENATOR RYAN. You have inspected the American war memorial. That is at the end of an axis planned by Griffin.

MR. HARRISON. It is on the central line of King's Avenue.

SENATOR RYAN. What would be the effect on the memorial if houses were developed in the immediate vicinity of the monument?

MR. HARRISON. If the houses were a respectful distance away from the memorial and the whole area were properly landscaped I think it would be all right.

SENATOR RYAN. Just what do you mean by "a respectful distance"?

MR. HARRISON. I cannot say. That is a matter of design which would need to be carefully considered and worked out.

SENATOR RYAN. Do you know that the area has been surveyed for residential development?

MR. HARRISON. Yes, I do know that.

SENATOR WOOD. Do you agree that if it were left with a background of trees that would be a much better background than one of houses.

MR. HARRISON. Yes, certainly.

SENATOR WOOD. The Committee has gone into the question of where this building should go and where that building should go. Do you think that should be the function of the town planning committee or the authority to be set up to investigate the matter?

MR. HARRISON. Yes.

The Committee concluded the hearing of evidence at 4.38 p.m.

such a gallery. However, over the years we have collected a great number of pictures which are spread all over the various departments in the Commonwealth and have no proper place to put them. I feel sure that I do not need to set about convincing you how necessary a national art gallery is because I am quite certain that you will agree that it is necessary. In this world today we can get along with most things and I think we can get on a good deal better if we have art, literature, good theatre and things like that.

Of course, having decided on the importance of having a gallery, the next thing to consider is the site. Personally I think the gallery should be accessible not only to the people of this city but also to the thousands of people who visit, and will be visiting this Federal Capital City weekly. I know that we have a magnificent collection of war paintings in the Australian War Memorial in Canberra, but I am thinking now, not of war paintings, but of peace paintings. Yesterday, we examined various sites and we feel very strongly that the right site for a national gallery is extremely important. Having decided on the site, I think that we may be very helpful in working in conjunction with Mr. Waterhouse, and any other architects who could be of help.

I could proceed for a long time to tell you what, having got an art gallery, you should do to try to educate the people to appreciate the works it will contain. Personally, I think that the best thing is, first, to have the finest paintings, drawings and so on in the art gallery and, having acquired these, it is then the duty of the authorities conducting the gallery to have them shown to the public properly. It is not enough to buy a painting and stick it on the wall. People are thirsting for a knowledge of art. I have mentioned in the brief statement that I have prepared for the committee, my experience in America where they spot-lighted one particular painting for a period of a month and found that without exception everybody who came to visit that particular gallery stopped in front of that painting to have a look at it. But that was not enough. Beside the painting were details of the artist who had painted it, telling something about 1888. WILL ASHTON.

his career, and also explaining why the picture was good, what it was of, and what it cost. I have noticed frequently numbers of people going round art galleries and they look to me to be a pathetic lot at times, because they are thirsting for someone to tell them why a certain painting was purchased.

Public memorials should not, in my opinion, be gloomy, because there is no reason for them to be so. In regard to statuary, I think I mentioned in my prepared statement that Sir Jacob Epstein visited the National Gallery at Washington and was apparently of the opinion that there was no decent sculpture there at all. I think he put it quite frankly that there were too many statues of generals. I do not wish to suggest that generals are not right in their proper place at the proper time but personally I think that too many statues of generals are not a good feature, and neither did Epstein. Incidentally, he was a modest man and I think that the only thing he thought was really good at that gallery in the way of statuary was one of his own works. I can forgive him for that because he is an eminent sculptor.

I visualise in this Federal Capital something like the Cranbrook College Scheme, some twenty odd miles out of Detroit at Bloomfield Hills, which is the finest I have ever seen. I think that that was also a gift of some grateful citizen. It has magnificent sculpture. I was privileged to meet the eminent sculptor, Mr. Carl Millis, I noted 75 pieces of bronze around those grounds. They were not generals on horseback. They were pieces of sculpture fitting into their surroundings and into the landscape. In Canberra we have a marvellous opportunity, to do the same thing. Furthermore, we have the artists and the sculptors in Australia who, I am quite satisfied, if given the opportunity would be able to produce something here that would be comparable with the Cranbrook College Scheme near Detroit.

The artistic element in public buildings can of course create a great deal of controversy and in fact will do so. As

you know, there are differences of opinion about public buildings. Some people dislike flat roofs very much, whilst on the other hand there are architects who say that flat roofs are the only kind of roofs one should have. I feel, whatever the buildings may be, that a modern building and a classical building placed side by side do not mix. They might be all right in a park, perhaps, but not together.

I should also like to see, in addition to a national art gallery, a national theatre and a national museum in Canberra and I take it that the architects and the people responsible for designing them would ensure that they were in unity. It is a question of avoiding any discord between them.

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

We have in Australia some artists of whom we have good reason to be proud. I dislike making speeches, but when I was in America it was my misfortune to make speeches on a number of occasions. I could not get out of it. On one occasion I made some remarks which rather surprised my hearers. I said that no country in the world had done so much in the field of art as Australia had done. That gave them a shock. I let the statement sink in, and then I added that they should bear in mind Australia's small population and comparative youth as a nation. I firmly believe what I told the people there; we have in Australia artists, sculptors, and architects, comparable to any that are to be found in the rest of the world.

I have been asked to state my opinion regarding the type of building ultimately to be erected on Capitol Hill. If a permanent Parliament House is to be built there I hope that it will be built in my time, but whatever building is erected on that site it must be the finest and best that can be provided.

MR. LINDSAY. I support all that Mr. Ashton has said. During the last 25 years I have noticed a growing consciousness of the importance of art among Australians. More Australian citizens in proportion to the country's population buy pictures than is the case in any other country in the world.

MR. ASHTON. I agree.

MR. LINDSAY. During the last sixteen years particularly, since I have been in Melbourne, that consciousness has grown. The people who visit the gallery there want to know about the pictures they see. Visitors to the Melbourne National Gallery have increased in number three or four times during that period. That has been due in large measure to the educational facilities provided.

The time has gone when a picture is merely something to be hung on a wall. The cultural and educational aspects of art are being appreciated more, and art is being recognised as being as important as a chair at a university. In addition to the large numbers of Australians who visit the National Gallery in Melbourne we have visits from many people from overseas. On many Sunday afternoons visitors total 5,000; it would be fair to say that the average Sunday afternoon attendance is about 3,000. That shows that the people are interested in art. Apart from the National War Memorial Canberra has not much to show visitors. Canberra is a beautiful city, set in lovely surroundings, but apart from the War Memorial and the Cotter River reserve there is not much for people to see and few places for them to visit. An art gallery would take its place naturally in Canberra with the growth of the city, but now is the time to start doing something. I suggest that a start be made on reasonable lines and that additional units, ^{for} should be provided/in time to come.

THE CHAIRMAN. That is a valuable suggestion.

MR. LINDSAY. Mr. Ashton and I have given this matter considerable thought. For many years I have studied the educational aspect of art galleries and I have concluded that their value grows from year to year. That is so in the U.S.A. where one third of the displays are educational. At present, visitors do not always know what they are looking at. They should know. In my opinion we should have a simple form of architecture along the lines expressed by Sarene the great Finnish architect. It is a modern version of classical architecture and is on simple lines. I suggest a combination of the ideas expressed by Sarene and Carl Milles, the celebrated sculptor. Mr. Ashton and I have strong views on this subject, and we agree that a combination of their styles of architecture would be satisfactory. The surroundings of Canberra are similar to those of Detroit in the U.S.A. where there is some excellent semi-classical architecture and magnificent sculpture combined with a wise use of water.

The combination gives a magnificent result. Something on those lines could be developed here. I suggest ^{the} preparation of a plan to be carried out over a period of 25 years. That would be financially possible. I suggest a central block containing a court with open sculpture. Additional units could be added from time to time. The Board has given a good deal of attention to this subject over the years and it is probable that considerable sums of money will be expended in Melbourne along the lines I have indicated. However, this is not the time to go into that matter.

THE CHAIRMAN. The Committee would be glad to have the advice of your Board on the plan to be adopted in Canberra.

MR. PRATT. I am particularly interested in the site of the gallery because I was a registered surveyor before I was led astray into the field of art about 25 years ago. Whenever I visit Canberra I am astonished to see new buildings of all descriptions being erected throughout the city. In fact, I am somewhat afraid that the whole of the land will be built on before a site for a true national gallery has been chosen. In my opinion the question we have to answer is not whether there shall be a gallery but where the gallery shall be situated. We should think of the future and decide on the site now.

At this stage the Committee and the witnesses examined the Burley Griffin plan of Canberra.

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THE CHAIRMAN.- The one thing that we must have decided is the manner in which the artists - I use that term in the general sense, to include architects and others - can best advise the Government. There must necessarily be somebody under the government planning section. We want to know how we can best obtain the opinion of such people as outside artists and architects as a kind of corrective to government opinion. We want the best opinion in the Commonwealth. What is the best method of obtaining that?

MR. ASHTON.- In making that statement, of course, you do not exclude Mr. Waterhouse?

THE CHAIRMAN.- No. You think that that advisory board, which is concerned mainly with planning and architecture, could be made an advisory body if artists were added to its membership?

MR. ASHTON.- I think so.

THE CHAIRMAN.- Do you think that a body like the Fine Arts Committee in Washington is to be desired?

MR. ASHTON.- I think so. You will remember that I remarked earlier, without saying it in a conceited way, that here in our board we have a body of people whose business it is to deal with such matters. We have done nothing else. That is our job. We have been connected with art galleries all our lives, and we have been placed here by the Prime Minister as having some knowledge of these things. Therefore, to be perfectly frank, I should think that this board could be very helpful to you.

THE CHAIRMAN. - Would you prefer to be a purely Art Advisory Board, as you are now or work with architects and landscape artists? I am asking this so that government might obtain your opinion as an overall picture of Canberra.

MR. ASHTON. - At this stage we should definitely work together.

THE CHAIRMAN. - Are you all of that opinion?

MR. CAMPBELL. - Yes.

THE CHAIRMAN. - Can you now express your opinion of where you think the gallery should be located?

MR. ASHTON. - Yesterday, Mr. Cumming drove us to the suggested site. It was an ideal day and we came to the conclusion that the space near some temporary structure for archives would be really excellent, if it were available.

MR. LINDSAY. - It is the vacant land behind the temporary Library.

SENATOR VINCENT. - Do you think the site suggested by Burley Griffin fronting the artificial lake would be suitable?

MR. ASHTON. - Burley Griffin has shown a great deal of foresight in grouping the national buildings such as a National Theatre, an Opera House and an Art Gallery. It was my feeling that they should be grouped, and his proposal is a very distinguished inspiration.

THE CHAIRMAN. - There are two alternatives; which of them do you prefer?

MR. ASHTON. - I should prefer the other one.

THE CHAIRMAN. - Burley Griffin had the Library area in mind. The area north-east of the lake is to be parkland with buildings in it, but if too many buildings were erected they would encroach on the park area.

MR. PRATT. - There is a large area of parkland there.

MR. CAMPBELL. - A certain amount of space would have to be reserved for the future growth of the gallery. There is not so much available that overcrowding might not take place.

MR. ASHTON. - At our meeting yesterday Mr. Lindsay made it clear that this gallery must not be built on a mere half acre; there must be at least two or three acres to provide for expansion and further designs, and sculpture, and so on.

SENATOR VINCENT. - Would you prefer to have each of these units combined within this park land?

MR. ASHTON. - Yes, with the other buildings supporting the gallery.

THE CHAIRMAN. - What other buildings should be near the gallery?

MR. ASHTON. - Personally, I should like to see an Opera House on one side. Nothing could be more perfect.

MR. CAMPBELL. - That is one of the charms of Adelaide - all the buildings are grouped together along North Terrace within easy reach of the city. That does away with the need to make a special trip to the gallery, as in Sydney across the Domain or in Brisbane to one side of the city. In Adelaide people can drop in to the Art Gallery within a few minutes walk from any part of the city.

