

**YARRALUMLA BRICKWORKS
SOUTH CANBERRA**

POLICY PLAN

OCTOBER 1988

PREAMBLE

The National Capital Development Commission (NCDC) has a statutory responsibility to determine land use and the location of activities on specific sites within the City of Canberra. This responsibility derives from the National Capital Development Commission Act 1957, under which the NCDC carries out the planning, development and construction of Canberra as the National Capital.

The Commonwealth Government has decided to introduce self-government to the ACT. As a consequence the NCDC will be abolished and replaced by a National Capital Planning Authority. This Authority will have responsibility for ensuring that planning and development of the National Capital takes place in accordance with a National Capital Plan. Within this framework the ACT Administration will be responsible for local planning and development.

The new arrangements will be effected by the passage of legislation in Parliament. This is expected towards the end of 1988. In the interim the NCDC will involve the ACT Administration in making decisions about local planning and development so that policies established during this period will have continuing validity following the repeal of the National Capital Development Commission Act 1957.

In finalising this Plan, the NCDC and ACT Administration have considered the submissions received following the publication in August 1988 of a Draft Policy and Implementation Plan for public comment. The policies and development intentions set out in this document have been adopted for the future development of the Yarralumla Brickworks.

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1. INTRODUCTION

1.1 BACKGROUND

The Yarralumla Brickworks commenced operation in 1913 and continued production until 1976, at which time new brickworks were established at Mitchell and the Yarralumla site was closed. The Brickworks are listed in the Register of the National Estate and classified by the National Trust.

In 1977 a private developer proposed to redevelop the Brickworks site and adjacent land as a major tourist complex with associated housing. The Brickworks was re-opened as a tourist attraction in 1979, but was subsequently unsuccessful and redevelopment works were not completed. In 1984 the Commonwealth acquired the site.

The initial development proposal included a tourist facility as well as three areas to be developed for medium density housing on adjacent land which is generally outside the Heritage Area. Only two of these areas were developed and comprise 60 units. The first stage housing was developed to the east of the Brickworks and the second stage to the north.

At present basic site maintenance is being completed by the ACT Administration and the site is largely vacant. Since 1984 several artists/craftspeople have held short term leases; antique sales have been held weekly and special events and activities arranged periodically, such as the 'Antique and Old Wares Fare' at Easter.

Throughout the history of the Brickworks, adjacent residents have expressed concern about adverse consequences such as noise and truck traffic, associated with the Brickworks. Any future development would need to ensure that the amenity of adjacent residential areas was protected.

In 1986 a Conservation Plan was completed which indicated that the Brickworks was suitable for a range of uses and that buildings of significance should be retained.

At present there is considerable uncertainty about the future of the Brickworks. This is another source of considerable concern to residents of adjacent areas, existing tenants of the Brickworks and those concerned to preserve the site as a part of Canberra's heritage. There are also several planning issues that require resolution.

The Yarralumla Brickworks currently forms part of the Yarralumla Policy Plan (1979). There is a need to develop more specific policies for the Brickworks than are contained in the Yarralumla Policy Plan, in order to resolve satisfactorily the future of the site. These pressures necessitate the formulation of a Policy Plan for the area.

In view of the continuing cost to both the Commonwealth and the community associated with the lack of utilization of the Brickworks and surrounding areas, it is necessary to formulate a framework in which future development and the conservation of both the most significant buildings and features can take place.

1.2 PURPOSE

The purpose of the Policy Plan is to identify the manner in which the Yarralumla Brickworks site can be developed and to provide existing and future lessees with clear guidance on the uses and development standards proposed for adoption on the site.

The Policy Plan identifies a range of land uses for which the site is suitable and provides Implementation Principles. Together they provide a framework for the future use of the site.

1.3 REPORT STRUCTURE

The remainder of the Report is divided into five main sections:

- existing situation
- characteristics
- opportunities and constraints
- policy plan
- implementation principles.

2. EXISTING SITUATION

This Section describes the existing situation (significance of existing structures, existing policies, land use and services) on the Yarralumla Brickworks.

2.1 SIGNIFICANCE OF EXISTING STRUCTURES

2.1.1 History of the Brickworks

The Brickworks was established in 1913 and was the first manufacturing complex in the ACT. A Brickworks Camp was established by December 1914 to provide temporary accommodation for workmen and in early 1916 the Staffordshire kiln, together with crushing and processing equipment and brick presses were ready for production.

To cope with increased demand for bricks in the 1920's two 'temporary' downdraft kilns were constructed in 1925. They were located on the site of the three 1960's downdraft kilns remaining today. A Hardy Patent kiln (a modified Hoffman kiln type) located to the north of and parallel to the Staffordshire kiln, was built and in use by 1927. This still remains in modified form. Production was severely curtailed in 1929 as a result of the depression. Production subsequently ceased and the works closed in 1931.

Restricted production began again in 1935. During this period problems with shale quality meant that most material for brick production had to be brought in from elsewhere. The Second World War diverted peace time activity to works associated with the War and the Brickworks were again closed.

In 1944 the Brickworks re-opened and significantly expanded in the 1950's. An additional Hardy Patent type kiln was constructed. Existing kilns were increased in size and new buildings replaced older facilities.

The Brickworks continued to be modified in the 1960's and early 1970's. During the 1960's, oil replaced coal as the fuel for firing the kilns and modifications were made to kiln entrances for the use of forklift trucks to set and remove bricks. In 1971, a large building was constructed to house drying kilns and machinery for making extruded bricks was installed.

By 1973 the Brickworks were considered to be in need of extensive modernization and proposals were prepared for upgrading the facility. These proposals were rejected by the NCDC for the following reasons:

- the land was needed for residential purposes;
- neighbourhood roads were being used excessively by heavy traffic;
- the levels of air pollution were incompatible with the amenity of residential use nearby.

As a result of these largely environmental considerations a new site for a brickworks was selected and released at Mitchell. In 1976 the Yarralumla Brickworks ceased operation, all usable material was moved to the new site and the remainder offered for sale.

2.1.2 The Brickworks as an Industrial and Archeological Site

The Yarralumla Brickworks is of considerable heritage significance primarily because it provides a record of brick and clay product manufacturing processes between 1913 and 1976. A variety of kiln types have survived on the site, the 1915 'Staffordshire' kiln, two Hoffman/Hardy patent type continuous kilns (1927 and 1953) and three 'dome' down draft kilns.

The associated disused quarries or brickpits are immediately to the east of the building complex and form an integral part of the Yarralumla Brickworks site. The brickpits are considered to be a valuable scientific and educational resource and four specific geological features have been identified within the quarry area.

2.2 EXISTING POLICY

2.2.1 Heritage Status and Environment Protection

The 'Yarralumla Brickworks' are listed on the Register of the National Estate. The listing is:

"including former kilns, chimneys, fan houses and brick pits. Off Denman Street Yarralumla. Area comprises the whole of block 1, portion 102 except that part to the west of the western alignment of the fan house chimneys and the part to the south-west of the current south-western fence line."

The Yarralumla Brickworks are classified by the National Trust of Australia (ACT). The listing is:

"No. 1 kiln is a 20 chamber Staffordshire type built in 1915. This modification of the Hoffman design allowed bricks, tiles and pipes to be fired at the same time. Its fan-induced draft is unusual. No. 2 kiln is a fan-induced draft Hoffman/Hardy continuous type built in 1927. No. 3 kiln is of the same type, built in 1953 with the more usual natural draft, via a 53m high brick chimney. No. 4 kiln was built in 1963 to the then antiquated downdraft design and oil fired. Its 350,000 brick capacity is reputed to be the largest in the Southern Hemisphere. The brickpits exist with outcrops of geological significance.

Reason for listing - the ACT's first manufacturing building. The Staffordshire kiln is the only surviving example in Australia. The range of kiln types is significant and their history reflects the phases of growth of the National Capital."

Section 30 of the Australian Heritage Commission Act (1975) places a number of restrictions on Commonwealth Ministers and Agencies. They must not take action which adversely affects a listed place, unless there is no feasible or prudent alternative and unless all action is taken to minimise damage. The Brickworks' listing on the Register of the National Estate signifies that the site has been declared to be of National Estate value and worthy of protection, as a result of public identification and a process of technical assessment and public endorsement. Section 30 also requires Commonwealth Ministers and agencies to consult with the Australian Heritage Commission on proposed actions that affect National Estate places.

