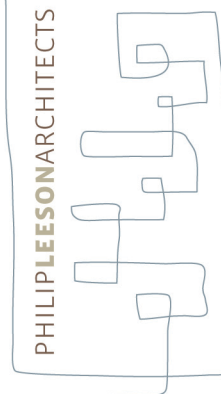


YARRALUMLA TOWNHOUSES
BLOCKS 12 & 16, SECTION 64, YARRALUMLA

STATEMENT OF HERITAGE EFFECTS

Submission to ACT Heritage 13.12.19



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1.0 INTRODUCTION

This Statement of Heritage Effects (SHE) has been written by David Hobbes of Philip Leeson Architects in support of a development proposal for seven townhouses on Blocks 12 and 16, Section 64 Yarralumla.

It should be read in conjunction with the following drawings prepared by Thursday Architecture:

DA000, DA001, DA002, DA003, DA101, DA102, DA103, DA200, DA201, DA202, DA301, and

Landscape Concept Design prepared by Canopy Tree Experts

2.0 HERITAGE STATUS

Blocks 8, 11, 12 and 16, Section 64 Yarralumla are on the ACT Heritage Register – Item 20083. Relevant excerpts from the listing are included below:

Statement of Significance

Blocks 8, 11, 12 and 16 are part of the FCAC's initial program of residential development in Canberra. They demonstrate the dispersed but simultaneous nature of the early development of Canberra's residential housing and in their design and layout demonstrate key elements of town planning in Canberra in the 1920s.

The houses were constructed in 1921-22 and met the need for housing for workmen associated with the Canberra Brickworks and Yarralumla Nursery. The provision of houses close to a place of work reflects a social and economic requirement no longer practiced in Canberra. The precinct reflects the early history of the development of Canberra. The house designs originate from the Littleton Housing development at Lithgow, New South Wales, which was a development implemented by the Federal Department of Works and Railways in 1919.

The houses on Blocks 11 and 12 are substantially intact examples of the original Littleton Village designs of small red brick and tiled roofed houses and formed the basis of workers housing for Canberra. Blocks 16 and 8 retain the original houses and are also illustrative of the period.

The Precinct demonstrates the philosophy of Garden City planning in the early development of Canberra by the Federal Capital Advisory Committee. The Precinct is historically significant as part of the earliest permanent government housing in

Canberra and for its expression of the Garden City concept in the building of Canberra.

Intrinsic Features

1.1 An early twentieth century garden city planned subdivision

- The historical relationship of the precinct to the Old Canberra Brickworks and Yarralumla Nursery
- Single storey detached houses on Section 64, Blocks 8, 11, 12 and 16
- External form and appearance of the houses, especially construction details such as red brick face, terra cotta tiled roof, timber double-hung windows
- The hedges along property boundaries
- The mature street trees
- Generous landscaped verge areas with limited cross overs and footpath.
- Patterns of small dwellings on large blocks with open space between create the streetscape and form a buffer of landscaped open space between adjacent houses.
- A highly ordered composition of houses sited centrally on blocks, addressing the street and with entrance visible from the street.
- Generally uniform front setbacks with only a limited range of variation where two houses have increased setbacks to create visual interest in the streetscape.
- Existing dwellings which have a unifying architectural style, scale and materials.
- Garages originally sited towards the rear of the block to deliberately down play the presence of a utilitarian structure in the streetscape and give emphasis to the garden setting of each house.
- Driveways generally along side boundaries with one paired and shared verge crossings.
- Public utility services not overt in the streetscape and generally located underground or at the rear of blocks.
- Unified landscape treatments and street furniture including verges, driveway materials, street trees and hedges.

1.2 A distinct pattern of housing development and landscape demonstrating early Federal Capital planning philosophy for the provision of low density public housing:

- Blocks of equivalent size and house forms originally planned to provide rental accommodation for workmen.

1.3 The Architectural style/character of the original public housing

- Federal Capital Advisory Committee (FCAC) selected Littleton designs reflecting a mix of international styles with variations of roof forms and verandah details.
- Dominant pitched roof forms and remaining red face brick exteriors
- Use of repetitive elements across designs including extant chimneys, projecting porches, hip and gable ends.