THE CHAIRMAN. - In the general plan for Canberra provision is made for two large residential areas, one north and one south. In which would be the better place for the Art Gallery?

MR. CAMPBELL. - Neither seem to have an advantage over the other.

SENATOR VINCENT. - We cannot avoid the fact that this city will be bisected by the lake.

SENATOR TANGNEY. - Placing the buildings together as suggested would have a unifying influence.

MR. LINDSAY. - It is hardly fair that this committee should try to decide one way or the other without first carefully examining the area. On the plan the proposed site appears to be an excellent one.

THE CHAIRMAN. - Do you consider that no definite action should be taken until a body such as yourselves is consulted?

MR. LINDSAY. - Yes, together with architects and planners.

SENATOR VINCENT. - Do you agree that the time is now ripe to make a decision on a site?

MR. LINDSAY. - Yes, it is the first step to be taken - to find what sites are available and then make a decision.

SENATOR VINCENT. - Nothing has been done for 30 or 40 years.

THE CHAIRMAN. - Your attitude towards the site of the building is clear. Do you consider that the first aim should be to obtain a collection of Australian paintings?

MR. ASHTON. - That could not be done in a moment but I have in mind acquiring a purely Australian collection. The Australian government, however, has not a bequest as Mr. Lindsay has and we do not know what are the prospects of obtaining one.

THE CHAIRMAN. - I think we might try to get one.

MR. ASHTON. - We must remember - as Mr. Lindsay knows very well - that there are not too many masterpieces for sale below £30,000. Let us be Australian and keep our national character by collecting Australian works, at least for the start.

MR. CAMPBELL. - I agree entirely.

MR. ASHTON. - You may be interested to know that at the present time the so-called national Art Galleries in Australia have long since reached saturation point. None of them has any room to hang any more pictures. They are all overcrowded and something has to be done about it. Although we may not have a Mr. Mellon in Australia there are several people who are very conscious about this art question. Mr. Lindsay and my other colleagues and I know several persons who have very valuable collections of Australian paintings and I venture to say that if something were done fairly soon to establish an Australian National Gallery, some handsome gifts might be received from these persons.

THE CHAIRMAN. - That is a point that had occurred to me.

MR. LINDSAY. - Apropos of Mr. Ashton's remark we have in Victoria a National Gallery such as there is in New South Wales also. Mr. Ashton's point is well made that this should be a gallery of

Australian art. The name is important also. It could well be "The National Gallery of Australian Art". The United States has a National Gallery and they do not hang only purely local work in it.

MR. ASHTON. - I doubt whether they have any local works.

MR. LINDSAY. - There are a few. Our State galleries can deal with the old masters section, but because Canberra is the national home of Australia the works in this Gallery should be primarily Australian.

THE CHAIRMAN. - You would not exclude the future possibility of obtaining masterpieces.

MR. LINDSAY. - No, but masterpieces are now rare and the field in which to obtain them is becoming smaller each year. Only last week a very famous painting by Cranach came up for consideration. There is not a large Cranach obtainable now. The same can be said about dozens of old masterpieces. It must be borne in mind, however, that Australian paintings which we will hang in this gallery today will be regarded in 200 years time as old masters. Many of them are already being bought. That is a matter worthy of serious consideration and emphasises the value of confiding this gallery to Australian art.

MR. PRATT. - Are you quite sure that we would not be limiting ourselves too severely in doing so?

THE CHAIRMAN. - We are now discussing the primary steps to be taken. I should like your opinion on the evidence of another witness who suggested that if we could not obtain masterpieces one section of the Art Gallery could be devoted to the best type of reproductions of old masters for educational purposes. Do you consider that that is a good idea.

MR. LINDSAY. - Yes. That could be the section dealing with the history of art.

THE CHAIRMAN. - Coming to the question of statuary, what is the best way of ensuring that we do not get poor types of pieces and that they are not put in the wrong places? Do you consider that this matter should be referred to a body such as yourselves?

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MR. ASHTON. - A board of architects might deal with that.

MR. LINDSAY. - It is properly our function.

THE CHAIRMAN. - You have given us your opinion on architecture and you say that no imitation of the classic and none of the modern architecture should be considered, but you are in favour of a modern adaptation of classic architecture.

MR. LINDSAY. - Yes. It should conform to a plan that will best express Burley Griffin's idea. If a gallery is to be built, the building should have some kind of symmetry. We should not consider plaster imitations of Greek architecture. The time for that is past. We suggest a welding together of Greek ideas and simplicity does not look "dated". The University building will be "dated" in 50 years time. Swedish architecture is as good as anything in the world. Although it is modern it is traditionally modern and based on the best proportions.

MR. ASHTON. - It does not have a box-like appearance.

MR. LINDSAY. - That is so, and it does not look cheap.

THE CHAIRMAN. - Reverting to the subject of the National Library, I happen to be on the Library Committee and heard evidence on the international nature of the Library. The witness refused to give an opinion as to the outside design of the building. I was shocked when I saw the first join and I hope that no such building will be erected. We are a body of laymen and the only two members of the Library Committee who objected to the proposed design. The other members challenged us with the question, "What do you know about it? You have to take the opinion of the experts." Someone has said that "war is too serious a business to be left to the generals" and similarly architecture is too serious a business to be left to the architects. We need an architect who is an artist, and I think you will agree that all modern architects are not artists.

MR. PRATT. - That does not take us very far.

THE CHAIRMAN. - It gets us somewhere but we cannot wring our hands in despair and say that we will trust any architect who

comes along.

MR. LINDSAY. - I discussed this matter with Gropius in America. He is regarded as the most philosophical professor of Architecture at Harvard as against Frank Lloyd Wright, whose idea is to have everything ultra-modern. Some of Lloyd Wright's ultra-modern work stinks to high heaven. I am not opposed to modern things at all, but these buildings will look like a series of matchboxes in a 100 years time if his designs are followed. Gropius gave me his view.

The important question is how you are to plan such a place and how you are to get the right opinion. The Chairman has wisely suggested a combination of architecture and imagination. Generally speaking, Governments want to have what they call an open competition. My experience has been that the open competition does not bring out the best results. Of course, in the open competition one might get an entry from some youngster, one might strike genius, but that is very unlikely. With the limited competition I feel that better results would be achieved. For example, it is possible that a specially appointed committee might be able to suggest that certain people in Sydney, Melbourne and other places are the best firms to deal with such projects as this. That committee would be of value in advising in that way. There is also the difficulty that the men who may be employed on the committee may be the very people that you want to employ on the project. You could pick six firms of architects, or six individual architects and ask each one of them to produce a set of plans according to what is required. The Advisory committee could state that the proposed building will be required to meet our needs for perhaps 25 or 50 years. Each of those six people could be paid a fairly substantial fee. Their suggestions would come back to the committee for approval or otherwise. I feel that in that way you will get better results. I know that in one instance in Melbourne, when there was a prize of £2,000, only one prominent architect's firm competed. The others said they were not going to spend £500 or £1,000 just on the chance of getting a job. By adopting my suggestion, I am confident you would get better results in the long run.

MR. ASHTON - There is a certain amount of truth in what Mr. Lindsay says. There are a number of good architects who do not need to go in for competitions and it is a little infra dig for them to do so. For instance, if a particular firm or architect is in a competition and does not win, it does not help that firm or person professionally.

SENATE CAMBRIA COMMITTEE;

Of course, on the magnificent site at Bennelong Point at Sydney, a new opera house is to be built and, contrary to what I have been suggesting now, they intend having an open or national competition. I sincerely hope that with it they do not make a mistake.

SENATOR VINCENT - Would there be any ^{thing} impracticable in a body such as yours approaching 2, 3 or half a dozen architects in Australia and, without provoking competition, asking them to give their ideas with respect to perhaps a new Parliament House or a new Art Gallery? When you have their suggestions, you could examine them and, without making it an open competition, decide which suggestion you prefer.

MR. ASHTON - There again it is possible that you might get a young architect with an extraordinary brain whose suggestion would be the best. As an example of that we have the young man who designed the American War Memorial. That was a competition. I take it this young man was not known at all before but he did something that was original and unique and fulfilled all required conditions. It is difficult to know just which would be the better plan.

SENATOR VINCENT - Would it be practicable to compromise between an open competition and consultation between five or ten architects?

MR. ASHTON - After all, we are art gallery people and although we may have more or less good taste in architectural design and know exactly what we think we should have, the architects might suggest something totally different. Quite frankly, if some examples of modern architecture were adopted for this project, it would be like cutting my throat so far as I am concerned. I suggest that a committee be appointed to advise on the plan that should be adopted but it is also important that the members of the committee enjoy no monetary gain whatever from any recommendation that may be made. The committee should give its services quite free to the best of its ability without any monetary benefit at all.

THE CHAIRMAN - Some of the witnesses have quite frankly suggested that the external appearance of the building is of little consequence. In this city, it must be of some consequence.

MR. ASHTON - We are all agreed on that.

MR. CAMPBELL - One thing I feel about Canberra is that it lacks height. Of course, the final building on Capital Hill might remedy that, but we all know what a spire means to a country town.

SENATOR VINCENT - Do you think height should be given to such things as flats and other domestic buildings to give them the necessary influence, to the detriment of public buildings?

MR. CAMPBELL - No, and I was not thinking of galleries when I spoke.

SENATOR VINCENT - At the moment, it is proposed to build an eight-storey block of flats, not very far from where our art gallery might be one of these days. Many people do not seem to be concerned with the fact that it is going to attract a lot of emphasis from the public buildings.

MR. CAMPBELL - I am not sure that I can express an opinion on that, but I repeat that I was not referring to art galleries.

THE CHAIRMAN - There is another point exercising my mind. In the King's Hall, here, we have paintings of celebrities. Do you think it would be better to have those paintings in some kind of hall or gallery where people might look at them and confining the King's Hall to some fine historical paintings?

MR. ASHTON - Portraits are all over the place at the present time, and badly lit. There are one or two very fine paintings there and I really believe that they ought to be isolated in a gallery.

MR. LINDSAY - In planning the new art gallery, a section would be devoted to a national portrait gallery.

MR. ASHTON - The Chairman is absolutely right. Those portraits must not remain permanently in the King's Hall. There should be a proper place to house them and Mr. Lindsay's suggestion of a national portrait gallery fills the bill, in my opinion.

broad plan . How can your services be integrated with that authority and how can you avoid this difficulty of being merely advisors whose advice is carefully shelved? I think that these are the real questions in terms of practical politics, because I agree entirely with your thesis. It now comes down to a question of how to do it.

MR. LINDSAY. I am not quite sure of the exact functions of our Board . I think it is laid down somewhere that we advise on the purchase of works of art and various other things. You are suggesting that our activities be enlarged so that we shall go into the civic field. I see no reason against that. I think aesthetically this Board could be of great help to you.

SENATOR VINCENT. If I may interrupt you, would you agree that your Board could do more than merely advise on whether a certain portrait should be painted.

MR. LINDSAY. That is for the Government to decide.

MR. ASHTON. Originally this Board was founded many years ago by Mr. Fisher and its functions at that time were important, but not very great. As I explained to the Chairman Governor-Generals and Prime Ministers and such people have to be painted. Since then we have had greater scope. An instance of that was that, in regard to Her Majesty's visit here, the Prime Minister approached the Board and it was agreed that some important painting should be painted. Our advice was sought and the Government accepted it and as you know that picture was painted and also the topographical drawing by James Cook. Previously the Government had commissioned, on our advice, the one of McInnes. Had we not had that power those works of art would have been lost to the Commonwealth Government. Since then the Prime Minister has enlarged our powers again. He has given each of us authority to purchase individually and separately up to £200 each per year on collecting works of art that we consider suitable for overseas embassies, You will understand they would naturally have to have an Australian character.

SENATOR VINCENT. May I interrupt by saying that notwithstanding your present functions as delineated by the Prime Minister

it would be competent for this Committee to make some recommendation with respect to enlarging your functions . I do not think that your existing powers are germane to this discussion. What is more important is what functions you think you could perform in relation to the aesthetic development of Canberra.

