

# Heritage (Guidelines for Swinger Hill Cluster Housing) Consultation Notice 2011\*

Notifiable Instrument NI 2011 - 493

made under the

***Heritage Act 2004* section 26 Consultation Notice of Proposal to Make Conservation Guidelines**

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**1. Name of instrument**

This instrument is the Heritage (Guidelines for the Swinger Hill Cluster Housing) Consultation Notice 2011

**2. Effect of Proposed Guidelines**

The effect of the Proposed Guidelines for the Swinger Hill Cluster Housing is detailed in the Draft Conservation Guidelines document at [Attachment 1](#).

**3. Place to which the Guidelines apply**

The Proposed Guidelines will affect 1-30, 31, 33, 35, 37, 39, 41, 43, 45, 47, and 49 Barnet Close, Phillip

Blocks 1-14 Section 62 Phillip, Block 1 Section 128 Phillip, Block 1 Section 124 Phillip, Blocks 1-30 Section 63 Phillip, and Block 1 Section 125 Phillip, (Part) Block 1 Section 122 Philip Woden Valley.

Adjacent road verges as indicated within the registered boundary

**4. Date of Consultation Notice**

25 August 2011

**5. Public consultation period**

The Council invites public comment by Wednesday 28 September 2011 on the proposed guidelines for the Swinger Hill Cluster Housing, Phillip to:

The Secretary  
ACT Heritage Council  
GPO Box 158  
CANBERRA ACT 2601

Further information can be obtained from contacting the ACT Heritage Unit on 13 22 81.

**Jennifer O'Connell**  
Acting Secretary  
ACT Heritage Council

**25 August 2011**



ACT Heritage Council

## Heritage Guidelines

### *Heritage Act 2004*

#### **Heritage Guidelines: Swinger Hill Cluster Housing, Phillip**

1-30 Barnet Close and 31, 33, 35, 37, 39, 41, 43, 45, 47, and 49 Barnet Close, Phillip, ACT

Blocks 1-14 Section 62 Phillip, Block 1 Section 128 Phillip, Block 1 Section 124 Phillip, Blocks 1-30 Section 63 Phillip, and Block 1 Section 125 Phillip, (Part) Block 1 Section 122 Philip Woden Valley.

Adjacent road verges as indicated within the registered boundary

This document has been prepared by the ACT Heritage Council.

Copies of the Register Entry and Guidelines are available for inspection at the ACT Heritage Unit. For further information please contact:

The Secretary  
ACT Heritage Council  
GPO Box 158, Canberra, ACT 2601

Telephone: 13 22 81 Facsimile: (02) 6207 2229

## IDENTIFICATION OF THE PLACE

Swinger Hill Cluster Housing, 1-30 Barnet Close and 31, 33, 35, 37, 39, 41, 43, 45, 47, and 49 Barnet Close, Phillip

Blocks 1-14 Section 62 Phillip, Block 1 Section 128 Phillip, Block 1 Section 124 Phillip, Blocks 1-30 Section 63 Phillip, and Block 1 Section 125 Phillip, (Part) Block 1 Section 122 Phillip Woden Valley.

Adjacent road verges as indicated within the registered boundary

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## STATEMENT OF HERITAGE SIGNIFICANCE

This statement refers to the Heritage Significance of the place as required in s12(d) of the *Heritage Act 2004*.

The Swinger Hill Cluster Housing is of heritage significance as important evidence of a distinctive design of exceptional interest, for its strong and special associations with a development and cultural phase in local ACT history, for showing qualities of innovation, as a rare example of medium density stepped housing and as a notable example of medium density cluster housing in the ACT.

The planning design of Swinger Hill is of exceptional interest as one of the first medium-density residences in Australia to achieve a density of 40 persons per acre. It retains a high level of integrity which continues to demonstrate the design principles at the time of its planning and construction in the 1970s. Respecting the contours and natural elements of the site and achieving privacy and individuality in each townhouse, it offers alternative approaches to residential accommodation and challenges previous notions of suburban living.