Given the heritage significance of the Brickworks buildings, the environmental impact of any development proposal will need to be assessed under the Environmental Protection (Impact of Proposals) Act 1974. The objective of the Act is to "ensure, to the greatest extent practicable, that matter affecting the environment to a significant extent are fully examined and taken into account...."

Where the planning authority is required to make decisions on a proposal where the proponent is a private developer and the proposal is subject to the Act, a decision on the proposal will not be made until the provisions of the Act have been met. The responsibility for meeting the provisions of the Act in this case will rest with the proponent, although the planning authority, at its discretion, may advise or assist the proponent accordingly.

In 1986 the Old Canberra Brickworks Conservation Plan (prepared by Lester, Firth and Associates for the former Department of Territories) was completed. The Plan includes a Conservation Policy which:

- "seeks active and complementary uses for the site to ensure its conservation and interpretation in a way that is appropriate to the cultural significance of the site and its elements:"
- the fabric and built elements of the site should generally be retained to provide a forceful expression of the Brickworks as a workplace;
- the quarry area should be retained as part of the site and geological features retained and presented;
- the site is eminently suitable for multi-purpose use given a diverse range of building structures and external spaces scattered across a large site;
- the significance of the Brickworks as a workplace should be clearly expressed and for this reason a representative range of building and kiln types and manufacturing processes should be demonstrated.

The ACT Administration who have responsibility for the management of the site and buildings have since stated that:

"The Lester Firth and Associates Conservation Plan for the Old Canberra Brickworks (1986) assessed the heritage value of buildings and sites as Grades 1, 2 or 3. The highest value is Grade 3.

All Grade 3 buildings and sites identified in the Conservation Plan must be conserved in accordance with building conservation principles. As many of the Grade 2 buildings as possible should also be retained.

A greater degree of adaptation of Grade 2 buildings is permitted. All buildings may be available for commercial use."

This grading system has been adopted as the basis for determining conservation requirements. On advise from the Australian Heritage Commission the Grade 2 buildings were further categorised in Grade 2A and Grade 2B.

2.2.2 Yarralumla Policy Plan

The land use policy for the site is:

"the Old Brickworks site and environs is to be redeveloped for medium density housing and/or tourist/recreation use."

In more general terms, the Policy Plan provides for additional demands for recreation, housing, National Capital and tourist uses in a manner compatible with the existing use and amenity of the Yarralumla area; provides for increased public access to tourist and recreation facilities in a manner which discourages the use of local residential roads for through traffic; and maintains and enhances the character of Yarralumla.

2.3 EXISTING LAND USES

The Existing Land Use Plan (refer to Figure 1 : Existing Land Use Plan) depicts Land Use contained in:

- the purpose clause of leases;
- the City Plan of Canberra in relation to roads and trunk cycle routes; and
- formal commitments by the Commonwealth with respect to its responsibilities for public lands, services and structures.

2.4 TRANSPORT

Access to the Brickworks is via a road which runs from the end of Denman Street. Existing traffic volumes on Denman Street are about 500 vehicles per day.

In the vicinity of the Brickworks, two ACTION bus services operate along Novar and Dudley Streets.

2.5 HYDRAULIC SERVICES

The existing sewer and stormwater services in the area are considered adequate to meet further development requirements.

Existing water supply is adequate, however, augmentation would be required for any redevelopment of the site.

3. CHARACTERISTICS

3.1 THE SITE

The Yarralumla Brickworks Policy Plan area (refer to Figure 2 : Policy Plan Area) consists of the site of brickworks manufacture and associated quarrying as well as an area south of the Brickworks towards Dudley Street.

The Policy Plan area contains approximately 16 hectares of which the Brickworks represents 9.6 hectares.

3.2 SURROUNDING LAND USE

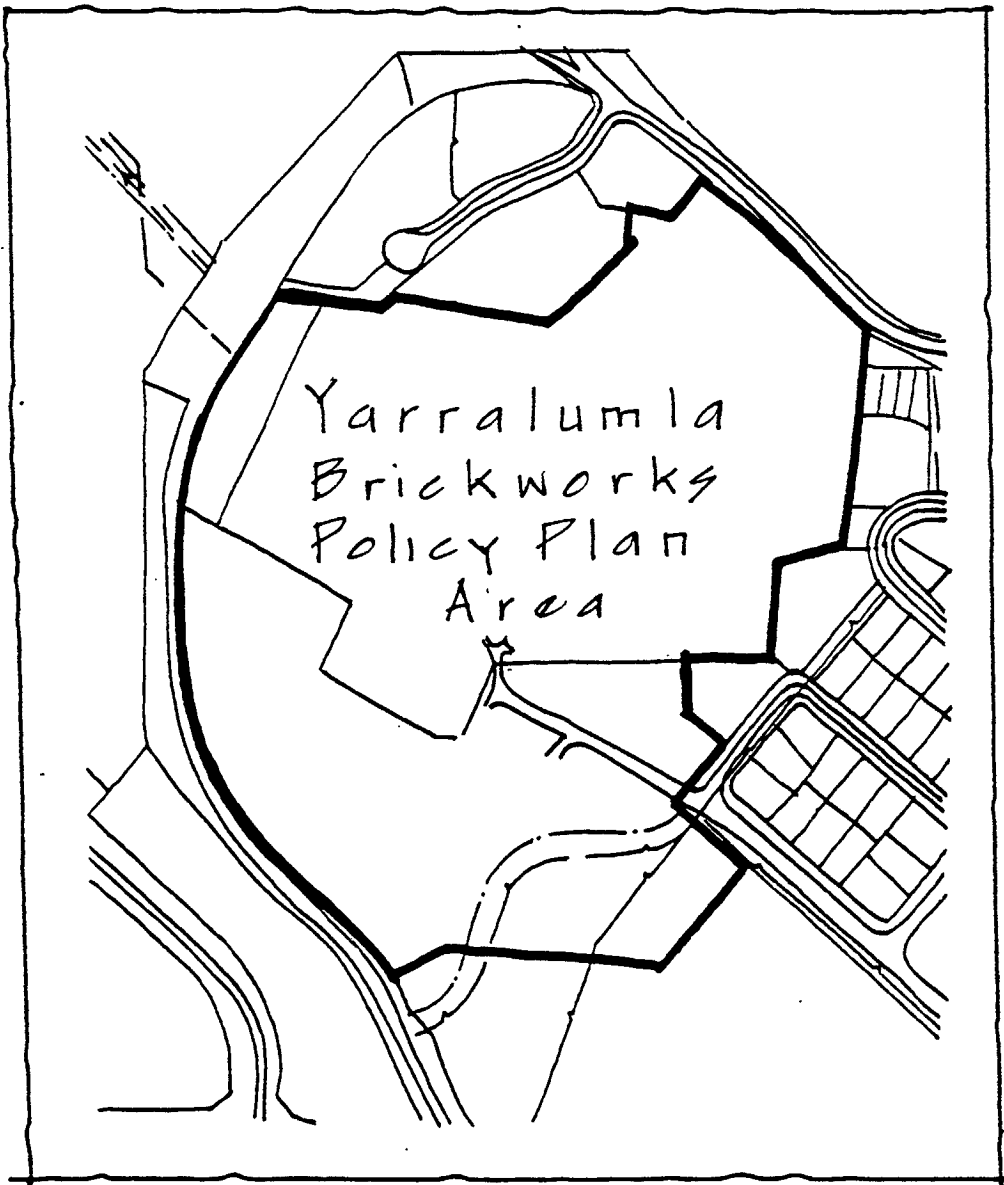
The Brickworks is located between the Royal Canberra Golf Club (and Westbourne Wood) and the established residential areas of Yarralumla. The site is generally not visible from adjacent road systems and surrounding areas although the tall 1950's chimney stack is a landmark.

The Brickworks is visible however from the northern medium density development and parts of the quarry are visible from the housing to the east of the site.

The western boundary is defined by the proposed 'tourist road' (gazetted in 1979) and the mature vegetation of the golf course. Housing development is immediately to the north and directly abuts the boundary, visible from within the site. The existing access road to the Golf Club separates the Brickworks from the CSIRO Division of Forest Research. Housing development forms the eastern edge.

3.3 SIGNIFICANT ELEMENTS OF THE SITE

The Yarralumla Brickworks is a site of considerable historical, scientific, technological and visual significance because it provides an unusually wide variety of firing processes, laid out in a way which is easy for a visitor to grasp. The most significant structures on the site are particularly worthy of retention and maintenance. These include all the Grade 3 items as follows:



— Site Boundary

Fig 2.
Policy Plan
Area

- the Staffordshire kiln (c 1915)
- the fan house for the Staffordshire kiln (c 1915)
- the chimney stack for the Staffordshire kiln (c 1915)
- the chimney stack for the Hardy Patent kiln (c 1953)
- offices (c 1916)
- power house (c 1915)
- the quarry/brickpit
- the four geological features.