3.0 PLANNING STATUS

The blocks are zoned RZ2 in the Territory Plan. Multi Unit development is permitted.

4.0 EXISTING CONDITIONS

The subject development site consists of Blocks 12 and 16 only. Development Approval was previously granted for a unit development which incorporated surviving elements of the two Brickworks Houses. The following works were undertaken prior to the project being abandoned:

- excavation and partial retaining walls and slab for basement carparking
- demolition of 90% of the cottage on Block 16
- demolition of all but the front wall of the cottage on Block 12 and construction of a new concrete slab floor

The project was reactivated in 2019 and a new design undertaken by Steven Cetrttek of Thursday Architecture. The initial design proposal continued the original scheme incorporating surviving elements of the original houses with new units over two storeys. At a preliminary meeting with the ACT Heritage Council DA Task Force on 3.7.19 Steven Cetrttek explained that there was little surviving original fabric and that what remained was structurally unsound. It was agreed that the heritage values of the place had been compromised and there was little value in reconstructing portions of the original cottages. The Task Force was prepared to consider a proposal to demolish what little remains of the original cottages and to construct a group of terrace houses in a high quality landscape setting which referenced elements of the original cottages, particularly red brickwork, and was commensurate with other recent quality medium density development in Yarralumla.

At a further meeting on 16.9.19 the Task Force agreed "in principle" to the design proposal subject to some fine tuning of materials and landscaping.

As such a proposal is inconsistent with specific requirements of the Heritage Register Entry a Statement of Heritage Effects (SHE) is required.

5.0 DEVELOPMENT PROPOSAL

It is proposed to erect seven townhouses across the two blocks. Six two storey townhouses will front Hutchins Street in a block of four and a block of two. A single storey townhouse will be located at the rear of Block 16.

The existing partly completed basement carpark will be utilised and modified to suit the new proposal. Vehicle access is via the existing single verge crossing on Bentham St. A new concrete driveway will descend via a ramp commencing c. 3m behind the new building line. This will provide entry to seven pairs of garages, one for each townhouse, together with three visitor spaces.

Parking & Vehicle Access

The garages on the Hutchins St townhouses will be aligned directly under each house with individual direct stair access and storage area under the remainder of each house footprint.

The double garage under the rear townhouse will not have direct stair access but is close to the communal lift and common exit stair serving the carpark.

Pedestrian Access

There will be several pedestrian access points to the site, including:

- a pathway beside the carpark ramp, running behind the rear courtyards of the Hutchins St group
- a central pathway leading from a gate on Hutchins St and passing between the two townhouse groups.
- a gate leading from the original paired verge on Hutchins St, leading exclusively to the rear townhouse.

Setbacks

The front setback to Hutchins St is aligned with that of the original dwelling on Block 16, c. 6m.

The existing Photinia boundary hedge will be retained, remediated and pruned.

Form

The buildings comprise simple cubic forms with restrained detailing. The upper floors are setback from the lower floors with a defined upper and lower parapet edge, which reduces the overall bulk of the buildings. Kitchen pop outs in reclaimed red brick break up the length of the side elevations.

Layout

The two storey townhouses comprise the following:

- living room opening to a partially covered terrace facing Hutchins St
- entry foyer and stairs to first floor
- central kitchen, laundry, wc
- dining room opening to rear courtyard
- main bedroom, walk through robe and ensuite on ground floor at rear,
- dining, kitchen
- first floor comprises two bedrooms, bathroom, wc and study area
- the front bedroom has a terrace facing Hutchins St

The single storey townhouse comprises an open plan living, dining, kitchen area, laundry, wc, two secondary bedrooms, bathroom, main bedroom with walk in robe and ensuite. It has a large private north facing courtyard and a smaller service courtyard at the rear.

Four of the two storey townhouses have kitchen windows facing the side landscaped areas. The side walls pop out to provide articulation to the long side elevations.