The Swinger Hill Cluster Housing has a strong and special association with the cultural phase of 1970s planning ideals for medium-density housing and the NCDCs experimentation in providing alternative forms of suburban lifestyles at this time. The concept of Swinger Hill is widely recognised as 'the first major housing development to challenge directly the Australian suburb' (Freestone, 2010: 200), in terms of the combination of medium-density living and the arrangement of units. Its planning and development was in direct response to NCDCs recognition of a need to curtail urban sprawl and minimise an otherwise wasteful use of land resources.

A high degree of innovation is demonstrated as Swinger Hill Cluster Housing was the first medium density cluster housing in Australia to achieve a density of 40 persons per acre, providing an alternative lifestyle and additional housing choices for Canberra residents in the 1970s.

It is a rare example of medium density stepped housing located on a hillside in the ACT. The stepped nature of the housing illustrates the planning response to the site's topography and contours. This distinctive feature is uncommon within the ACT.

The Swinger Hill Cluster Housing is a notable example of medium density cluster housing, demonstrating the main characteristics of this kind. It is notable as the first medium density housing in the ACT which pioneered the way for later developments.

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## FEATURES INTRINSIC TO THE HERITAGE SIGNIFICANCE OF THE PLACE

The attributes listed below are assessed as features intrinsic to the heritage significance of the place:

- Physical and visual links between residences;
- Individual courtyard design;
- Pedestrian pathways and communal open spaces;

- Orientation of residences to the north or north-east;
- Underground cabling of services; and
- Variety in individual house types, allowing a degree of flexibility and freedom of choice.

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### **SPECIFIC REQUIREMENTS FOR THE CONSERVATION OF THE PRECINCT**

In accordance with S.25 of the *Heritage Act 2004*, a series of specific requirements have been identified to implement conservation objectives to ensure the retention of the heritage significance of the place.

#### **Intent:**

To retain and conserve the intrinsic features of the precinct:

- for their ability to demonstrate historical values including medium density and cluster planning principles and architectural and landscape design from the urban development within Canberra; and
- for the physical and visual links between residences arising from the integration of medium-density built forms on a hillside location.

The following interpretations shall apply in respect of the inclusion of 'shall' and 'should' within these Specific Requirements:

'Authority' means the planning and land authority.

'shall' the requirement is mandatory and must be complied with in any development or action post dating gazettal of this Register.

'should' the requirement represents the Heritage Council's interpretation of how a development may fulfil the relevant objective in a manner that is consistent with the conservation of the heritage values identified in the statement of significance and intrinsic features. The Council shall have discretion to accept an alternate solution subject to the applicant demonstrating to the satisfaction of the Council that:

- the alternative solution fulfils the relevant conservation objective without risk of adverse impact upon the heritage values, and
- the alternative solution provides a high quality outcome which is comparable to the outcome that would be achieved by directly complying with the relevant requirement, or
- the alternative is necessary to address public health and safety concerns.

Buildings included within these guidelines are classified as identified original dwellings and subject to the relevant specific requirements, unless specifically excluded.

## 1.0 CONSERVATION OF THE SUBDIVISION AND URBAN INFRASTRUCTURE INCLUDING BUSHLAND SETTING

### Objective 1.1 - Road and Subdivision Patterns:

To conserve the existing original road hierarchy and subdivision layout.

#### Mandatory Requirements

1.1a	Blocks shall retain the visual characteristics of the original development when viewed from the street or adjacent public domain ie. Articulated cluster development of medium density townhouses.
1.1b	Roads shall retain their current alignments and widths and shall remain bitumen or asphalt sealed. Kerbs, gutters and driveway crossings shall remain of spoon design, should retain their current alignments and should be concrete.
1.1c	Original footpaths and grassed verges shall retain their alignments and widths. Surface treatments shall remain consistent with the original throughout the precinct. Pedestrian Walkways to the Children's Park Reserve and to Butters Drive shall be retained.

#### Requirements subject to the discretion of the Authority

1.1d	New traffic calming and other road and traffic control devices should be designed to minimise disruption to the original street pattern, and the installation of raised humps or islands should be avoided.
1.1e	Parking on street verges is discouraged.