MR. ASHTON. We are anxious to do anything to help that is within our power. It is for you to see the Prime Minister and inform him that you think we are capable of helping in other ways.

SENATOR VINCENT. We should like to get down in black and white exactly what you think you should and could do to help. After all, you gentlemen live in different capital cities and there may be a geographical impediment in carrying out the work I suggest. I will put it to you in rather an absurd way. You do not want submitted to you the plans of every five roomed cottage to be built in Canberra so that you can see that it conforms to the aesthetic standards you think proper for Canberra. Could you give us some views on what you could do?

MR. LINDSAY. I am all for giving this Board more power to advise on certain aesthetic aspects but it would be inadvisable to ask the Board to advise on the whole scheme. You would also have to bring in town planners and architects in conjunction with whom we would do our part.

SENATOR VINCENT. Would it be possible to invite representatives of the Australian Institute of Architects and the Australian Town Planning Institute to form a committee with representatives of your board in order to carry out certain functions?

MR. LINDSAY. I think so.

SENATOR VINCENT.- My point is that it is all very fine to say "Yes, let us set it up and make it an advisory body and meet rigorously every month; but can you tell us how to stop your advice as a committee being pigeonholed.

MR. LINDSAY. The Committee would have to be given powers by the Parliament.

SENATOR VINCENT. The powers could be given but I am concerned

with when and how it should be done.

MR. ASHTON. I think the other members of this Board will agree that where we can be helpful we will help but we are not practising architects and therefore would not be able to give an opinion, from an architectural point of view, on a particular building.

SENATOR VINCENT. Suppose we had four architects from the Institute of Architects, four town planners and four representatives from your Board, making a committee of twelve?

MR. ASHTON. Where we would be very helpful is in relation to the finishing of the interior of a particular gallery, wall spacing and so forth.

SENATOR VINCENT. I am now looking beyond the gallery and speaking of the whole of the development of Canberra. Someday I hope that we shall have on top of Capitol Hill a building of great beauty, the Parliament House, which will be symbolical of Australia's democratic spirit. How could you help in relation to the development of Canberra as a whole?

MR. LINDSAY. The point is how you are going to select the names of the people to be on the Committee.

SENATOR VINCENT. Surely there are enough distinguished town planners and architects to form a committee with you gentlemen?

MR. LINDSAY. Yes, but I think you might have to add a landscape gardener.

MR. CAMPBELL. A landscape gardener would be very important.

MR. LINDAY. For instance, a man like Professor Turner, who is the head of the School of Botany.

SENATOR VINCENT. Perhaps, Mr. Lindsay, you would like to give the matter a little thought before you commit yourself. I am very interested in having an art gallery but my principal interest is in seeing that Canberra shall become something worthwhile.

MR. LINDSAY. A committee has been formed in Melbourne consisting of three engineers, three architects and three town planners, three fine arts people and three botanists, which is headed by two or three public men. They are not paid and they call themselves

a self constituted civic advisory panel. They are quite prepared at any stage to give advice to a council or the Government or anybody that wants it.

SENATOR VINCENT. Are problems submitted to that body or has it the right to initiate action?

MR. LINDSAY. They have no powers to initiate but they have been asked by the Town Hall to give advice on certain things such as trees and planting and advice in connection with some buildings. They have no power to veto anything. That is the difficulty you are up against here.

...

SENATE CANBERRA COMMITTEE.

SENATOR VINCENT.- I have in mind a body consisting of a number of elements and with the power of veto.

MR. LINDSAY.- That is what we are aiming at.

SENATOR VINCENT.- Care would have to be taken in setting out the committee's function. Public servants will have to know what projects they could carry on without consulting the body appointed and what projects would have to be submitted to that body. Moreover, we must bear in mind that experience has shown that when a body is given the power of veto the effect is to delay works.

MR. LINDSAY.- About 1840 the Government of France set up an Arts Council in Paris. That body had the power of veto in connection with the erection of public buildings in certain parts of Paris. In the exercise of that power the Arts Council prevented the erection of a building for the United Nations in Paris because it said that the proposed building was not suitable for the site proposed.

SENATOR VINCENT.- Does the power of veto stop there? Has the Arts Council the power of direction as well as the power of veto?

MR. LINDSAY.- It might be worthwhile to consult the French Minister or the French Consul on the point raised.

SENATOR VINCENT.- Do you think that only public buildings should come under the control of such a body?

MR. LINDSAY.- No.

SENATOR VINCENT.- What would be the extent of the power of veto?

MR. CAMPBELL.- There should be an overall plan and power to carry out that plan. Casual buildings should not be put up just anywhere without conforming to the plan. That would mean vesting a good deal of authority in the body to be appointed. It should have the power to decide what kind of building could be erected in certain places.

THE CHAIRMAN.- There is a body with that power in Washington.

MR. PRATT.- The smaller the body the better.

MR. LINDSAY.- There could be sub-committees which would report from time to time to the general committee.

SENATOR VINCENT.- We may recommend the appointment of some authority, comprised of specialists - town planners, engineers,

R. CAMPBELL
D. LINDSAY.

SENATE CANBERRA COMMITTEE.

surveyors, and so on - to carry out the plan. We should also provide that the only person who could interfere with it would be the responsible Minister, and of course the Parliament. That would be a safe provision in connection with our national capital. I should like to see a body of public spirited men appointed to offer advice, and to ensure that their advice will be followed.

MR. LINDSAY.- That is what we are up against in Melbourne. We have a body, but it has no power.

THE CHAIRMAN.- We now have a body consisting of public servants doing certain work. Do we also need a body of specialists with power to accept or reject the advice offered to it?

MR. LINDSAY.- There should be a combination.

SENATOR VINCENT.- We have not any artist on it.

THE CHAIRMAN.- Do we need both? The committee has not come to a conclusion on this point. Do we need a planning body within the public service and also a body outside the service?

MR. LINDSAY.- You may have experts in the public service but it does not necessarily follow that they are the best men available. There may be difficulties if they have too much power. I favour the Chairman's suggestion for an honorary body.

SENATOR VINCENT.- It would have to represent the best brains in Australia.

MR. PRATT.- It would be better to have one man from each field.

SENATOR VINCENT.- How are we going to frame our recommendation as to the functions of this body? What powers should it have; should it have the power of veto, and if so, should that power apply only to public buildings?

MR. PRATT.- It should have general power.

SENATOR VINCENT.- Public servants responsible for the development of Canberra are becoming dismayed. They say that they will never build the city if they have to submit plans for every building to some outside body.

MR. CAMPBELL.- It does not mean that every plan for individual

SENATE CANBERRA COMMITTEE.

buildings would have to be submitted. It would be sufficient if plans of different types of cottages were submitted. The idea is that buildings of any or every design could not be erected indiscriminately.

SENATOR VINCENT.- If members of the body appointed were to visit Canberra say once a month that would be making heavy demands on them. What would they expect to see when they came here?

MR. ASHTON.- This matter requires serious thought. I agree that it would not be necessary for every member of the board to visit Canberra regularly. It should be sufficient if one member paid a visit.

SENATOR VINCENT.- It would depend on the volume of work.

MR. ASHTON.- That is probably so.

SENATOR VINCENT.- A good deal would depend also on the functions of the body appointed. Public servants will carry out instructions if they know what they have to do. It might be wise to allow the construction of some buildings without reference to the body.

MR. ASHTON.- We were concerned mostly with public buildings, but the committee has enlarged on that conception and pointed out that even if the public buildings were planned, dreadful things could happen in other parts of Canberra.

SENATOR VINCENT.- Right at the foot of Capitol Hill the Postmaster General's Department has built a tin shed, which someone has described as an abortion of a building. That should not be possible.

SENATOR TANCEY.- I am presupposing that we build a national gallery in Canberra. What will be the effect of its establishment on the galleries in the States? In my opinion we should have a national art gallery in Canberra along the lines of the national university and / national library. In Western Australia the art gallery is not called the National Art Gallery but only the Art Gallery.

R. CAMPBELL
D. LINDSAY
W. ASHTON
D. PRATT.

SENATE CANBERRA COMMITTEE.

MR. ASHTON.- I agree with that distinction.

SENATOR VINCENT.- The National Gallery should be the one in Canberra.

MR. ASHTON.- That is right.

MR. LINDSAY.- I agree. However, it will be difficult to alter the State names because they are known all over the world.

SENATOR VINCENT.- It may be difficult but that should be our aim. The point arises whether the National Gallery and the State Galleries will compete in the market for pictures in the same way as the Australian National University competes with the State universities when seeking lecturers and professors. If there were competition between them the deciding factor may be one of finance. We do not want to have second-rate pictures in the National Gallery. We must have the best.

MR. ASHTON.- We agree.

SENATOR VINCENT.- What do you think would be the attitude of the State galleries on this matter? And what would be the impact on the people generally? Do you envisage a time when the National Gallery here will attract more visitors than are drawn to the State galleries?

MR. CAMPBELL.- That would depend on such matters as the administration and the quality of the collection of pictures.

MR. LINDSAY.- Is it suggested that the population of Canberra will exceed that of the existing capital cities?

SENATOR VINCENT.- No.

MR. PRATT.- Many people in our capital cities have never visited a State gallery, but people would visit a good gallery in Canberra because the tourist traffic to Canberra is tremendous.

MR. LINDSAY.- It is all right to say that the best pictures should be in the National Gallery, but how will they be obtained? Some of the State galleries already have some of the best pictures available.

SENATOR VINCENT.- Would the State authorities be prepared to lend or give pictures to the National Gallery?

SENATE CANBERRA COMMITTEE.

MR. PRATT.- They will not give or sell pictures, but they may lend them.

MR. CAMPBELL.- They would lend them.

MR. LINDSAY.- The Felton bequest - the biggest in the British Empire - is not allowed by law to lend its pictures to other galleries. I have raised the question, and that is the position. I admit that pictures have been lent, but that is the legal position.

SENATOR VINCENT.- Would there be any chance of the State galleries making contributions to the National Gallery?

MR. PRATT.- I think that would be most unlikely.

SENATOR VINCENT.- It appears that we will have to start from scratch.

MR. CAMPBELL.- Yes, and a start should be made at once.

You would find that you could get the Australian-owned masters of today. When Street and Roberts were painting, nobody took them very seriously. They had a great deal of difficulty in selling their works, but now we regard them as being important painters. There are painters working today and there will be painters working tomorrow who in the future will occupy a more prominent position.

MR. PRATT. - In view of the fact that we all agree that a National Gallery should be established, no doubt the State gallery directors would submit works to the Commonwealth before they took them.

SENATOR TANGNEY. - I think that the name of such a gallery is very important.

THE CHAIRMAN. - I do not think we can do anything about that.

SENATOR VINCENT. - It is quite apparent that it would be the National Gallery.

MR. ASHTON. - The States probably would then call their galleries by their own name, such as the Art Gallery of Western Australia.

MR. CAMPBELL. - It is a matter that would have to be the subject of a conference and a decision.

SENATOR VINCENT. - We have been discussing the establishment in Canberra of a gallery of fine arts, If Canberra is to become, as I hope it will become, a very important cultural centre in Australia, is it desirable that, in addition to establishing an art gallery, some consideration should be given to the establishment of a school of fine arts in conjunction with the gallery for the purpose of training artists in a manner similar to that in which the Elizabethan Theatre Trust is now, not only producing plays, but also training actors?

MR. LINDSAY. - I do not know whether it is desirable. It might be worthwhile considering whether a school should be attached to the gallery.

SENATOR VINCENT. - I am not dogmatic about its being

SENATE CANBERRA COMMITTEE.

to the gallery. If we are to have a centre of culture, should we not have an arts school?

MR. LINDSAY. - There would be a great advantage, in one sense. A similar question has been raised in Melbourne quite a lot. I think Melbourne is the only centre in Australia in which a school is attached to the gallery. There is talk about its being removed to the University. The advantage of having it attached to the University is that the works of art would be next door or perhaps in the same building so that the students could go and look at them. I do not know whether that is a good idea. But in the planning of a new gallery for Melbourne, we have definitely considered the provision of an arts school and a junior arts school at which children could be educated. That is part of our planning down there.