Numerous other structures on the site are also of heritage significance but considerations of practicability will play a role in determining whether they are retained or demolished. Other structures on the site are of limited or no heritage significance and recent modifications detract from the site overall.

Substantial open space areas exist to the east and to the west of the building complex. The eastern area is the former quarry site and contains the geological features, excavated lake, lookout and the miniature railway track. Of the total Brickworks site area of 9.6 hectares, unused land accounts for 6.7 hectares.

4. OPPORTUNITIES AND CONSTRAINTS

There are several issues which will affect the future use of the Policy Plan Area. In particular, the impact of alternative uses on adjacent residential areas, the heritage value of the site and the costs associated with development and restoration, have all been taken into account in the preparation of this Policy Plan.

4.1 PHYSICAL CONSTRAINTS

4.1.1 Existing Structures

Overall the site is relatively clear of debris and the buildings and elements relatively intact and sound. There are a number of buildings in a semi-derelict/overgrown condition and show some evidence of brick making plant removal and vandalism.

The Brickworks are in good structural condition with some local areas requiring repairs/rebuilding. The existing structures generally show a high standard of maintenance and little decay. The main elements of the major buildings and kilns are structurally adequate to resist the loads that are likely to occur if they are renovated and occupied. Many of the existing structures are suitable for a variety of activities after renovation to meet health and safety standards. The heritage value of the various structures will influence the extent and nature of any adaptation or demolition.

The area along the western boundary is relatively overgrown and miscellaneous items of equipment and material are spread over the ground. Considerable work will be required on the exterior of the buildings as part of any redevelopment project.

4.1.2 Sub-surface Conditions

The sub-surface conditions of the site represent a significant constraint on its future use possibilities.

A geotechnical investigation was completed for the NCDC over about three-quarters of the Brickworks site (Section 102, Block 1 Yarralumla). The characteristics of the sub-surface material were found to include:

- * the presence of fill materials, ranging in depths from 0.25 metres to in excess of 3.2 metres, which are extensively contaminated with brick bats, charcoal, ash, cobbles, boulders and construction debris;
- * within the extent of the test pits, fill materials underlain with slopewash soils and in some cases weathered rock.

The fill materials are probably unsuitable for the construction of buildings or the installation of underground services without extensive remedial site works.

The sub-surface conditions of the southern area were not investigated as part of the above geotechnical investigation.

Use of the quarry area is constrained by the four geological features, the quarry faces and areas of reject brick fill and the extensive complex landforms. The majority of the western area was used as a brick pits waste dump. The fill in this area is non-compressible and porous.

4.2 ALTERNATIVE USES

The location, size and former use of the Brickworks site suggest that there are a range of suitable uses.

4.2.1 Residential and Commercial Accommodation Use

The Brickworks site has considerable potential for residential use, subject to suitable sub-surface conditions. The site has adjacent residential development to the east and north and is located in an area of transition from residential to institutional and recreational uses. The western and southern areas of the site would have a maximum capacity of about 250 dwellings at medium density (assuming 30 households per hectare).

The site has potential also for commercial accommodation establishments which may well utilize the historic buildings and the landscape character and open space attributes of the site.

4.2.2 Office Development

Although there is a considerable demand in Canberra for small scale professional offices, the Brickworks site is not seen to be an appropriate location for major office development. Other opportunities exist for small scale office development, including those being proposed in the Canberra Avenue Draft Policy Plan. Nevertheless, a limited amount of professional office uses on the upper levels of the kiln buildings could be acceptable.

4.2.3 Tourist Uses

Canberra is a major tourist destination as the National Capital and it has been suggested frequently that the Brickworks should be developed as a major tourist facility. Commercial accommodation establishments, heritage-related uses and low intensity activities which maximize the environmental character of the area could also be suitable.

4.2.4 Retailing

The former lease for the site permitted a maximum of 384m² of retail floorspace within the Brickworks to meet the needs of visitors and residents. The development of significant retail facilities on the site would be against existing policies and therefore any retail facilities should be provided only to meet the needs referred to above.

4.2.5 Community and Related Uses

There has been some interest from community and other users, such as craftspeople, to use the Brickworks as low cost accommodation for manufacturing and sales purposes. Extensive use of the site for this purpose however, would require considerable Commonwealth funds for recurrent expenditure and maintenance as such uses will not be self-sufficient, particularly in respect of the maintenance and conservation of the historic buildings. The ACT Administration, in a recent letter to the NCDC stated that it does not intend to make subsidized accommodation available on the Brickworks site for community art groups.

4.3 SOCIAL AND ENVIRONMENTAL ISSUES

Local residents have expressed concerns about the adverse impacts on the surrounding residential streets of increased traffic generated by development of the Brickworks. It is recognized that they are likely to oppose any development which does not protect the residential amenity.

The existing streets were designed to carry low volumes of traffic and they do not have the capacity to accommodate the traffic volumes which could be generated by extensive development of the Brickworks. The traffic analysis, which is discussed below, has indicated that most development alternatives, including residential development, would generate traffic volumes in excess of the capacity of local roads.

The type of developments permissible on the Brickworks will also affect residential amenity. Although most of the site is not visible from most existing residential areas, it is adjacent to these areas. Activities which are noise generating could adversely impact on adjacent areas. On certain parts of the site, height and setback requirements would also be necessary to minimize overlooking and visual intrusion. Figure 3 (Residential Amenity) depicts a number of these interrelationships between the Brickworks and existing residential uses adjacent to the site.

Residents have also expressed some concern about noise particularly late at night, related to tourist and entertainment activities. It is not appropriate that such activities be controlled through land use policies, but instead through the measures available in the Noise Ordinance.

4.4 ACCESS, PARKING AND TRAFFIC

It is important that traffic generated by any use or development of the Brickworks will not result in significant impacts on the surrounding residential areas. Furthermore the success of a development proposal will be enhanced by the provision of a cost effective access route to the site.

A major issue associated with the future use of the Brickworks is the nature and intensity of development, traffic generation and related access requirements. For local residential streets such as Denman Street, it is considered that significant impact would result where more than about 1500 vehicles per day are generated in addition to existing traffic volumes.

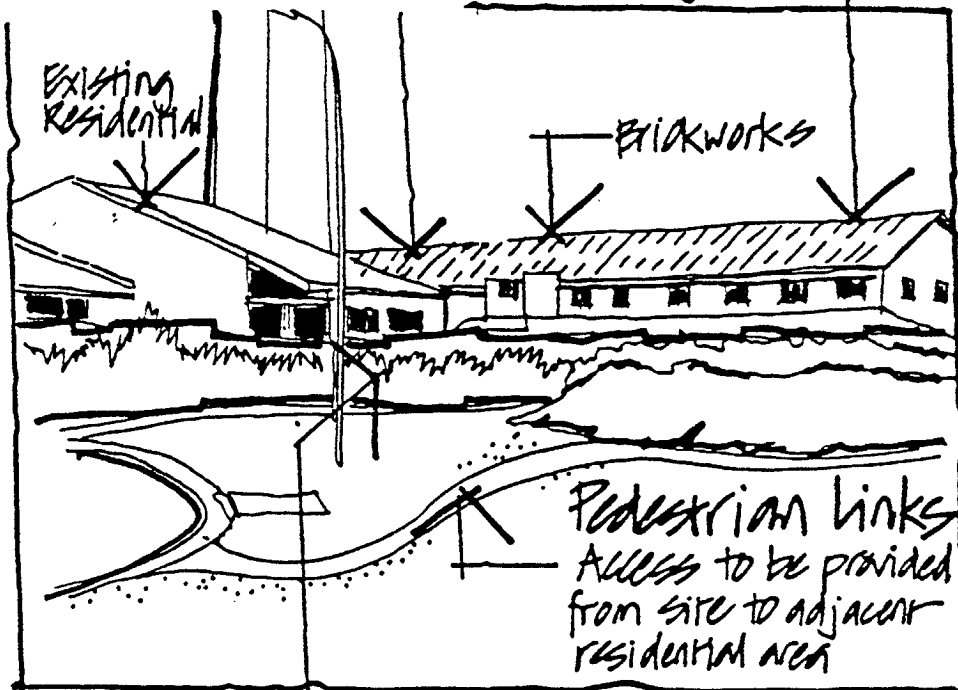
Any likely and viable development proposal and in particular any tourist facility, commercial accommodation establishment or residential development (of more than 100 dwellings) as envisaged in this Report, would generate traffic volumes in excess of this level. The use of Denman and/or Benthan Streets would have adverse impacts for residents of those streets. An alternative and new access route will be required. In principle, the lessee would be required to fund and construct the access road and hand it back to the Commonwealth. This would be in addition to the retention of the gazetted 'western tourist road', the existence of which would remain and be unaffected by this Policy Plan.