### Objective 1.2 – The bushland setting and predominantly native character of public/communal landscaping:

To reflect the perimeter bushland setting including the predominant use of native trees and plantings within the precinct, on verges and in the Children's Park Reserve

#### Mandatory Requirements

1.2a	The Children's Park Reserve, (Section 124 Block 1) shall remain an open area with seating, native trees and plantings and play furniture set on a dark coloured ground cover. Play furniture shall be retained unless new play furniture shall be permitted.
1.2b	Vehicles, equipment and materials shall not be parked or stored on verges or the Children's Park Reserve.

#### Requirements Subject to the Discretion of the Authority

1.2c	'Environmental Weeds' or trees where the species has not proven suited to the location may be replaced with an alternate species. Replacement species should, at maturity, be of similar size, shape and habit to the original.
1.2d	Original verge alignments and widths should be retained. Surface treatments are varied throughout the precinct but should remain consistent with the original range of materials, and plantings should remain predominantly native species.

### Objective 1.3 – Original Street Furniture and Utility Services:

To ensure that remaining examples of original street furniture (including seats, street signs, footpath lighting and fire hydrants) are retained and conserved in their original location.

#### Mandatory Requirements

1.3a	Original street furniture (including seats, street signs, footpath lighting and fire hydrants) shall remain in their original location.
1.3b	Where replacement street furniture is deemed necessary and has been approved by the ACT Heritage Council, the original is to be kept in its original location for as long as possible.

### Objective 1.4 – New Street Furniture and Utility Services:

To ensure that the design of new street furniture and utility services is complimentary with remaining examples of street furniture from the 1970 period and that it is of a uniform appearance.

#### Mandatory Requirements

<b>1.4a</b>	New utility services should be routed underground in a manner that does not impact on built or major landscape elements.
<b>Requirements subject to the discretion of the Authority</b>	
<b>1.4b</b>	The design, scale and location of new or replacement street signs and footpath lighting should compliment the design, scale and location of original street furniture and the streetscape character.
<b>1.4c</b>	The design and location of new lighting or any other new street furniture should compliment the streetscape character.
<b>1.4d</b>	Traffic signage should be kept to an essential minimum.
<b>1.4e</b>	New street furniture or utility services should not require the removal or detrimental pruning of trees within the Children's Park Reserve.
<b>1.4f</b>	New utility services should be routed underground in a manner that does not impact on built or major landscape elements including mature trees and shrubs.

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## 2.0 CONSERVING THE UNITY OF FORM AND ARCHITECTURAL CHARACTER OF TOWNHOUSES WITHIN THE STREETScape

### Objective 2.1 - Unity of Cluster with permissible additions to individual townhouses:

To conserve the arrangement of the townhouses and their modulated design, which gives interest to the streetscape, as an articulated unified cluster by ensuring that additions and alterations to individual townhouses do not adversely affect the articulated form of the cluster, including the physical and visual inks of the townhouses or privacy of neighbours

#### Mandatory Requirements

2.1a	There shall be no new structures or infill additions between the original street facade of individual townhouses and the street alignment.
2.1b	Additions may be made to the side or rear of townhouses including closer to the street frontage of the through roads of Barnet Close and Butters Drive. Additions shall be articulated by a minimum setback of at least 1.8 metres from the nearest front face of the original townhouse.
2.1c	Original private courtyards shall be retained as private open space.
2.1d	To retain the privacy of courtyard space there shall be no new penetrations in common boundary walls
2.1e	The level (RL) of the ridgeline or highest roof point of any additions shall not exceed the level of the ridgeline or highest roof point of the original townhouse.
2.1f	Additions shall be sited to retain the visual characteristics of the original development when viewed from the street or adjacent public domain i.e. the articulation of the cluster
2.1g	Upper level balconies shall not be enclosed above balustrade height.