SENATOR VINCENT. - Do you think we should have a school of fine arts in Canberra, whether or not it be in association with the gallery?

MR. CAMPBELL. - Finally, yes, but not immediately.

SENATOR VINCENT. - Why not immediately?

MR. CAMPBELL. - Already in each State there are central arts schools. If a school were established in Canberra, the students would have to come here and live away from home, whereas in Sydney, Melbourne or Brisbane they could perhaps live at home and attend the local arts school. If they were to attend a school in Canberra, it would mean coming all the way here and living here.

MR. LINDSAY. - If the population were to grow to such a degree -

SENATOR VINCENT. - I was not thinking about the population of Canberra but of the possibility, perhaps, of a beneficent government endowing a school in order to provide scholarships to attract the very best people to a first-class school of arts.

(The witnesses withdrew).

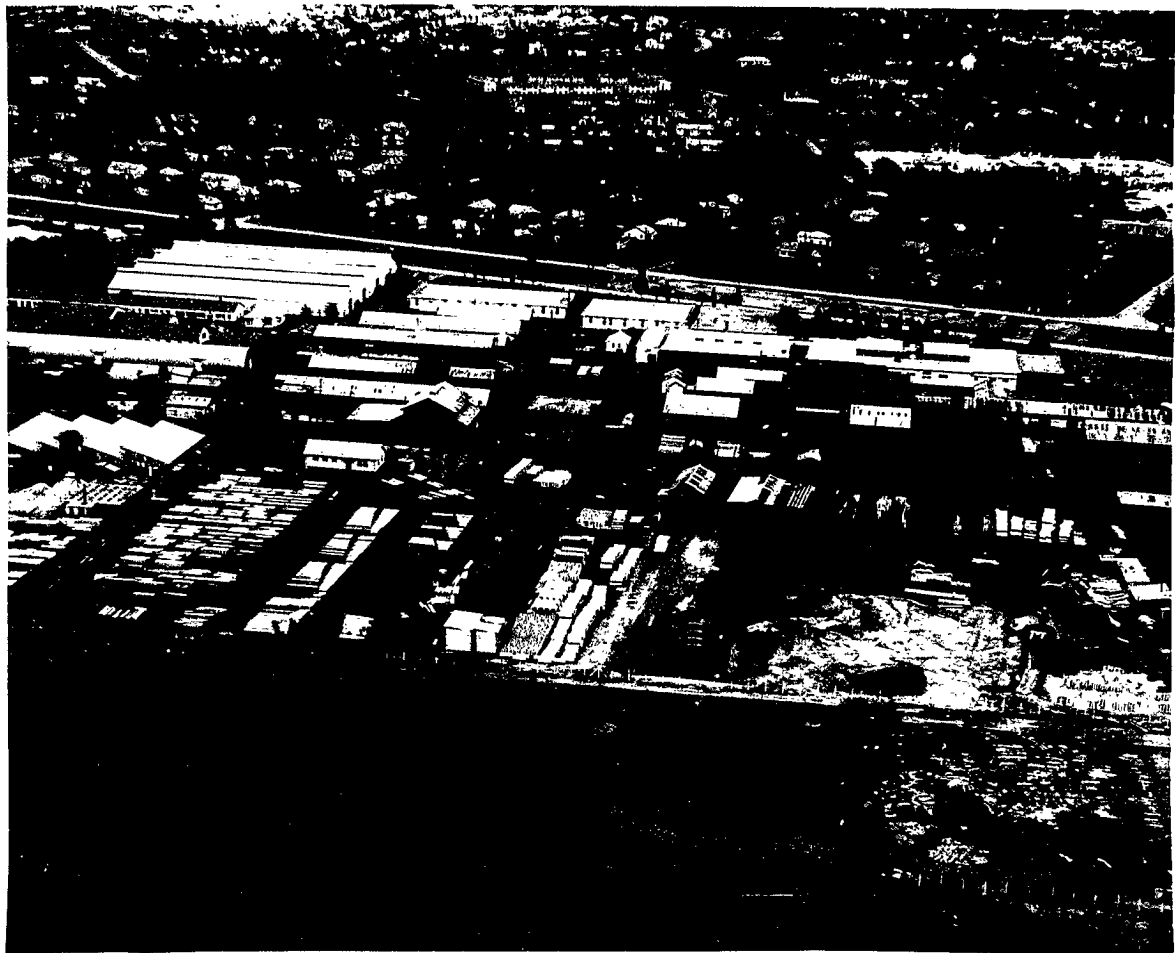
The Committee adjourned.

MR. D. LINDSAY.
MR. R. CAMPBELL.

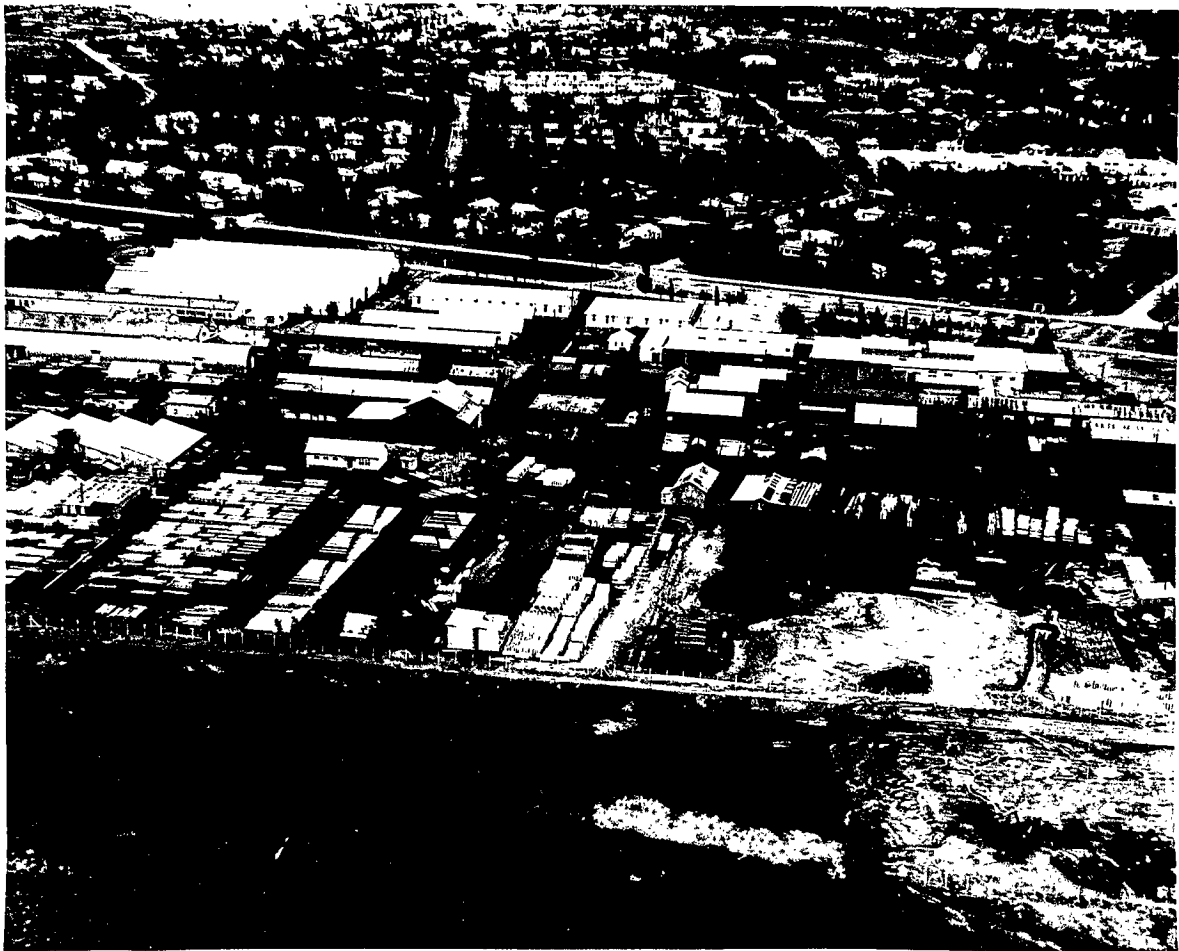
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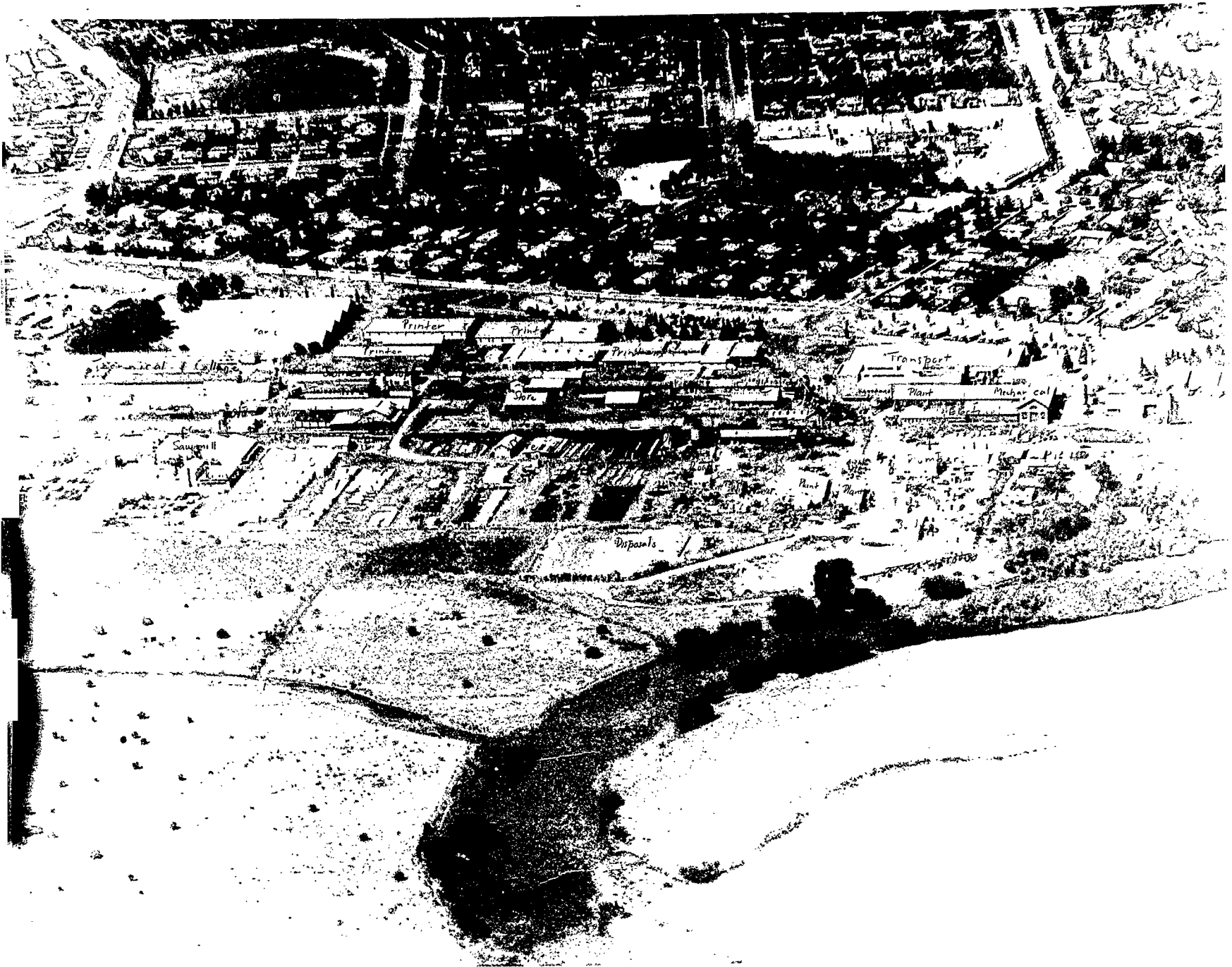