Materials

- Textured rendered masonry walls generally, painted off white to ground floor and a darker tone of grey /white to the first floor.
- Smooth basalt stone capping on rendered walls
- Smooth basalt stone veneer spandrel panels between windows on upper level
- Reclaimed Canberra Red facebricks to front gate piers, to side kitchen pop outs and as a portal trim to the windows/doors opening to the front terraces
- Reclaimed red bricks will also be used for front pathways
- Aluminium framed doors and windows, Colorbond Monument

Landscaped Spaces

The Hutchins St townhouses each have a courtyard c. 6m x 8m facing the street. The existing Photinia boundary hedge will be remediated as required. There will be new entry gates set in reclaimed red brick pillars with letterboxes and house numbers. The gates will be simple steel vertical pickets. Red brick pavers will be used on front paths. The courtyards will each be landscaped with a signature deciduous tree (e.g Crepe Myrtle), smaller shrubs, ground covers and lawn.

The front terraces are set within a rendered "portal" with a simple cantilevered roof providing shelter.

Rear service courts will be enclosed with simple vertical steel picket screens, with a gate to the rear pedestrian path.

Character

The architectural forms, materials and detailing is commensurate with other recent high quality development in Yarralumla and echoes the red brick and landscaping of the original cottages.

6.0 ASSESSMENT AGAINST THE SPECIFIC REQUIREMENTS FOR CONSERVATION

The following table presents an assessment of the proposal against the specific requirements set out in the ACT Heritage Register Entry. We note that the requirements were written on the basis that the original cottages would remain largely intact and that sympathetic development would occur largely behind them. This is not now the case.

Conservation Objective 1 To conserve the planning of the precinct comprising Blocks 8, 11, 12 and 16, Section 64, Yarralumla and to conserve the historical arrangement of dwellings across the precinct		
1.1	The original alignment of each dwelling shall be retained (i.e. the main elevation of the dwelling parallel with street).	The original dwellings have been largely demolished and the remaining fabric is deemed structurally unsound. It is proposed to demolish what little remains. The elevations of the new townhouses will adopt substantially the same setback as the original cottage on Block 16 and will be parallel to Hutchins St.
1.2	Bitumen verge crossings along the Hutchins Street frontage shall be conserved in their original locations and widths. Verge crossings should have a bitumen surface. Where existing verge crossings are surfaced in a material other than bitumen opportunities for replacement should be sought. Where required, the replacement of existing bitumen verge crossings with new bitumen is encouraged.	The existing bitumen verge crossings on Hutchins St and Bentham St will be retained and either repaired or replaced with new bitumen.
1.3	New dwellings or additions to an existing dwelling shall only be permitted where: <ul style="list-style-type: none"> The new dwelling or additions to an existing dwelling are articulated such that they are clearly distinct from the original dwelling, and Access to a new dwelling on Blocks 8, 11 or 12, Section 64, Yarralumla does not involve the construction of an additional driveway or widening of the existing driveway. (note: Block 16 is a corner Block and a second driveway is permissible). 	<p>The original dwellings have been largely demolished and the remaining fabric is deemed structurally unsound. It is proposed to demolish what little remains. Therefore the requirement to articulate the new works from the original is irrelevant.</p> <p>The existing verge crossings and driveway locations on Bentham and Hutchins Streets will be retained. There will be no additional crossings or driveways.</p>
1.4	The original attributes of the point of entry to the original dwelling shall be retained (i.e. entry integrated within a central covered porch). Extant original shared or paired verge crossings shall be conserved in their original locations	<p>The new townhouses fronting Hutchins St will have clearly identified entry porches adjacent to partly recessed verandahs.</p> <p>Existing verge crossing locations will be retained.</p>
1.5(a)	Any new development should be located within the building envelope indicated at Attachment B (revised	The building envelope assumed retention of the original cottages and new development largely behind them. The demolition of the