#### Requirements subject to the discretion of the Authority

2.1h	Extensions to upper level balconies may be considered on merit which includes impact on the articulation of the cluster
2.1i	Balustrades to upper level balconies may be enclosed at the discretion of the Authority
2.1j	The original alignment of each dwelling should be retained (e.g.: north or north-east orientation of building form)

### Objective 2.2 – Architectural Character of Townhouses

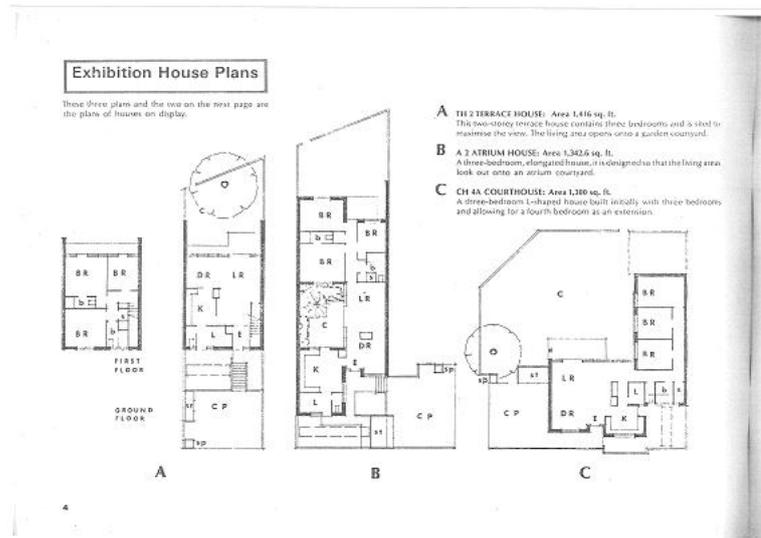
To conserve the unified architectural character of the Cluster by ensuring that additions and alterations to individual townhouses be sympathetic to the scale, form, and materials of the original townhouses.

#### Mandatory Requirements

2.2a	The original roof shall not be replaced with an alternate form. Original roofing materials shall be retained or matched in repairs and maintenance. Applied finishes (eg. paint) to the roofs of townhouses shall match the original roof colour of the original roof.
2.2b	Face brickwork walls shall not be rendered or painted.
2.2c	The roof form, roof pitch, eaves overhang, roof and wall materials and height-to width ratio of windows in any additions visible from the street or adjacent to the public domain shall compliment the architectural character of the original townhouse.
2.2d	The form of any roof projection or opening, where permitted, shall compliment the original roof form and architectural character.
2.2e	The colour palette used for the original townhouses shall reflect 1970s design and colour preferences and only subtle differences in colour applications will be permitted. Colours shall be in mid tones of an earthy range of brown, maroon, grey and an organic grey-green.e.g. AS2700 Colours such as: Browns X54, X55, X61,Y66; Reds R63,R65; Greens NB32,G53 G65; Greys N43, N44;N55, X62, G64.
2.2f	The original point of entry to individual townhouses shall be conserved as an element which is not a prominent feature within the streetscape (e.g.: whether the entry faces

the street or is a side entry or recessed entry.)

**Fig.** The character of the point of entry is illustrated by the exhibition house plans where E is the entry.



**Requirements subject to the discretion of the Council**

- 2.2g** Townhouses may include attics achieved by extending the roof slope provided that the original ridge height for the townhouse is not exceeded and the integrity of living spaces with high ceilings is not compromised.
- 2.2h** Metal framed sliding doors may be permitted to replace timber framed doors opening to decks where they do not form part of a prominent streetscape, and provided that they are powder coated to match the preferred colour palette.
- 2.2i** The preferred materials palette for any additions and alterations consists of roof tiles to match original, face brick to match original and pigmented stained timber boarding to match as closely as possible the original.

**Objective 2.3 - New Architecture:**

To enable the distinction between permissible additions and the original townhouse where this will not impair the integrity of the Cluster.

**Requirements subject to the discretion of the Authority**

- 2.3a** Additions that vary in architectural style to that of the original townhouse may be permitted on individual merit only where:
  - the design, scale and materials of the additions are subordinate to the form of the original dwelling, and
  - the design is sympathetic to the original and compliments the architectural character of the precinct.

### 3.0 CONSERVING THE STREETSCAPE VALUES OF THE CLUSTER FORM, HISTORIC EMPHASIS ON CAR ACCESS AND LANDSCAPE ACCENTS AND

#### Objective 3.1 - Garages and Carports for all Townhouses

To retain the existing pattern of open carports sited to the front of the block, where they are visually prominent in a historic streetscape character which favours car access over pedestrian access.