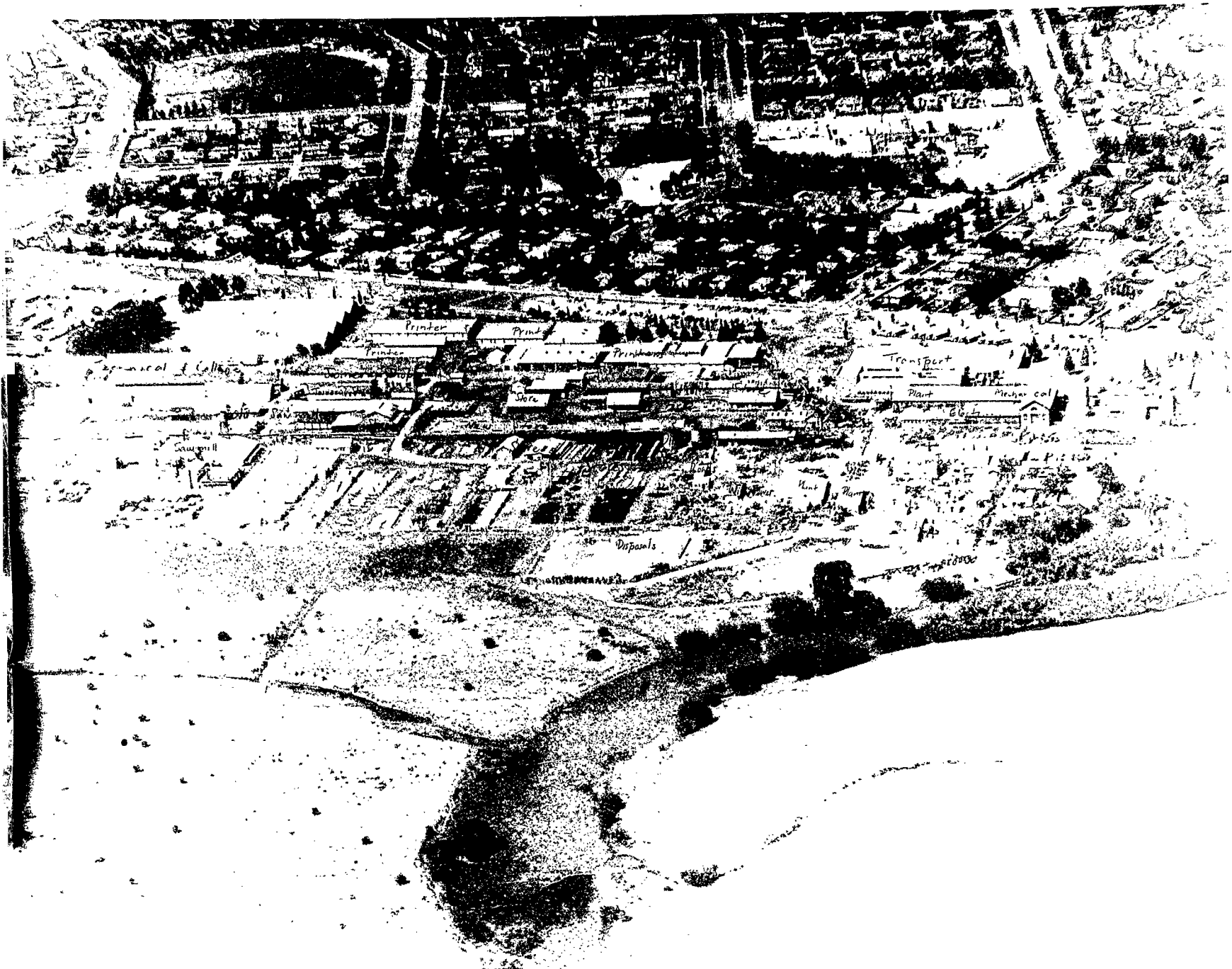


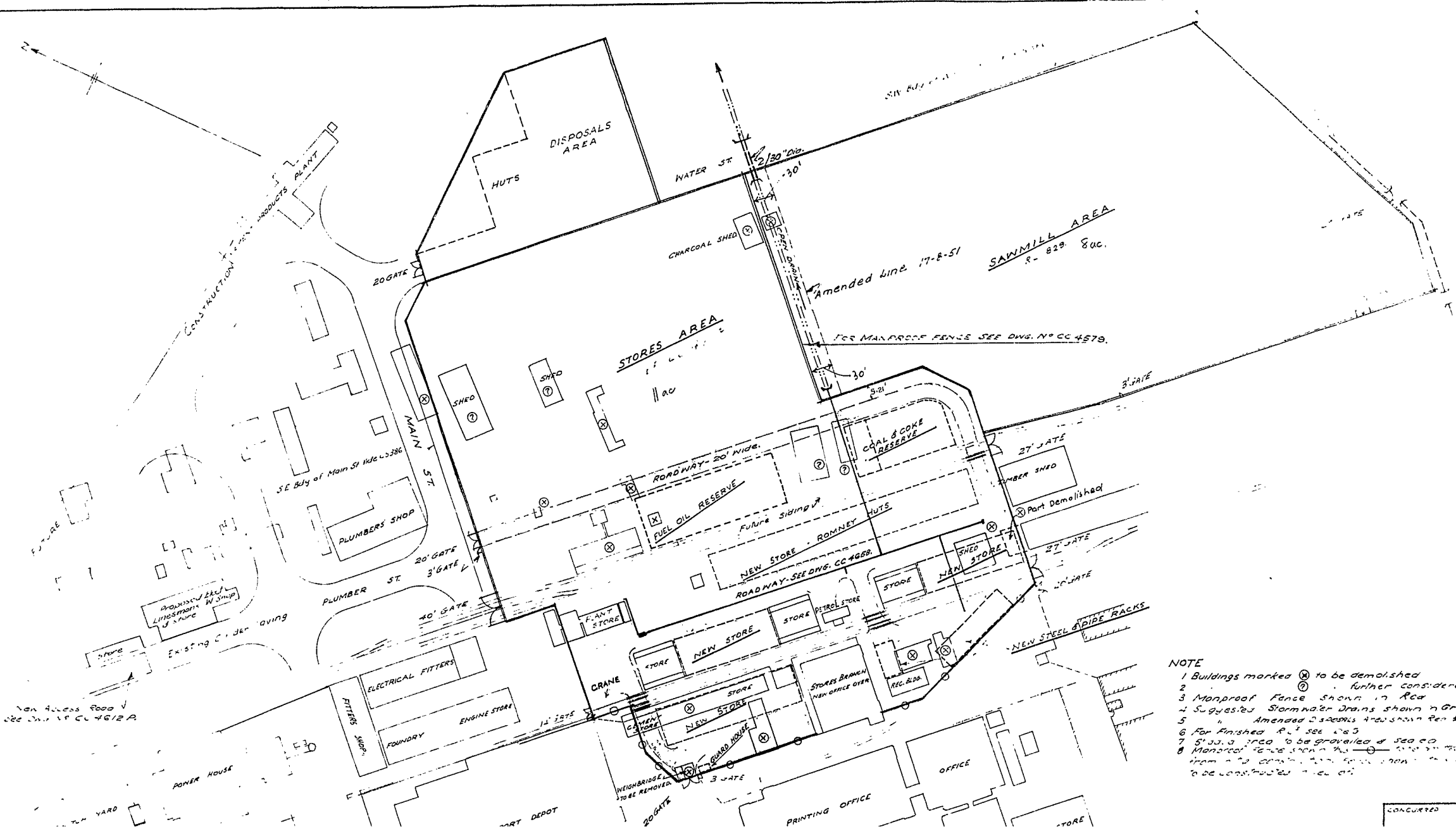
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- NOTE
- 1 Buildings marked (X) to be demolished
 - 2 Buildings marked (O) further considered
 - 3 Manproof Fence shown in Red
 - 4 Suggested Stormwater Drains shown in Green
 - 5 Amended Disposal Area shown in Blue
 - 6 For Finished R.L. see 17-8-51
 - 7 5' x 3' area to be gravelled & sealed
 - 8 Manproof Fence shown in this plan to be constructed in the area to be constructed in the plan

CULTIVATION

CORANDERRK

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CULTIVATION

1875

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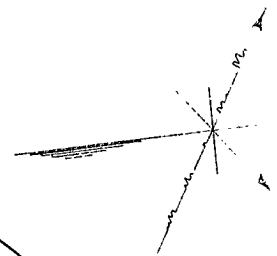
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LEVEL