	version).	cottages renders this irrelevant. The new townhouses will adopt roughly the same setback as the original cottage on Block 16 and the overall form will be stepped back from this line.
1.5(b)	Not less than 40% of the area of a residential block shall be retained as planting area. Planting area means an area of land within a block that is not covered by buildings, vehicle parking and manoeuvring areas or any other form of impermeable surface and that is available for landscape planting.	The planted area will be 40% of the block area.
1.6	Extant original shared or paired verge crossings shall be conserved in their original locations and width.	The existing bitumen verge crossings on Hutchins St and Bentham St will be retained and either repaired or replaced with new bitumen.
1.7	<p>New or additional verge crossings shall only be permitted on Block 16, Section 64, which has two street frontages. For Block 16, Section 64, a second verge crossing may be permitted where:</p> <ul style="list-style-type: none"> the new verge crossing will not have an adverse impact on street trees; the new verge crossing shall maintain an alignment closest to the nearest side boundary, single car width (less than or equal to 3.6m except if it is located on Bentham Street; any driveway connecting the two verge crossings is screened from the street by plantings; Only one additional verge crossing shall be permitted; Any new verge crossing shall be sympathetic to the heritage values of the precinct 	No new crossings are proposed.
1.8(a)	Driveways shall conform to the verge crossing location. Areas of driveway visible from the street shall maintain an alignment close to the nearest side boundary, and should integrate with front garden planting to reduce the visibility of the driveway from the street.	The existing driveway location at the upper side of Block 16 will be retained and used to access the basement carpark. The existing verge crossing on Hutchins St will meet a new red brick paved pathway providing access to the rear single storey townhouse. Both the driveway and path will be softened by generous landscaping.
1.8(b)	Driveways should be a single-vehicle width (less than or equal to 3.6m) between the front boundary and building line and have a uniform	The driveway will be wider than 3.6m to allow for an onsite parking bay close to the boundary and to provide hard paved pedestrian access . The upper part of the

	surface of subdued charcoal or earthen tones. Gravel, brick, clay or concrete pavers or bitumen are preferred surface finishes. Strong textures including stamped concrete, and bright colours including bare or exposed aggregate concrete shall not be permitted.	driveway will be red brick paved and will integrate with generous boundary plantings.
1.8(c)	The existing driveway level, in the area between the front boundary and building line shall be retained.	The existing level is retained, i.e. paving on the existing ground surface. The ramp descent starts c. 7.7m back from the boundary line and c. 3.4m behind the proposed building line.
	Conservation Objective 2. To conserve the garden city ideals and landscape character of the precinct.	
2.1	The existing street trees shall be retained where prudent and feasible to do so. Where it is necessary for safety reasons to remove a street tree, a replacement tree of the same species shall be reinstated	The existing street trees will be retained and protected during construction, however it is noted that several of the Oaks are in poor condition.
2.2	Verges shall remain grassed and at their current width.	No changes are proposed to grassed verges.
2.3	Shrubs or other plants shall not be introduced into the verge.	No changes are proposed.
2.4	Extant hedge plantings shall be retained and promoted along property boundaries. The maintenance of hedges to a height of not more than 1200 mm is encouraged. Where hedges are composed of weed species or are in failing condition they may be replanted subject to approval.	It is proposed to retain the existing Photinia boundary hedging if possible, protect it during the works and rejuvenate it on completion. If retention proves unviable a new hedge of suitable species will be planted.
2.5(a)	Trees or shrubs over 6 metres tall shall not be removed from leased land without the consent of the Authority and only where in accordance with approval criteria included in relevant tree protection legislation operating in the Territory.	There are no trees or shrubs over 6m tall remaining on the blocks.
2.5(b)	Where the removal of a tree is approved a replacement tree, of stock and species common or sympathetic to the precinct, should be introduced at an approved location within the block, unless existing planting is considered to be adequate in terms of its quantity and location.	The landscape plan shows the proposal to plant a number of sizeable trees of appropriate species, both in private and common areas. This will reinforce the highly green landscaped character of the precinct.
	Conservation Objective 3 To conserve the significance of the original houses and to conserve the provision for a generous garden setting for each building	