#### Mandatory Requirements

3.1a	Basement parking shall not be permitted as part of the approval for the replacement of a townhouse.
3.1b	Enclosure of carports shall not be permitted and garage doors shall not be fitted to open carports.
3.1c	Development shall not infill the original provision of vehicle accommodation.

#### Objective 3.2 - Verges, Crossings and Driveways:

To retain the streetscape character of the cluster with car access prominent in the streetscape, and minimal provision for pedestrian access within the close.

#### Mandatory Requirements

3.2a	Where landscaped accents exist in the form of grassed or planted verges they shall be retained in their original widths and remain either grassed or planted.
3.2b	Crossings shall retain and utilise the same spoon design as kerbs.
3.2c	Driveways shall be retained in their original locations and shall be exposed aggregate concrete.

#### Objective 3.3 – Cluster Linkages, Courtyard Walls and Fences including designed letter-box elements

To retain the physical links by means of brick walls between neighbouring individual townhouses, retain designed letter-box elements and define unified fence patterns including heights, locations and materials.

#### Mandatory Requirements

3.3a	Retain face brickwork walls with soldier capping courses as physical links between Townhouses
3.3b	Retain original timber slatted screens as screening elements between carports and private courtyards
3.3c	Retain original designed letter-box elements
3.3d	Garden walls and timber slatted screens shall be no more than 1.8 metres high.

#### Requirements subject to the discretion of the Authority

3.3e	Face brickwork quoins to courtyard walls which are not at right angles should be retained in their original detail where existing.
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<b>Objective 3.4 – Landscaped accents, Trees on leased land</b>	
To perpetuate the long term retention of trees and planting as accents to provide relief from the medium density built environment.	
<b>Mandatory Requirements</b>	
<b>3.4a</b>	Trees or shrubs over 6 metres tall shall not be removed from private land without the consent of the Authority.
<b>Requirements subject to the discretion of the Council</b>	
<b>3.4b</b>	Landscaped accents, including shrubs and ground covers, on private land and visible from the public domain should be maintained
<b>3.4c</b>	Where the removal of a tree is approved, a replacement tree, of species common and/or sympathetic to the precinct, should be planted at an approved location within the block, unless existing planting is considered to be adequate in terms of its quantity and location.

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## 4.0 SOLAR PANELS, WATER TANKS AND NEW TECHNOLOGY

### Objective 4.1 Historical Integrity of the Precinct

To ensure that new technology does not impact on the historical integrity of the townhouse cluster

### Requirements subject to the discretion of the Authority

<b>4.1a</b>	Solar panels, water tanks and elements of new technology should not be either prominently located or visible in the streetscape. With solar panels there may be no functional alternative where the street face has northern orientation. In such cases panels should be laid out to minimise the impact. <i>Further information is available in the ACT Heritage Council's 'Policy 1: External Solar, Water, Air Conditioning and Other Services on Heritage Buildings'.</i>
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## 5.0 DEMOLITION

### Objective 5.1 – Preserving the Historical Integrity of the Precinct:

To retain original townhouses.

#### Mandatory Requirements

<b>5.1a</b>	The total or substantial demolition of original townhouses shall not be permitted except in exceptional circumstances, including: <ul style="list-style-type: none"><li>• 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</li><li>• 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.</li></ul>
<b>5.1b</b>	Except where a townhouse presents an immediate threat to public safety, its total demolition shall not be permitted unless an application for a replacement townhouse which compliments the cluster is approved.
<b>5.1c</b>	Where in the opinion of the Authority, neglect of a townhouse has contributed to the townhouse becoming structurally unsound so as to necessitate total demolition, the reconstruction or redevelopment of the site shall not exceed the gross floor area of the original townhouse. Additions to a replacement townhouse constructed in accordance with this objective shall not be permitted within 3 years of completion of the replacement townhouse.
<b>5.1d</b>	The partial demolition of original external building fabric of an original townhouse shall only be permitted in the context of permitted alteration or additions.

#### Requirements subject to the discretion of the Council

<b>5.1e</b>	Alteration to, or demolition of, internal building fabric of an original townhouse may be permitted provided the external building fabric of the townhouse is not adversely affected.
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**FIGURE 1: SITE MAP AND PLAN**



Site boundaries as indicated by solid red line.



Red hatching clearly shows registered area