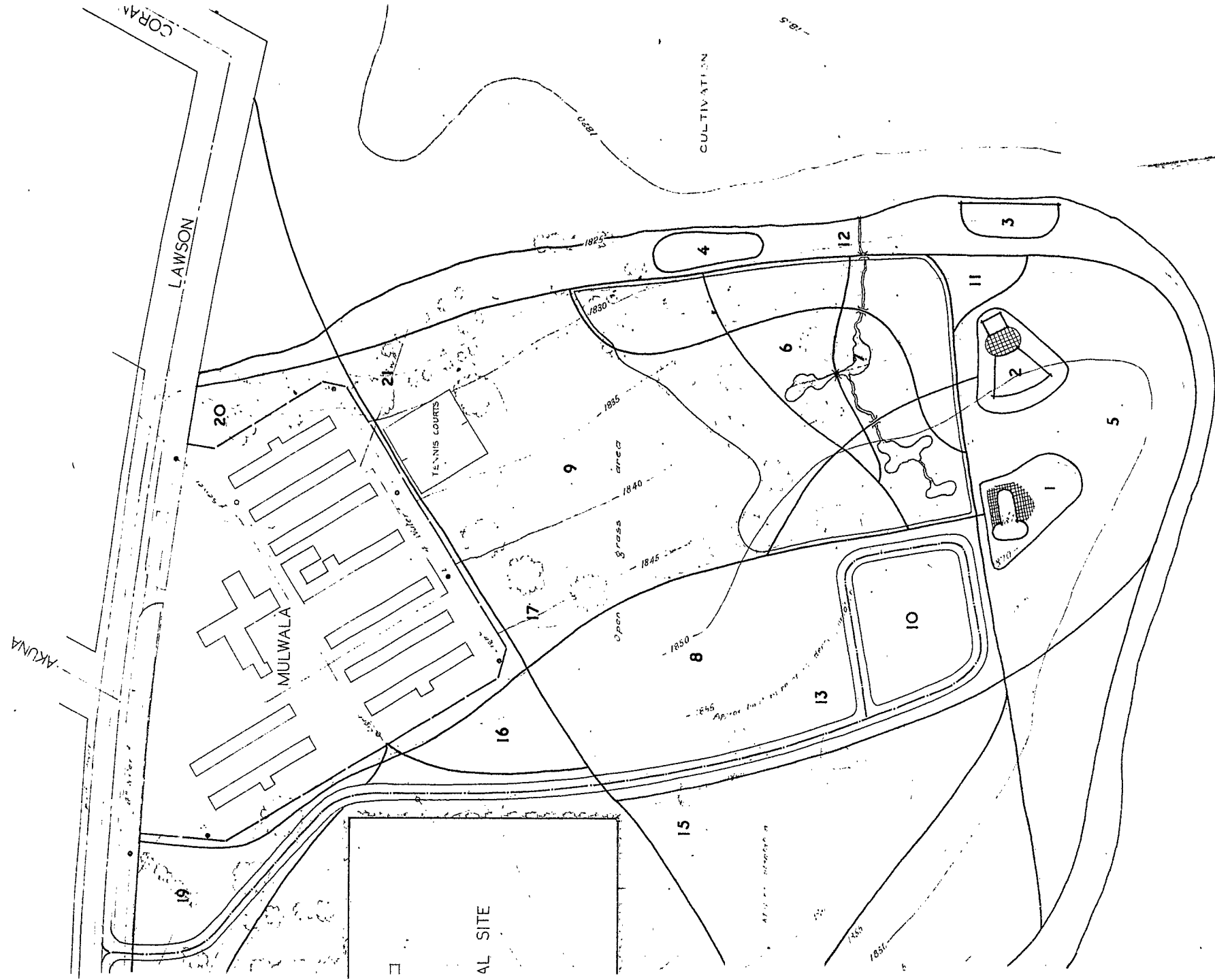
PLANT

VENUES
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BASIN

PART 2



BASIN

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MULWALA

LAWSON

AKUNA

CORRA

CULTIVATION

TENNIS COURTS

Open Grass area

1850

1845

1840

1835

1830

1825

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1810

1805

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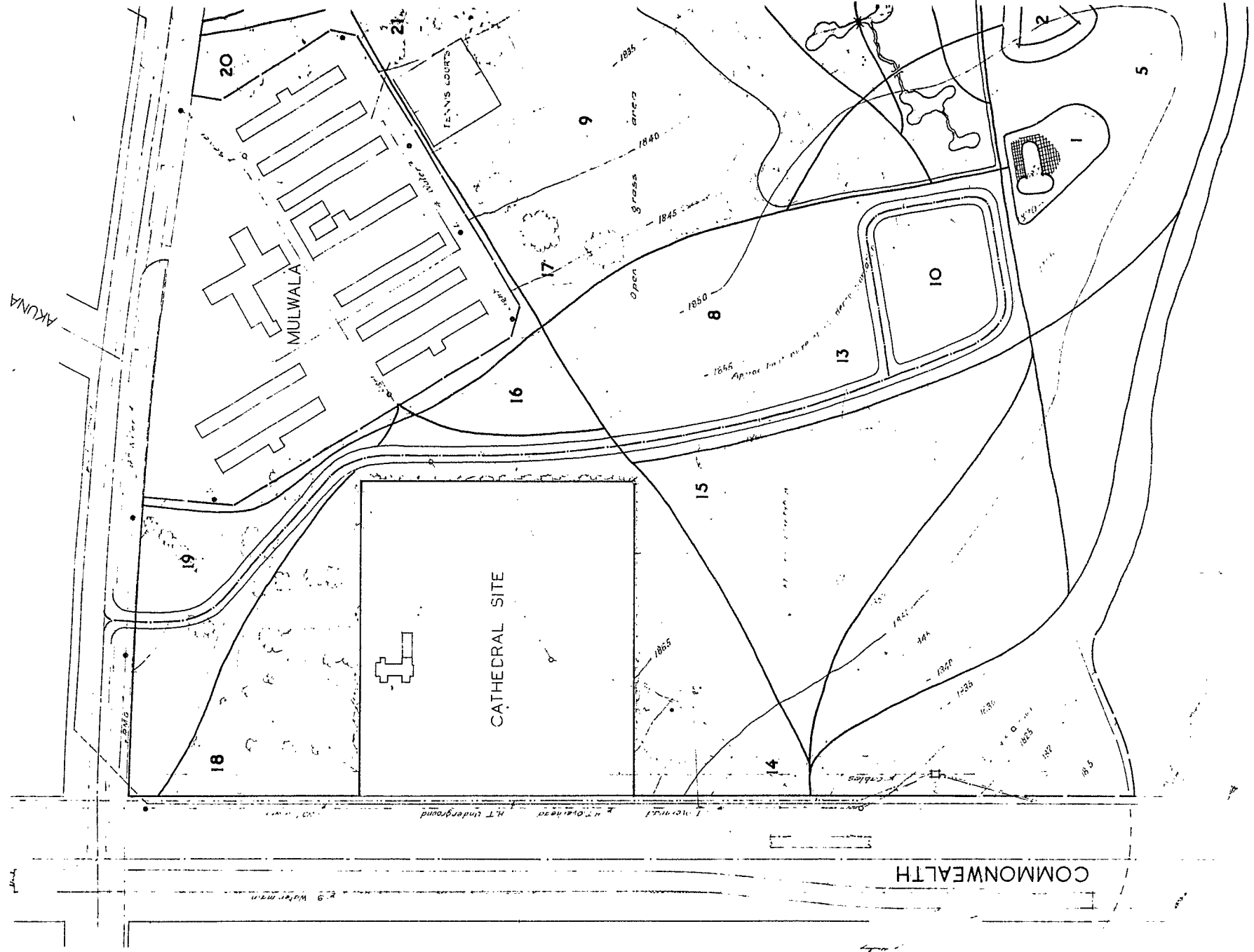
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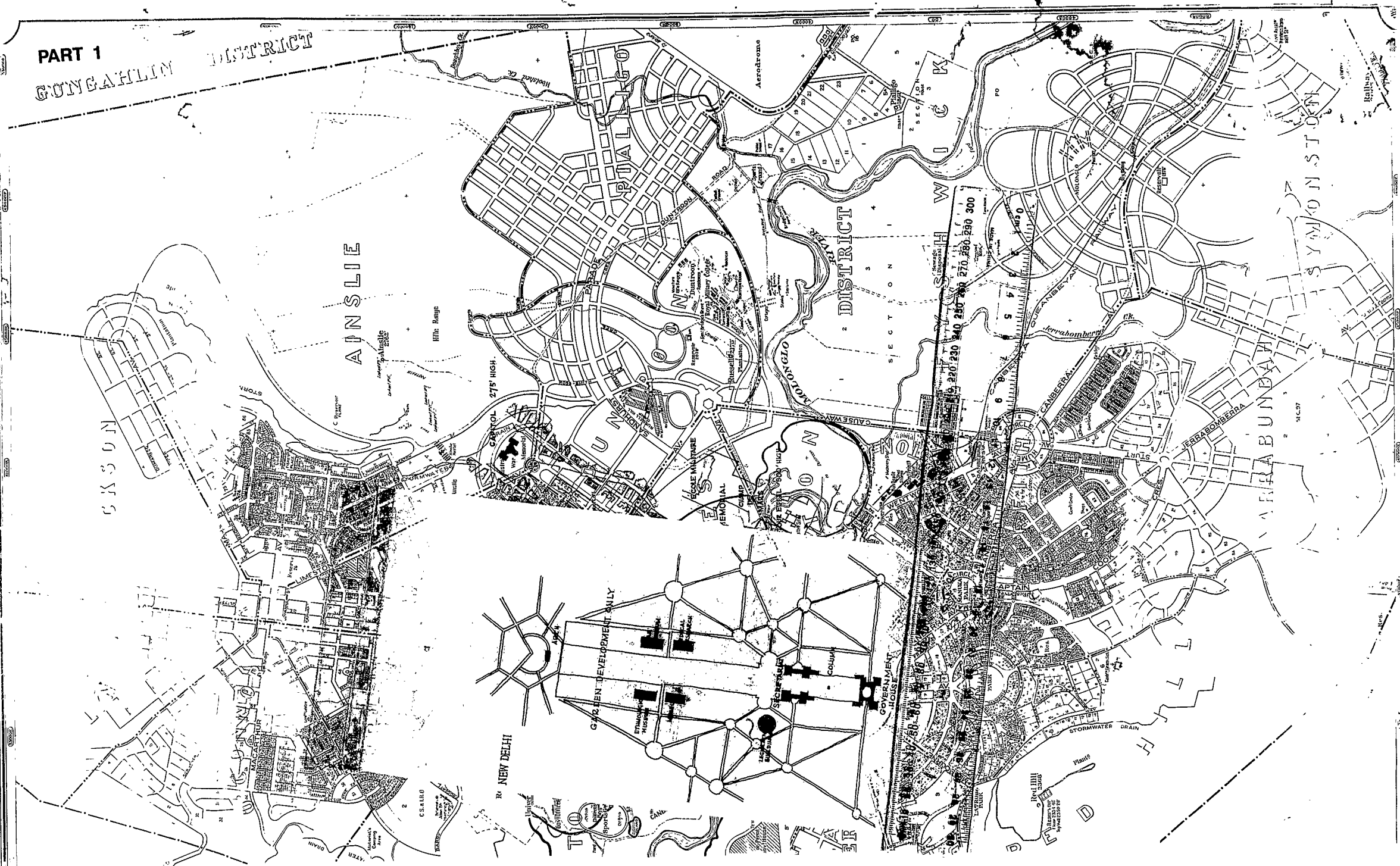
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PART 1

GUNGAHLIN DISTRICT



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GARDEN DEVELOPMENT ONLY

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PART 1

GONGAHILL DISTRICT

DISTRICT

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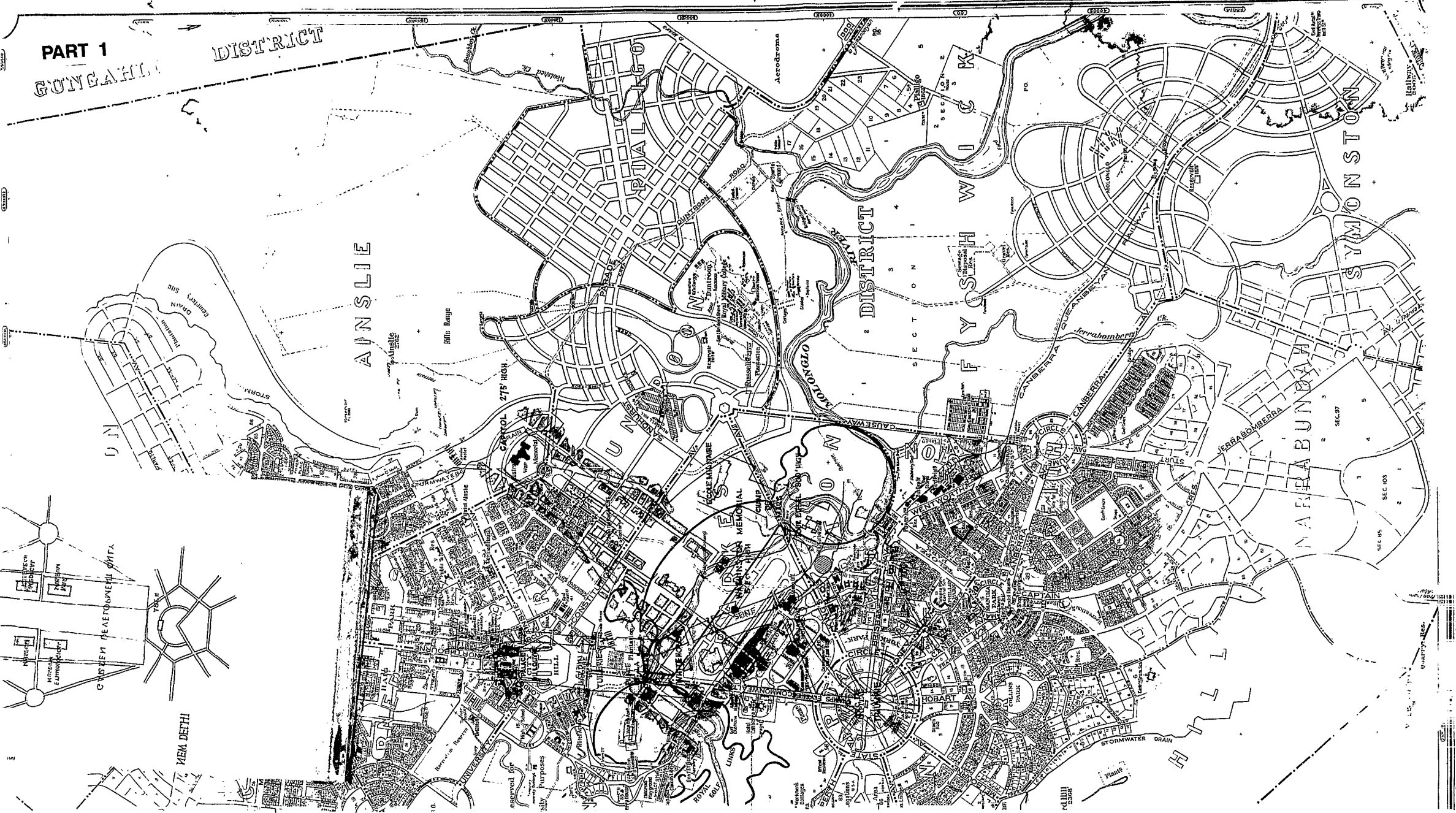
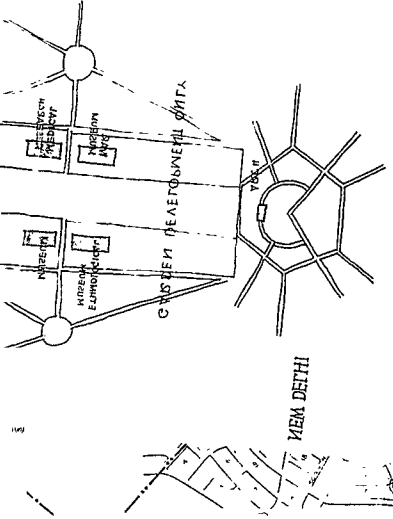
DISTRICT