In order to minimize traffic impacts on local streets it would be necessary also to close the existing road linking the Brickworks to Denman Street. The access proposals will 'isolate' the Brickworks from the existing residential areas and although this will minimize any adverse consequences, there is a need to provide links (at least for pedestrians and cyclists)

Height Restrictions
and setbacks will
prevent overlooking and
overshadowing of
existing residences

Site Access

Where active site uses
and developments are
proposed, a new access road
will be required to protect the
amenity of adjacent residential areas



Site Boundaries
Special landscape and
built form treatment at
existing boundary to
residential site.

Fig 3.
Residential
Amenity

between any new development and existing services in Yarralumla.

The likely traffic volume, including that generated from the site development, may require improvements at the intersection of Novar Street/Dudley Street/Adelaide Avenue on-ramp. In principle, if a development proposal requires the upgrading of this intersection, costs will be borne by the lessee.

In order to minimize traffic impacts, parking generated by the development of the Brickworks must be accommodated on site.

Current public transport (bus) services along Novar and Dudley Streets provide an adequate level of service to land uses and users in the area, if not directly to the Brickworks site. Although the operation of bus services is the responsibility of ACTION, the NCDC policies should encourage the retention and provision of public transport services consistent with the development of the Brickworks site for a range of uses which will have a need for such services.

4.5 HERITAGE

Any development of the Brickworks site should be sensitive to its Heritage Area status and should retain buildings which are regarded as significant and worth retaining (refer to Figure 4 : Buildings and Sites of Significance), in accordance with advice provided by the ACT Administration and the Australian Heritage Commission.

Figure 4 indicates the Grade 3 and Grade 2 structures on the site. It is essential that Grade 3 and Grade 2A structures are retained and restored in any development proposal for the Brickworks. These include:

- * K1 Staffordshire Kiln (c 1915) (3)
- * F1 Fan House for Staffordshire Kiln (c 1915) (3)
- * S1 Chimney Stack for Staffordshire Kiln (c 1915) (3)
- * S3 Chimney Stack for Hardy Patent Kiln (c 1953) (3)
- * O Offices (c 1916) (3)
- * PH Power House (c 1915) (3)
- * Q Quarry Brickpit (3)
- * A Geological Monument (3)
- * B Geological Monument (3)
- * C Geological Monument (3)
- * D Geological Monument (3)

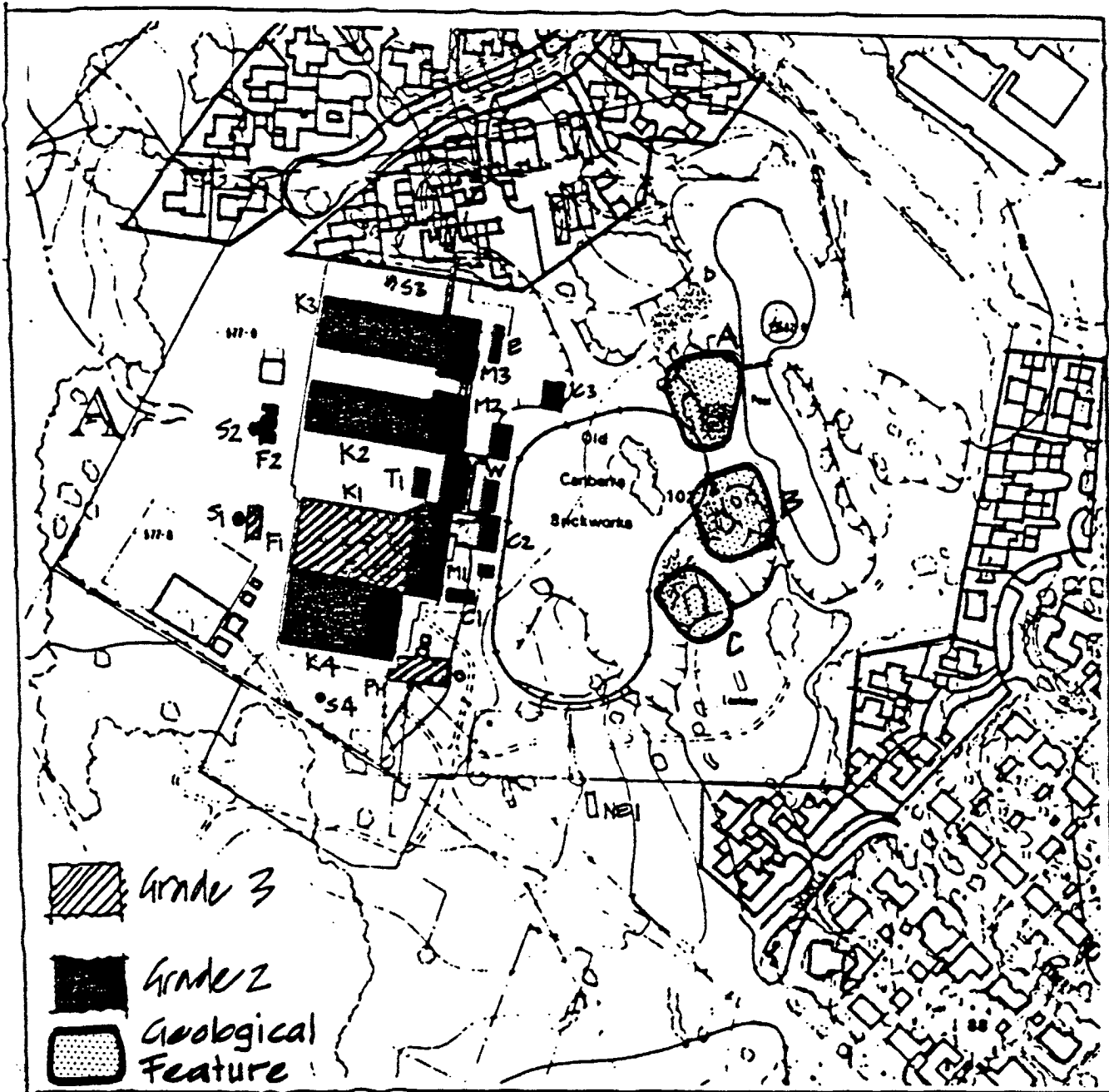


Fig 4.
Buildings and Sites
of Significance

- K2 Hardy Patent Kiln (c 1927) (2A)
- K3 Hardy Patent Kiln (c 1953) (2A)
- K4 Downdraft Kilns (c 1963) (2A)
- F2 Fan House for Hardy Patent Kiln (c 1927) (2A)
- S2 Chimney Stack for Hardy Patent Kiln (c 1927) (2A)
- S4 Chimney Stack for Downdraft Kiln (c 1963) (2A)

Grade 2 buildings are significant and should be retained wherever possible. Those marked 2A are particularly worthy of retention and maintenance.

The remaining Grade 2 buildings (identified as 2B) should also be retained where possible although it is recognized that a particular development may require the demolition of some of these buildings. The list of Grade 2B structures is:

- M1 Machine Bay for Staffordshire and Downdraft Kilns (also Brick Press Building - (c 1955) (2B)
- M2 Machine Bay for Hardy Patent Kiln (c 1955) (2B)
- M3 Machine Bay for Hardy Patent Kiln (c 1955) (2B)
- W Workshop (C 1955) (2B)
- C1 Small Crusher House (Hazemeg) (2B)
- C2 Large Crusher House (or Pan Building - c 1955) (2B)
- C3 Primary Crusher House (c 1955) (2B)
- E Elevator Conveyor (c 1955) (2B)
- T1 Toilet Block (lockers, lunch & first aid - c 1947/50) (2B)
- NE1 Site of 1913 Temporary Open Kilns and Workshop (2B)

Grade 1 structures (that is, the remaining structures on the site) have some significance but their retention is not a constraint to any development proposal for the site. Figure 5 (Site Restoration) and Figure 6 (Design Elements) show a possible approach to site restoration and adaptation.