3.1	Extensions forward of the original house shall not be permitted irrespective of existing encroachments.	The remnants of the original houses will be demolished. The new townhouses will adopt an alignment roughly the same as the existing cottage on Block 16.
3.2	The level of the ridgeline or highest roof point of any development should not exceed the level of the ridgeline or highest roof point of the original dwelling.	The new top parapet height will be RL 577.59 compared to the ridgeline of the original corner house of 576.04, i.e. 1.55m higher. This reflects the fact that the proposal is for two storey townhouses. In our opinion the intent of the conservation policy was to ensure that new development did not overwhelm the original buildings. Given the original buildings will be demolished this policy loses its relevance. As discussed elsewhere the proposal is consistent with other similar high quality development in the area. Furthermore the height relationship of the townhouses to the remaining original cottage on Block 11 adjacent is considered to be satisfactory given the reasonable side setbacks and proposed landscaping.
3.3	<p>The total demolition of identified dwellings on Blocks 8, 11, 12 and 16 shall not be permitted except in exceptional circumstances, including:</p> <ul style="list-style-type: none"> the dwelling is so structurally unsound as to be beyond reasonable economic repair. The application must include a professional structural assessment in support of demolition; or the existing condition poses a significant health or safety risk that is beyond reasonable economic repair. The application must include a professional structural or health assessment in support of demolition; or where, in the opinion of the Authority, the integrity of the built form and street elevations of an original dwelling has been extensively and irreversibly diminished by unsympathetic alterations and additions; and any replacement construction conforms to all provisions applicable to new work and is of a form and scale sympathetic to the building that is being replaced and to the remaining original dwellings. 	The ACT Heritage Council Task Force has agreed in principle to the demolition of the remnant fabric of the cottages on Blocks 16 and 12, noting that the heritage significance is severely diminished, that the remnants are structurally unsound and that partial reconstruction is likely to result in a historic pastiche which is not an appropriate solution.
3.4	Where, in the opinion of the Authority, neglect of an identified dwelling has contributed to the dwelling becoming structurally	NA

	unsound so as to necessitate total demolition, redevelopment of the site shall not exceed the gross floor area of the identified dwelling, and applications for extension of the new building will not be approved sooner than two years from the date of completion of the new building.	
3.5	Except where a dwelling presents an immediate threat to public safety, the total demolition of an identified dwelling shall not be permitted unless an application for a replacement dwelling within a garden setting is approved.	NA
3.6	Extant original garages should be conserved. Where conservation is deemed not feasible, replacement detached garages shall be sited in accordance with Specific Requirement 4.13.	There are no extant original garages.
3.7	The partial demolition of original external building fabric of identified dwellings shall only be permitted in the context of permitted alteration or additions.	See above re proposed demolition.
3.8	Extant original chimneys shall be retained.	There are no remaining original chimneys.
	Conservation Objective 4. To conserve the unity of the built form within the streetscape by ensuring that alterations to existing dwellings reflect and complement the scale, form and materials of the original dwellings in the street.	
4.1	The original dwelling shall remain the dominant form on the block as seen from the public domain.	The remnants of the original dwellings will be demolished.
	Alterations and additions shall not dominate the original houses on blocks 8, 11, 12 and 16 as seen from the public domain.	The remnants of the original dwellings will be demolished.
4.2	Alterations and additions shall not dominate the original houses on blocks 8, 11, 12 and 16 as seen from	The remnants of the original dwellings will be demolished.