FYOSH

SYMONSTON

NARRABUNDRA

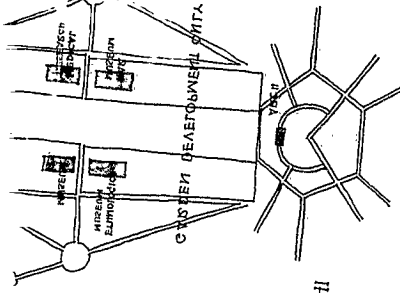
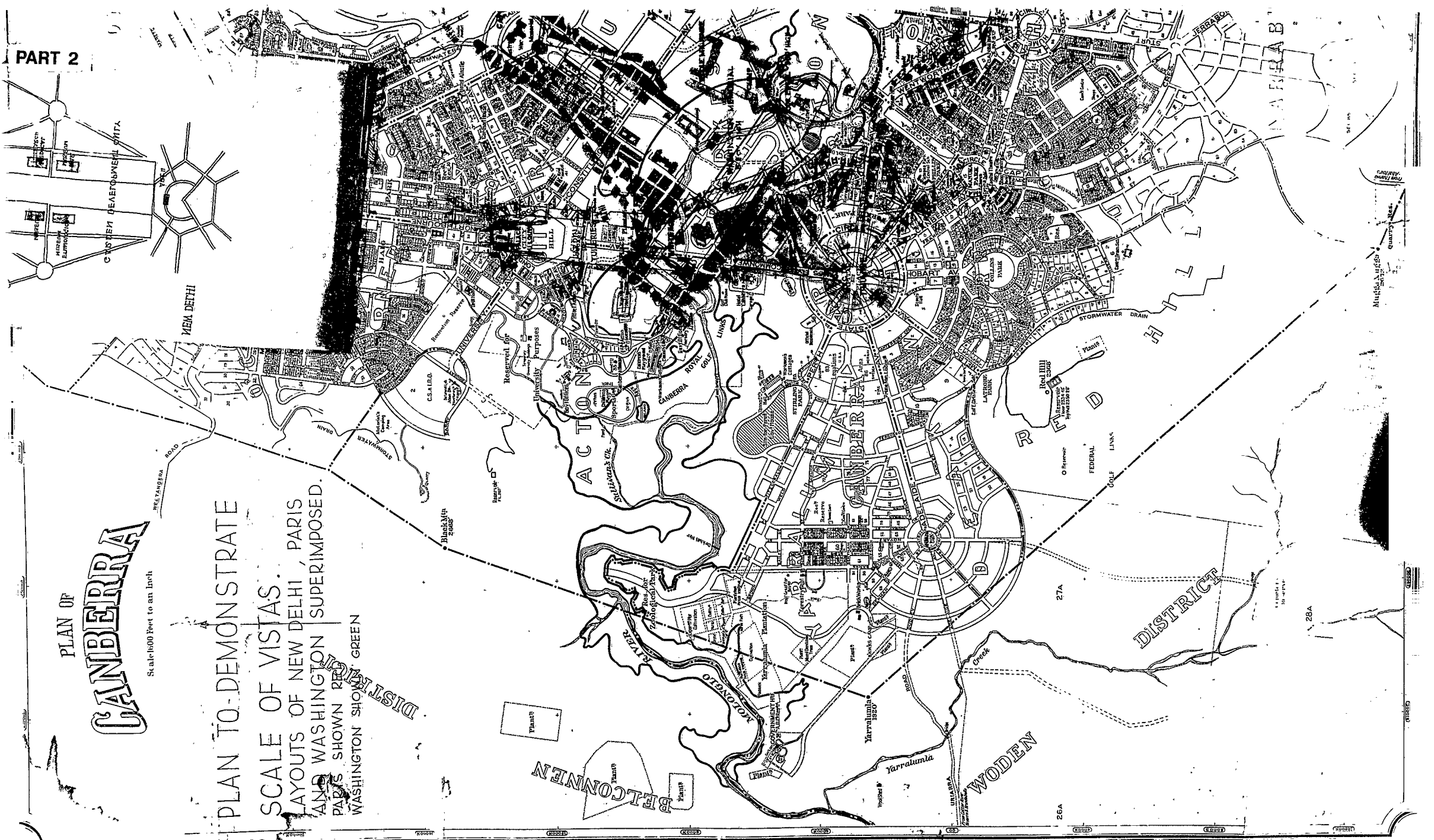
JERRABOMBERRA



PLAN OF CANBERRA

Scale 1:600 Feet to an Inch

PLAN TO DEMONSTRATE
SCALE OF VISTAS.
LAYOUTS OF NEW DELHI, PARIS
AND WASHINGTON SUPERIMPOSED.
PARIS SHOWN RED
WASHINGTON SHOWN GREEN



NEW DELHI

WEST TANGERA ROAD

Scale 1:600 Feet to an Inch

PLAN TO DEMONSTRATE SCALE OF VISTAS.

LAYOUTS OF NEW DELHI, PARIS AND WASHINGTON SUPERIMPOSED.

PARIS SHOWN RED

WASHINGTON SHOWN GREEN

DISTRICT

BELCONNEN

WODEN

DISTRICT

27A

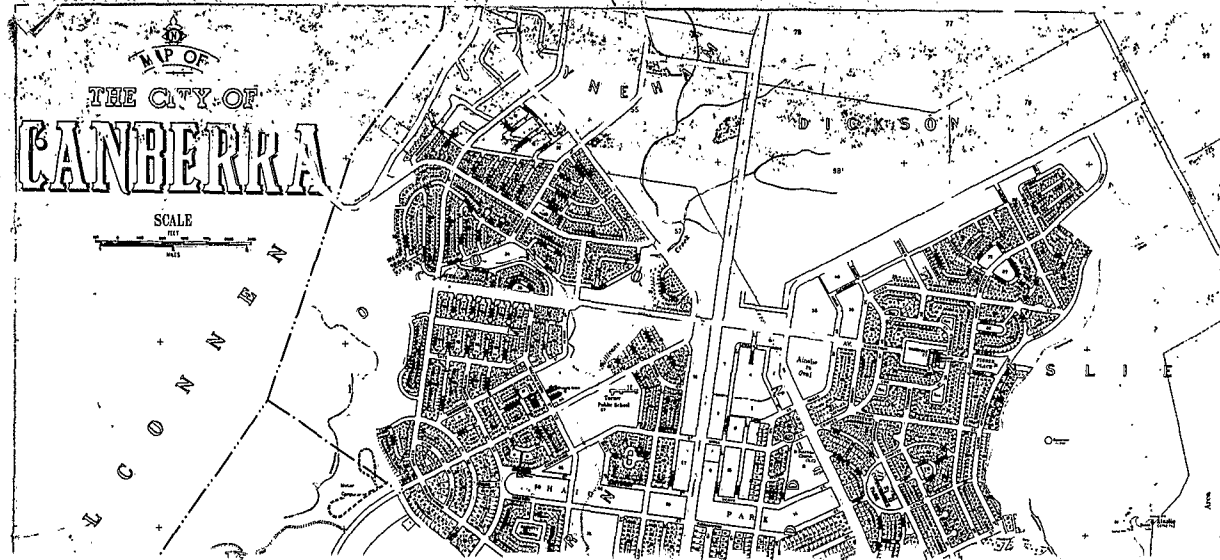
26A

28A

Goulburn

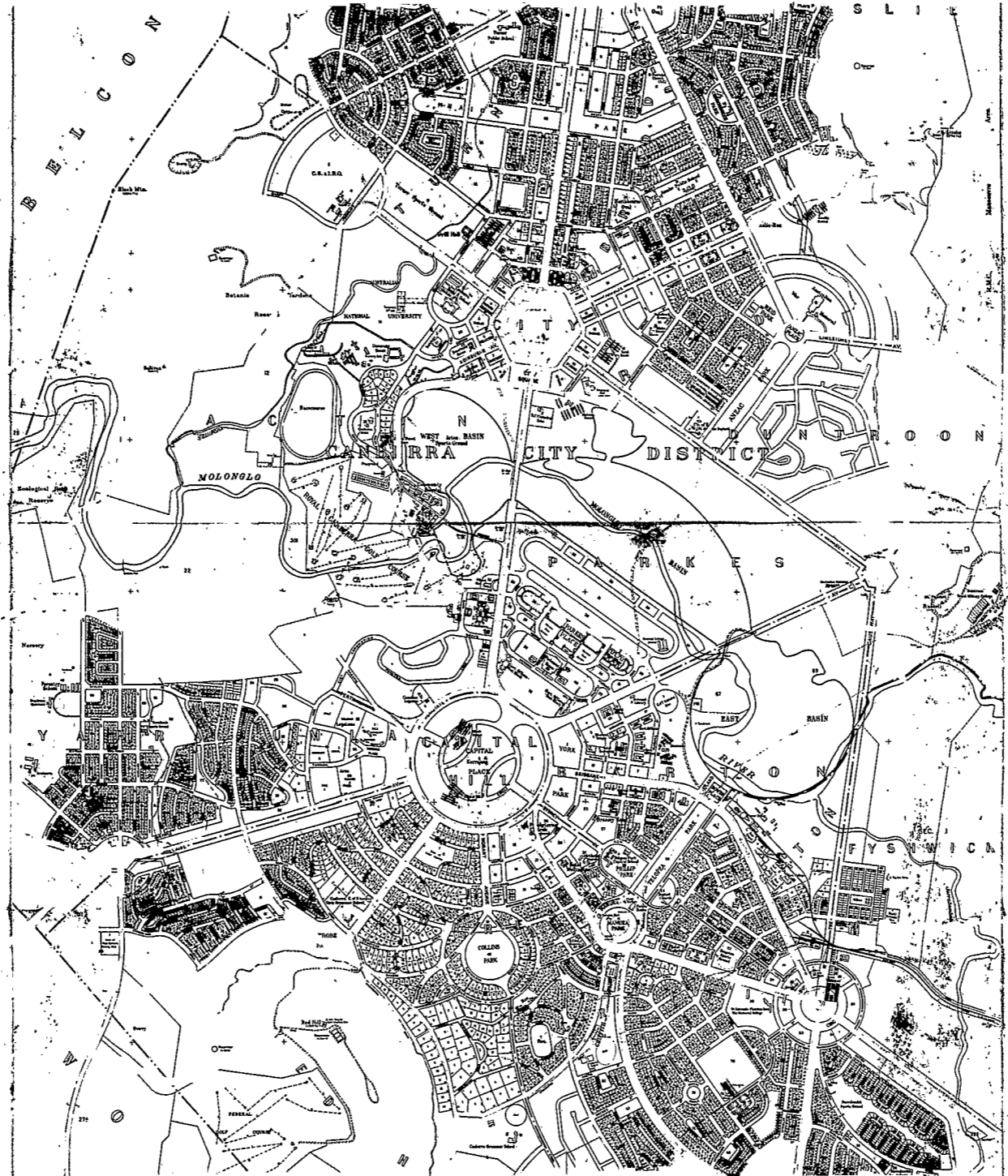
Yass

Weetangera



Existing:

PART 2

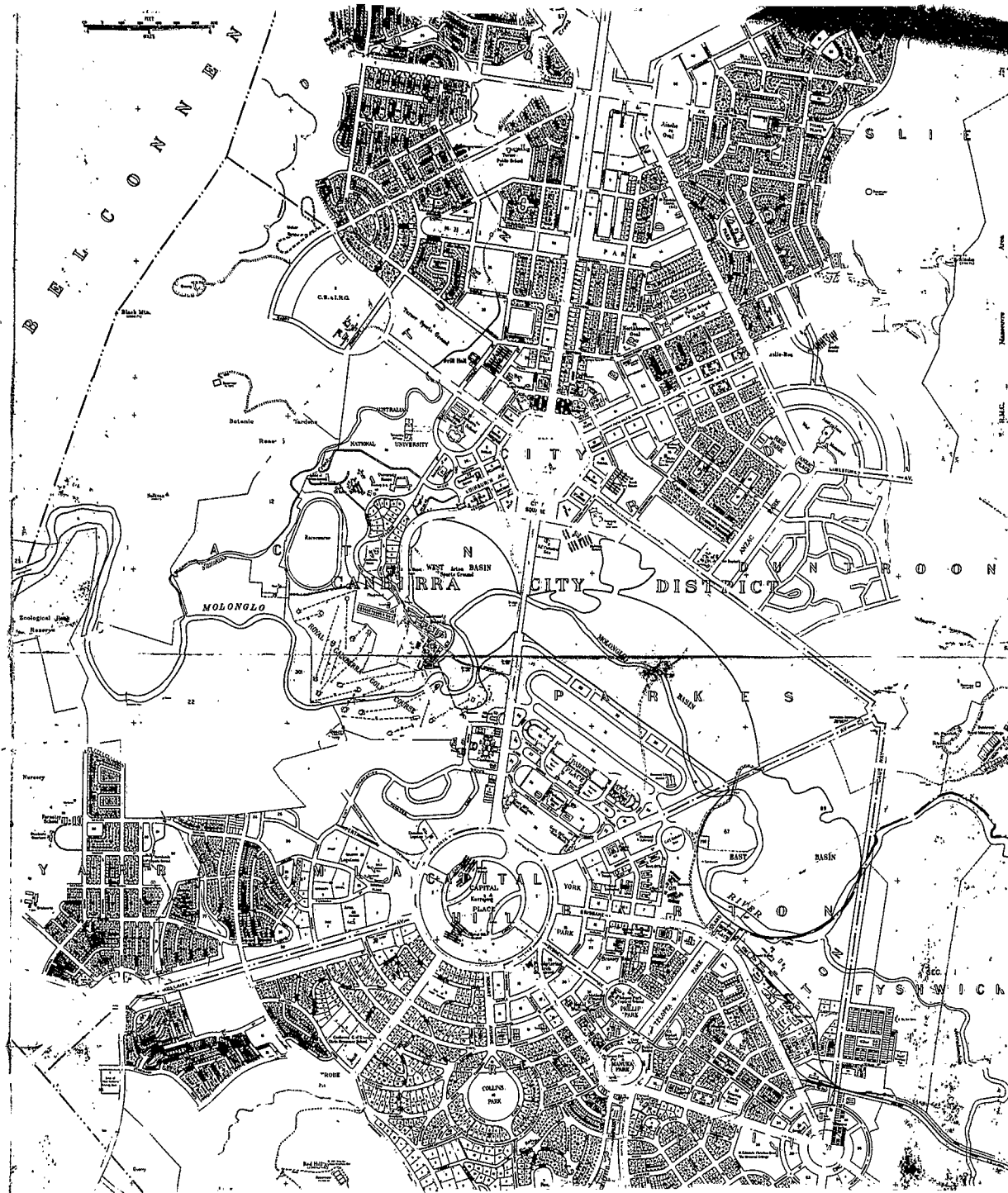


Existing :
Approved :
Proposed :

Future Civil Airport

to be diverted

Cotter



Existing :

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▲ Future Civil Airport .

to be diverted



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Cemetery

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Queanbeyan

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PART 4



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Cooma

PART 1



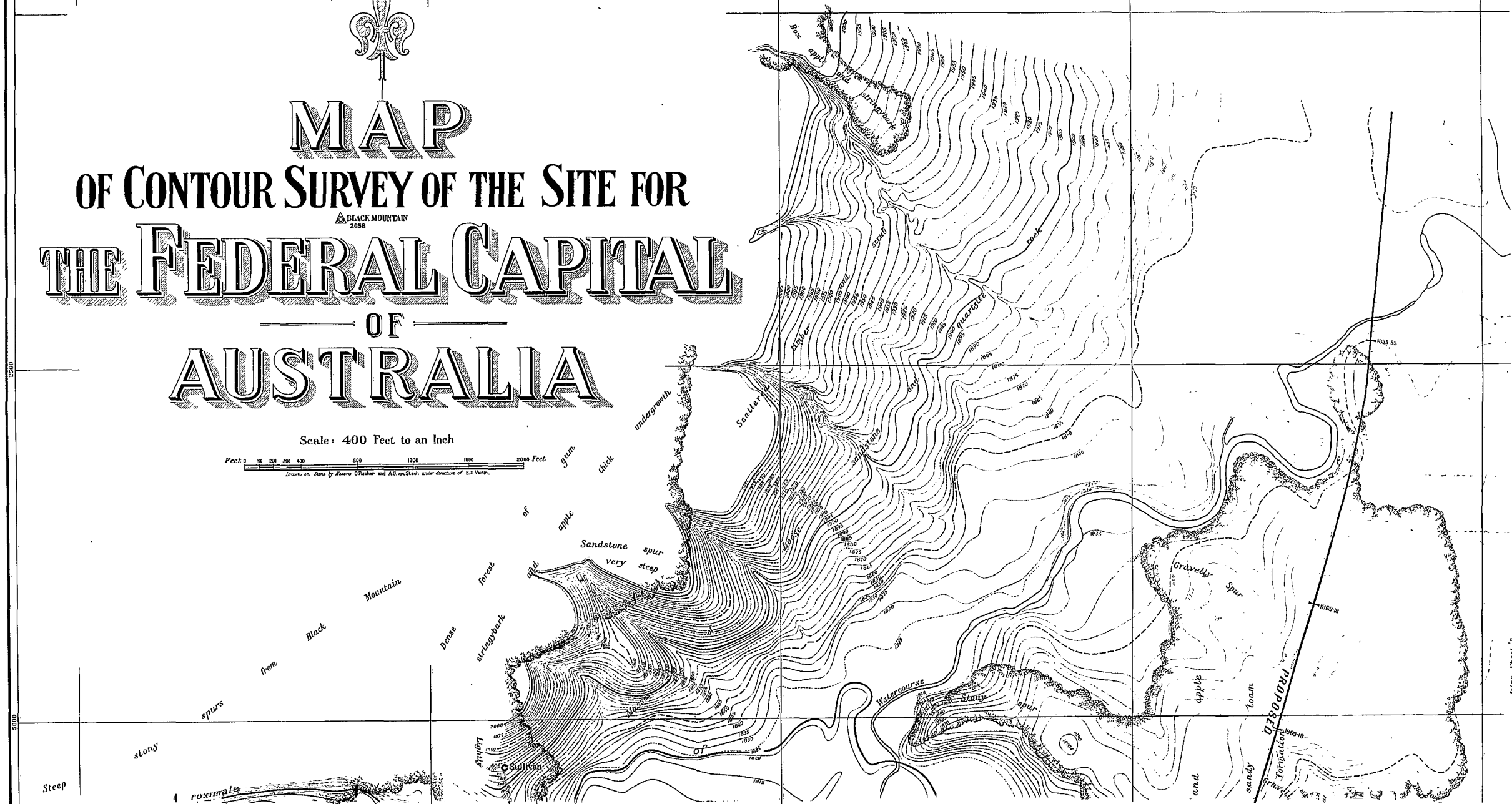
MAP OF CONTOUR SURVEY OF THE SITE FOR THE FEDERAL CAPITAL OF AUSTRALIA

BLACK MOUNTAIN
2658

Scale: 400 Feet to an Inch

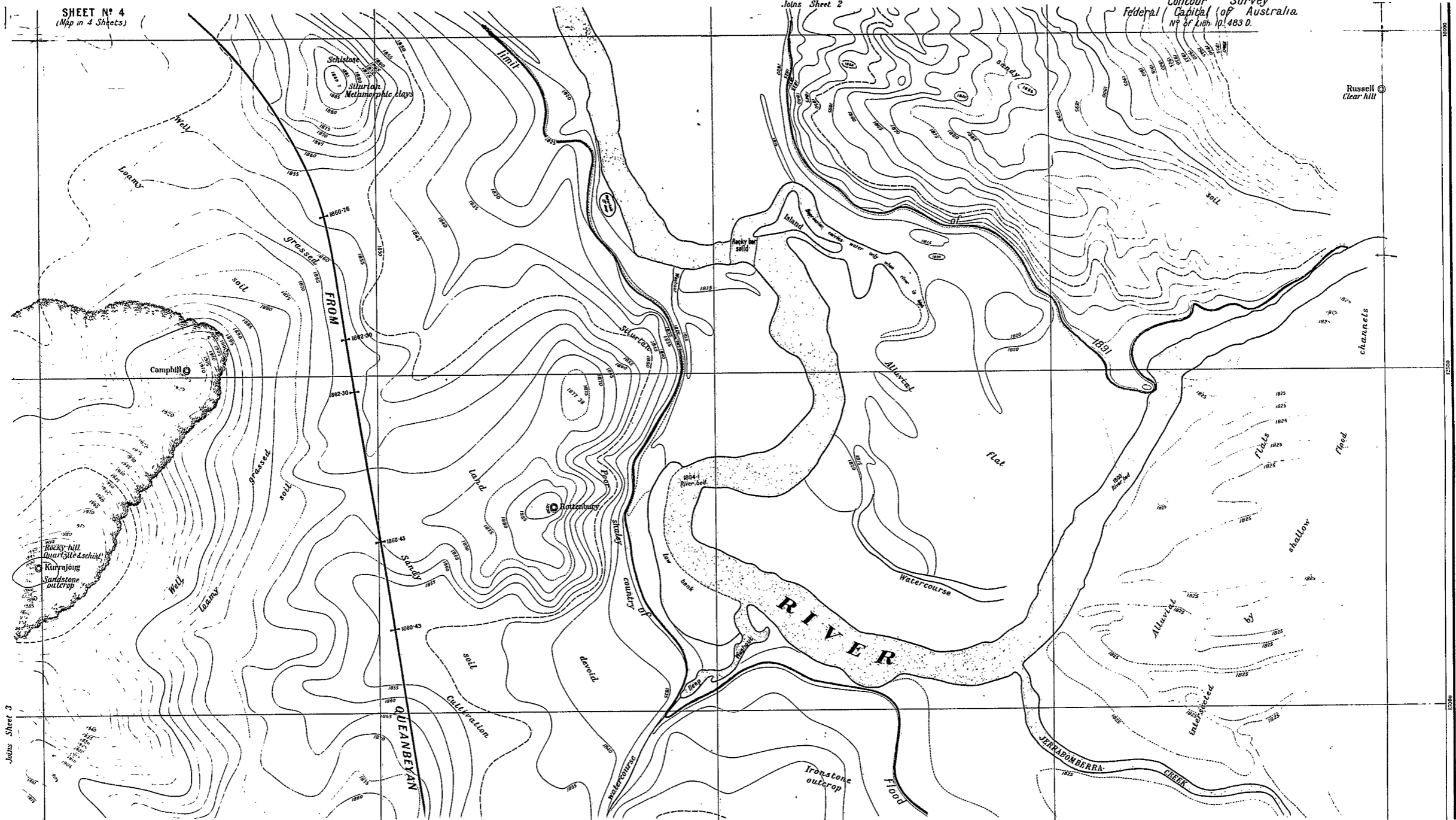


Drawn on Stone by Messrs O'Flaherty and A.G. von Storch under direction of E.S. Yudin.



PROPOSED
Topographical
Gravel
and
sandy
loam
apple
Gravelly Spur

Johns Street 2



Joins Sheet 3

Joins Sheet 2

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10000

10000