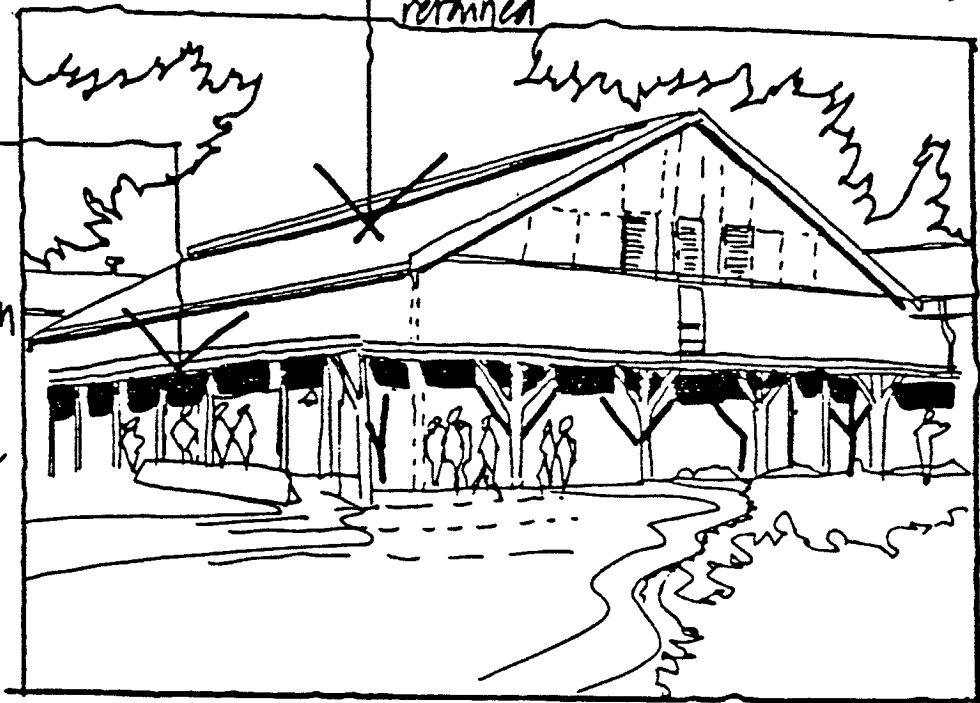
4.6 ECONOMICS OF REDEVELOPMENT

Development constraints on the site and surrounds will be influenced by heritage considerations as well as urban design issues and the suitability of the land. The attractiveness of the site for redevelopment will depend on the extent to which the intensity of development will be able to cross-subsidize the costs associated with building conservation, adaptation and public access.

Historical

Focus: Preservation

Buildings which have been identified as Grade 3 and Grade 2A are to be retained. These buildings and sites are important historical and educational features and should be retained.



Tourist use
Incorporate public information facilities to explain operation and significance of brickworks

Historical

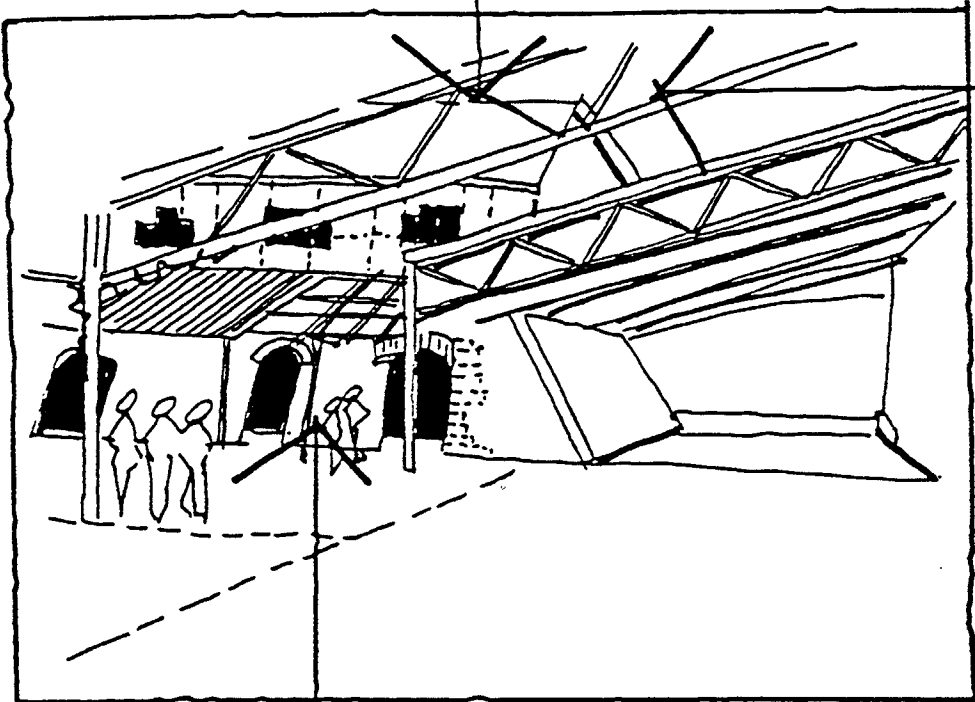
Focus: Conservation

Buildings of Grade 2B status should be retained wherever possible (and particularly the kilns) but may have adaptation provided character not compromised.

Fig 5. Site Conservation

Design Elements

Use of industrial forms and materials in new developments to reinforce character setting of brick works



Internal Design

Possible use of multiple levels within existing buildings and orientation to internal large open voids.

Utility Services

Opportunity to use industrial-style utility services which are compatible with the Brickworks and the Historic character.

Fig 6. Building Adaptation

Because of the varying site constraints, some parts of the site are easier to develop and are therefore likely to be more attractive for development. It is essential, however, that many of the Brickworks buildings be restored and maintained. This is much more likely to occur if the site is developed as one parcel. Consequently the site is to be developed as one parcel within the context of a comprehensive plan. The development within the plan may be staged.

The ACT Administration considers that public costs to maintain the Brickworks should be minimized and that the lessee should be responsible for the development and maintenance of open spaces, access roads and upgrading of buildings. Furthermore, ACT Administration has stated that it "does not intend to make subsidized accommodation available for community arts groups in the complex".

Because of the significance of the buildings and geological features, public access to these areas must be maintained. In the case of buildings however, public access could be restricted to the external areas only, depending on their future use.

As indicated above, the lessee would be required to undertake works on site. The cost of these works would need to be less than the assessed value of the land.

In summary, it is recognized that the costs of works associated with upgrading and conservation as well as normal development, may necessitate an extensive development which is likely to be completed in several stages. Such staging would be acceptable but only in accordance with completion requirements which guaranteed a balance of new development with historic preservation works.

5.0 POLICY PLAN

5.1 PREAMBLE

The Yarralumla Brickworks is a site of heritage significance and the earlier Conservation Plan proposed that as many buildings as possible should be retained and restored. The Brickworks are suitable for a range of uses. For example, the site is well located to help meet pressures for additional housing and other activities that have resulted from the growth of Canberra generally.

The restoration of the Brickworks will require a considerable capital outlay as well as recurrent expenditure for maintenance of the site. Private sector development which preserves key elements of the site as a heritage area is the only practicable way to preserve the most significant features.

In keeping with the heritage significance of the site, the Yarralumla Brickworks provides land use opportunities for:

- * standard residential & medium-density dwellings;
- * serviced apartments;
- * tourist facilities;
- * commercial accommodation establishments;
- * community and cultural facilities;
- * manufacturing and processing industries associated with art, craft and sculpture dealers.

The Policy Plan delineates the site of the Yarralumla Brickworks and proposes a range of uses that facilitate the long term preservation of the Brickworks without adversely affecting the character of the site or the residential amenity of adjacent areas.

While specific policies have been formulated for various areas of the Brickworks site, several overall objectives have been formulated for the site as a whole. These are as follows:

- conservation of specified historic buildings and retention/adaptation of others while allowing for their use and the use of adjacent land for tourist, recreation, accommodation and housing activities compatible with such conservation and adaptation;
- the site is indivisible and must be developed by one lessee (or consortium) as a package, although development may be staged;
- development can be for a single use or a mix of uses provided that development is undertaken on a comprehensive basis;
- public access to the historic areas must be retained;
- conservation and maintenance of both the structures and character of the site is a key consideration in determining the appropriateness of proposed land use activities;
- the lessee will be responsible for providing any additional roads;
- release of land outside Area 1 for residential development will depend on satisfactory performance by the lessee in conserving Grade 3 and appropriate Grade 2 site elements;
- a landscape buffer area must be retained between the site and existing residences to the north and east.