	the public domain.	
4.3	All details and materials shall complement the original details and materials.	The new development will reference aspects of the original materials and detailing, including the use of reclaimed red brick wall panels, framing to living room windows, fence pillars and pathways. Other new materials such as rendered walls, window frames and basalt cappings will be in subtle neutral tones in contrast to the red brickwork.
4.4	Alterations to internal building fabric shall be permitted except where original external building fabric is adversely affected.	The remnants of the original dwellings will be demolished. The proposal is for entirely new construction.
4.5	Roof elements such as skylights, solar hot water heaters, air conditioners and telecommunications masts and dishes shall be sited to minimise visibility from the street or adjacent public domain and shall not be permitted on the street side.	No such elements will be visible from the public domain.
4.6	4.6 Fences, courtyard walls and vehicular gates shall not be permitted forward of the building line.	There will be pedestrian entry gates for each townhouse fronting Hutchins St and for the two communal entries. Otherwise the only gates are at the bottom of the driveway at Basement level.
4.7	Pedestrian gates or driveway pillars shall be permitted forward of the building line only where they are integrated with hedge planting and are less than 1200mm in height above natural ground level.	It is proposed to erect 1200mm high reclaimed red brick pillars on the front boundary line as support for mail boxes and house numbers. There will also be steel vertical slat gates to each townhouse. This allows an individual entry point for each dwelling, the opportunity to introduce a red brick element, and is commensurate with the style of other high quality developments in the vicinity.
4.8	Fences and gates between buildings and side boundaries should be: <ul style="list-style-type: none"> • set at least 0.6m behind the building line; and • less than or equal to 1.8m in height above natural ground level; and • complementary to original details and materials. 	No fences or gates are proposed in these locations.
4.10	Side and rear boundary fences and gates should: <ul style="list-style-type: none"> • not extend forward of the building line; and • be less than or equal to 1.8 metres above ground level; and • be timber paling, timber lattice, 	Side and rear boundary fences will not extend forward of the building line and will be 1.8m high lapped and capped timber paling fences.

	brush or open mesh metal railing.	
4.11	Development on each block shall retain the architectural characteristics of the original development (i.e. single detached dwelling)	<p>The proposed development is for seven townhouses as allowed by the Territory Plan for Zone RZ2 and commensurate with other recent high quality developments in the vicinity.</p> <p>We note that multi residential development was previously approved by the ACT Heritage Council on these blocks.</p>
4.12	The roof form, roof pitch, materials scale and detail of any new structures shall complement the architectural character of the original dwellings.	<p>The form, scale, materials and details of the proposed development is different from the original modest cottages but are commensurate with other recent high quality developments in the vicinity. The roofs are flat and concealed behind low parapets in order to reduce the bulk of the two storey height. Reclaimed red brick is used in wall panels, window surrounds, brick pillars and paving as a reference to the original cottage material.</p>
4.13	Detached garages may be constructed at the side and rear property boundaries where the front of the garage is within 15m of the rear boundary.	No detached garages are proposed.
4.14	The original roof shall not be replaced with an alternative form.	No original roofs remain. New roofs will be flat metal deck concealed behind low parapets in order to keep the overall two storey height to a minimum.
4.15	The enclosure of original open front porches or verandas shall not be permitted and the restoration of any enclosed porches and verandas to their original open design is encouraged.	No original porches or verandahs remain. The proposed two storey townhouses each have a semi recessed entry porch and front verandah which reference these original elements.

7.0 CONCLUSION

As agreed "in principle" by the ACT Heritage Council Task Force the heritage values of Blocks 16 and 12 have been severely diminished by the almost complete demolition of the original cottages. What remains is structurally unsound.

It is considered inappropriate to attempt some degree of partial reconstruction which in our opinion would appear as an historical pastiche.

Given this situation we believe the proposed development is as consistent with the specific requirements of the Heritage Register entry as is feasible.

The garden city character of the street, plantings, verges and driveway locations is retained.

A high quality dense landscape character is proposed.

The proposed development has a GFA less than is permissible for Zone X in the Territory Plan in order to reduce the bulk and scale.

The two storey townhouses broken into two groups with landscaped spaces on each side and between further reduces the impact of bulk and scale.

The rear townhouse is unseen from the public domain.

The two story form is stepped back to further reduce the visual impact of the development in the street.

The proposal incorporates reclaimed red face brick in wall panels, window surrounds, pillars and pathways as a reference to the materials on the original cottages.

Other materials are high quality and of subdued colouring to allow the red brick to have prominence.

Overall the development is consistent in quality and character with other recent development in the area.

David Hobbes

A handwritten signature in black ink, consisting of a large, stylized 'D' followed by a series of loops and a horizontal line extending to the right.

David Hobbes
AAIA