5.2 LAND USE POLICY

The general Land Use Policy for the Yarralumla Brickworks is that it can be used for a variety of uses while at the same time conserving significant buildings on the site and retaining significant open space. Figure 7 (Policy Plan) outlines the Policy Plan boundaries and the internal areas for the Yarralumla Brickworks.

Other general policies are:

- conservation and maintenance of significant elements of the site is to be done in a way that preserves the character and significance of the site;
- the residential amenity of adjacent areas is to be protected;

Australian
Forestry
School

ROYAL AREA 3

Medium Density Residential, Commercial Accommodation, Recreation and tourist use.

AREA 2

Medium Density Residential, Commercial Accommodation, Tourist use or Recreation use.

AREA 1

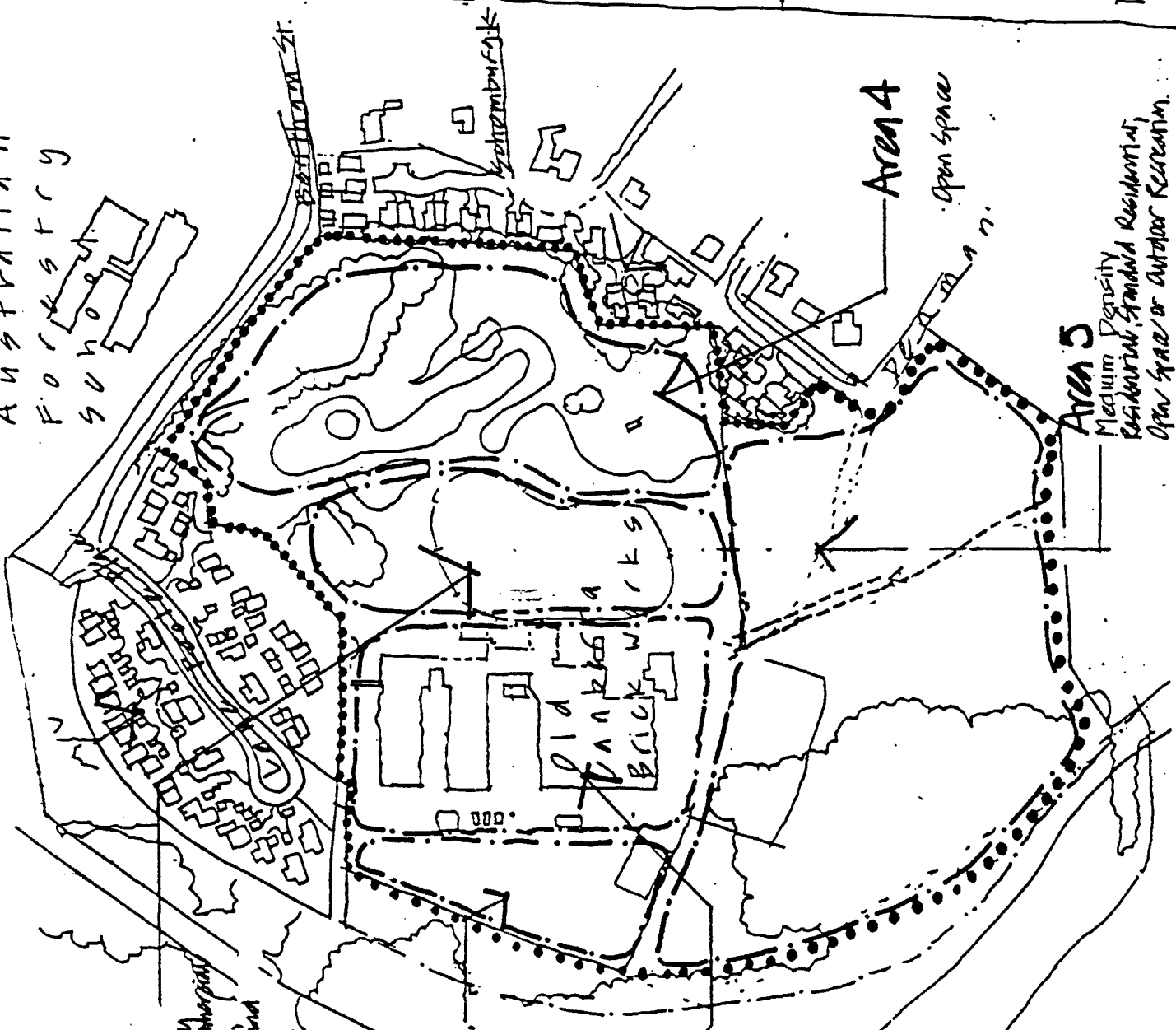
Medium Density Residential, Retail, Offices, Commercial Accommodation, Tourist Use, Arts & Crafts, or Learning Facilities.

Area 4

Open Space

Area 5

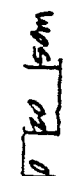
Medium Density Residential, Standalone Residential, Open Space or Outdoor Recreation.



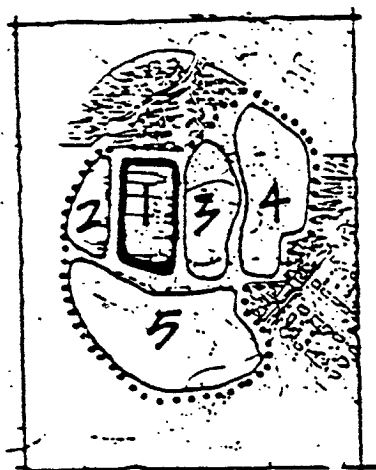
●●●●● Policy Plan Boundary
- - - - - Internal Area Boundaries (described in detail in text)

Fig 7.

Policy Plan



- although sufficient opportunities for encouraging the commercial viability of any development is to be provided, at the same time the extent of retail and commercial development is to be limited to ensure broad conformity with existing planning guidelines;
- offensive uses will not be permitted



Area
Location

5.2.1 Area 1

(a) Objectives

The objectives for Area 1 are to:

- retain the Grade 3 and 2A buildings and as many of the Grade 2B buildings as is practicable;
- provide for the long term maintenance of the Grade 3 buildings and those Grade 2 buildings which are retained.

(b) Specific Policies

The following land uses will be permissible:

- medium density dwellings and aged persons housing;
- serviced apartments;
- retail and eating and drinking establishments. Retail development is to be ancillary and complementary to the main uses developed on the site and is not to be of a scale and character that competes with the Yarralumla Local Centre. Supermarket retailing will only be permitted in conjunction with significant residential development. It shall form apart of the total retail space and will be assessed in relation to the amount of residential development on the site;
- office/professional suites (in existing upper floors of kiln buildings only);
- commercial accommodation establishments;
- tourist facilities;
- arts, crafts and sculpture dealers and associated manufacturing and processing industry;
- cultural facilities;
- community facilities.

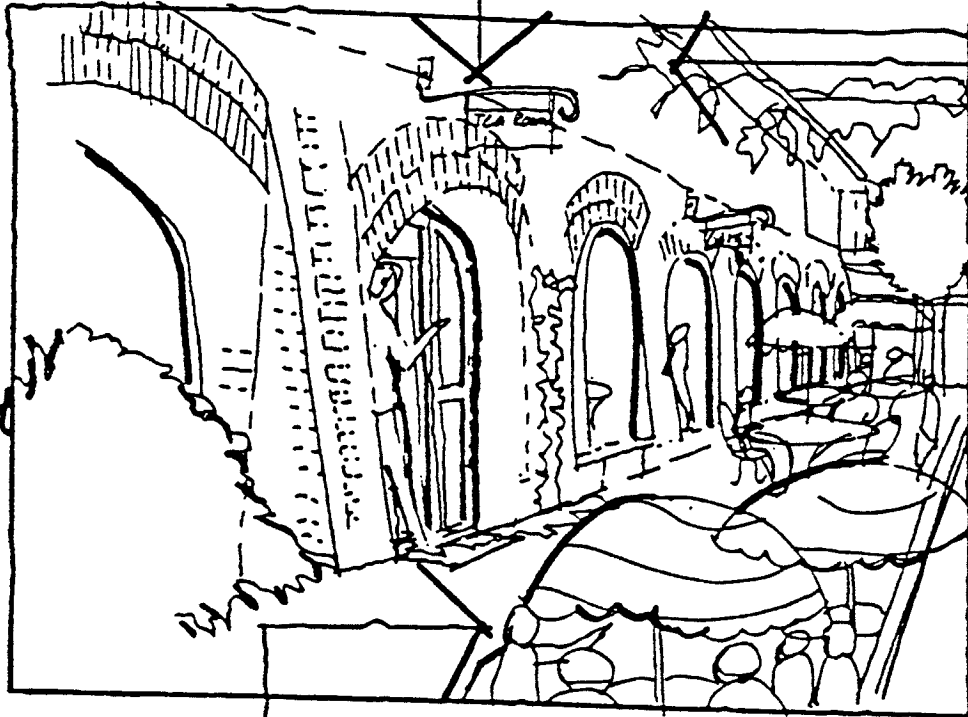
The following land use policies apply:

- Height : 3 storeys maximum (medium-density dwellings, retail and serviced apartments);
- Setbacks : 2 storeys + height restriction setback based on a 45° angle from the building line (all other activities);
- Setbacks : 20m from northern boundary of the Policy Plan area;
- Design : Grade 3 and 2A buildings and as many of the Grade 2B buildings as practicable must be retained;
- Character : renovations and additions to buildings must be sensitive to the site as a heritage area (development should be compatible with and not detract from the character of existing development).

Figure 8 (Kiln Use Opportunity: Uses and Activity Spaces) and Figure 9 (Kiln Use Opportunity: Office/Professional Suites) indicate existing buildings redeveloped for a range of appropriate uses.

Historic Kilns

Opportunity to use
brick kilns as individual
shop fronts for craft sales
and restaurants.



Conservation
Conservation of the
Staffordshire kiln
is essential. Other
kilns may be
modified to allow
uses sympathetic
to design and
historic character.

Active Frontage

The establishment of
pedestrian activity
areas in front of the
kilns will be encouraged.
Outdoor seating and
eating areas should
be incorporated.

Fig 8.
Kiln Use Opportunity:
Uses & Activity
Spaces

Office/Professional Suites

Opportunity to convert upper levels of kiln buildings to accommodate small office and professional uses.

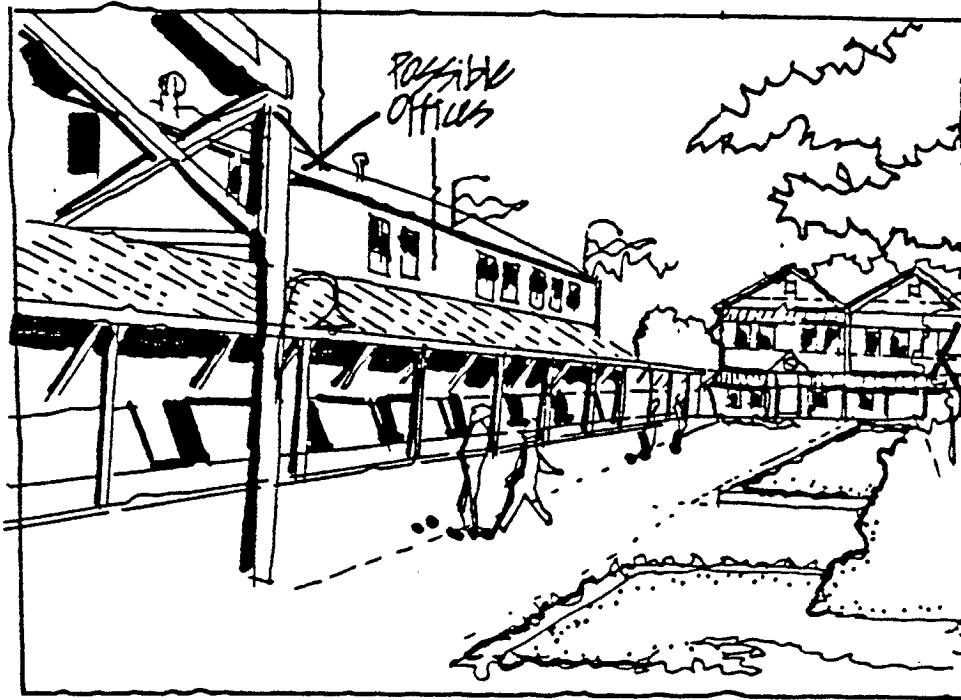


Fig 9.
Kiln Use Opportunity:
Office/Professional
Suites

5.2.2 Area 2

(a) Objectives

The objectives for Area 2 are to:

- provide sites for a variety of activities ancillary and complementary to development in Area 1;
- preserve the environmental and recreational amenity of the land to the west of the Policy Plan area.

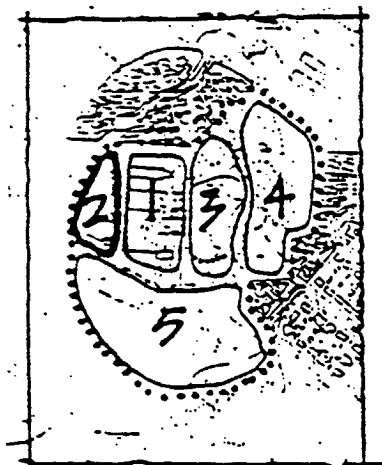
(b) Specific Policies

The following land uses will be permissible:

- medium-density dwellings and aged persons housing;
- commercial accommodation establishments;
- tourist facilities;
- outdoor recreation facilities.

The following land uses apply:

- Height: : 3 storeys maximum (medium-density dwellings);
: 2 storeys + a height restriction setback based on a 45° angle from the building line (all other activities).
- Setbacks: : 20m from northern boundary of study area.
- Design : developments must be sensitive to the built form and the character of Area 1. New development which detracts from the character and setting of the heritage buildings will not be permitted.
- Character :



Area
Location



Area
Location

5.2.3 Area 3

(a) Objectives

The objectives of the Area policies are to:

- provide sites for a variety of activities ancillary to developments in Areas 1 and 2.

(b) Specific Policies

The following land uses will be permissible:

- medium-density dwellings and aged persons housing;
- commercial accommodation establishments;
- tourist facilities;
- outdoor recreation facilities.

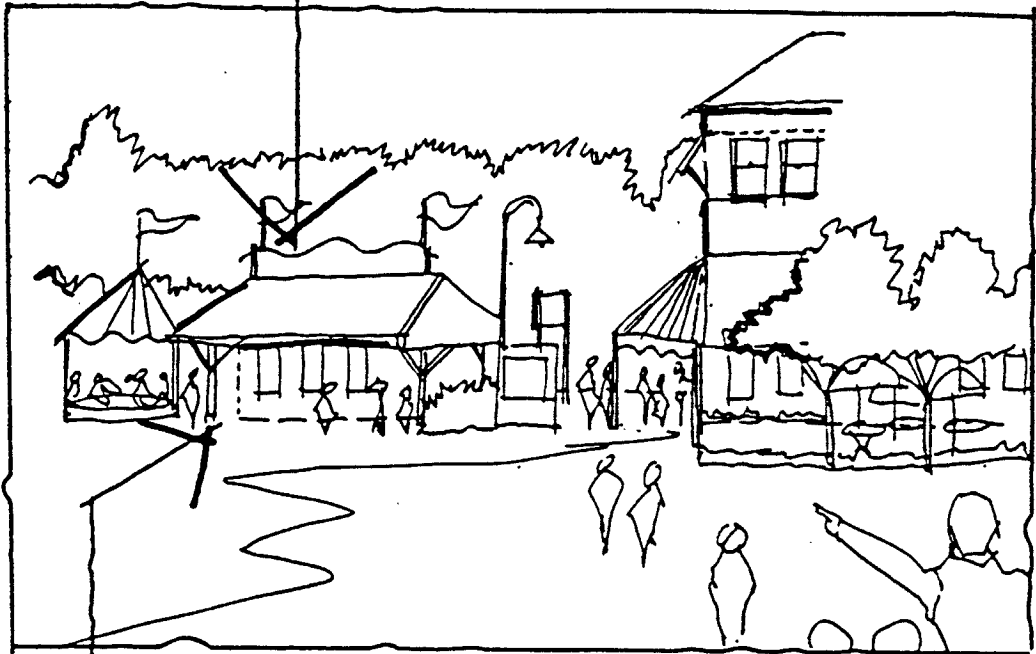
The following land use policies apply:

- Height: : 3 storeys maximum (medium-density dwellings);
 : 2 storeys + 45 height restriction setback from the building line (all other uses).
- Setbacks : 20m from northern boundary of Policy Plan area.
- Design : developments must be sensitive to the built form and character of Area 1. New development that detracts from the character and setting of the heritage buildings will not be accepted.

Figure 10 (Tourist Use, Recreation and Landscape) and Figure 11 (Commercial Accommodation Approach) illustrate approaches to the development of tourist, recreation and commercial accommodation establishments.

Building & Landscape Treatment

Opportunity to create "Fivoli gardens" atmosphere at building edge to eastern landscape gardens. Design form to reflect brickworks location.

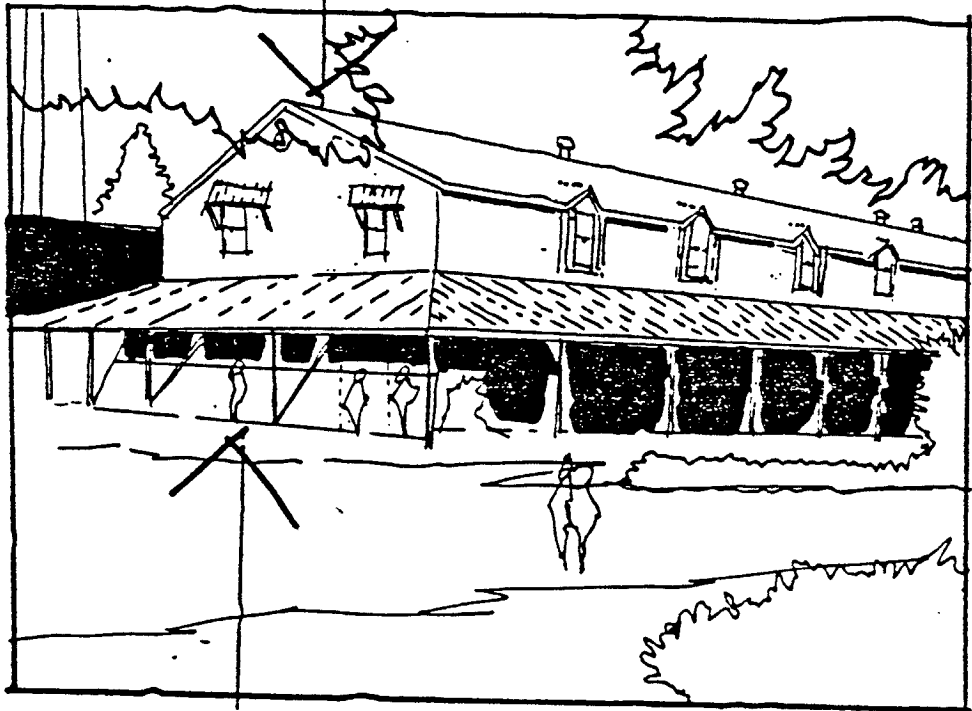


Night Activity
Opportunity to create active night-time use adjacent to commercial accommodation and retail uses.

Fig 10.
**Tourist Use,
Recreation and
Landscape**

Building Form

Design of new buildings to reflect historical origins of site and contribute to overall character of brickworks setting.



Location

Orientation of commercial accommodation/serviced apartments is encouraged towards landscaped areas on east side of brickworks buildings

Fig 11.
Commercial
Accommodation
Approach



Area
Location

5.2.4 Area 4

(a) Objectives

The objectives of the Area policies are to:

- retain the Area as a buffer between existing residences and potential development and use of other Areas of the Policy Plan;
- provide for uses which protect and enhance the amenity of existing residential areas;
- preserve Grade 3 geological features in the Policy Plan area and ensure they remain available for public access.

(b) Specific Policies

The following land uses will be permissible:

- open space (public and/or private);
- park.

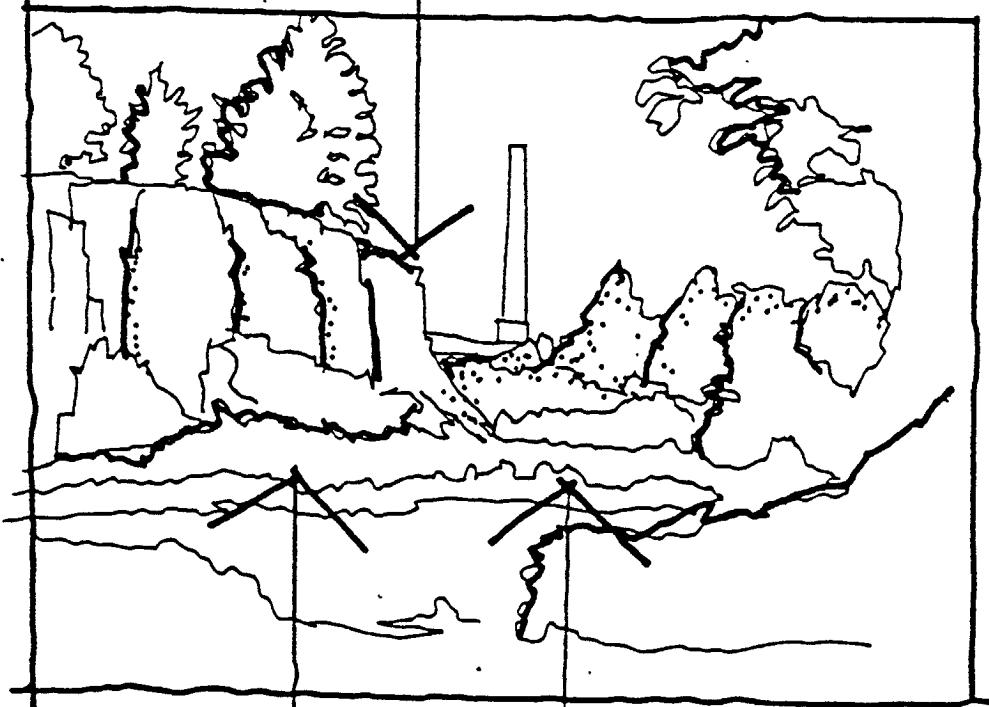
The following land use policies apply

Preservation & Public Access: Grade 3 geological features must be maintained and landscaped and be accessible to the public.

Figure 12 (Geological Features and Passive Uses) illustrates the development of passive open space in the Policy Plan area and comments on the protection of and access to historic geological features.

Quarry

Unique opportunity to create feature landscape areas within old quarry sites. Retain and promote public access to important geological features.



Water Feature

Base of quarry area may be used for water feature. Consideration should be given to maintaining water quality and site safety.

Residential Amenity

Open space use and landscaping provides protection for local residential amenity

Fig 12 Geological Features & Passive Uses

5.2.5 Area 5

(a) Objectives

The objectives of the Area policies are to:

- provide sites for a range of land use activities including residential use or passive uses ancillary to residential or tourist uses;
- protect the amenity of existing residential areas in the vicinity.

(b) Specific Policies

The following land uses will be permissible:

- standard residential and medium-density dwellings;
- aged persons housing and retirement complex;
- open space (public and/or private);
- outdoor recreation facility (passive use);
- park.

The following land use policies apply:

Height : maximum of 3 storeys;

Landscape : an important consideration in the evaluation of any development proposal will be the retention of a maximum number of existing trees;

Setbacks : 20 metres from the eastern boundary.



Area
Location

5.3 TRANSPORT POLICY

It is a requirement of any development that a new access road be provided between the Brickworks and Dudley Street, including the necessary junction works at Dudley Street, in accordance with the appropriate design standards. Alternatively the first stage of the tourist road could be constructed to provide access to the site.

The existing access road between the site and Denman/Woolfs Streets will be removed. A pedestrian connection is desirable between the site, the residential areas to the east and north and to Yarralumla shopping centre. No pedestrian access to Lane Poole Place will be permitted.

All car parking generated by development will be accommodated on site and parking provision will be in accordance with the specific standard for the respective land use.

Parking from non-residential uses will not be allowed to spill over into new residential areas.

5.4 TOWNSCAPE POLICY

The character of Grade 3 and 2A buildings and those other Grade 2 buildings which are retained should be preserved through the sensitive conservation of structures consistent with their original appearance and materials.

Buildings which have been identified as Grade 3 and 2A buildings by the Australian Heritage Commission are to be retained. These buildings and sites are important historical and educational features and should be enhanced. Existing colonnades and verandahs should be retained where possible.

The design of new buildings should reflect the historical origins of the site and contribute to the overall character of the Brickworks setting.

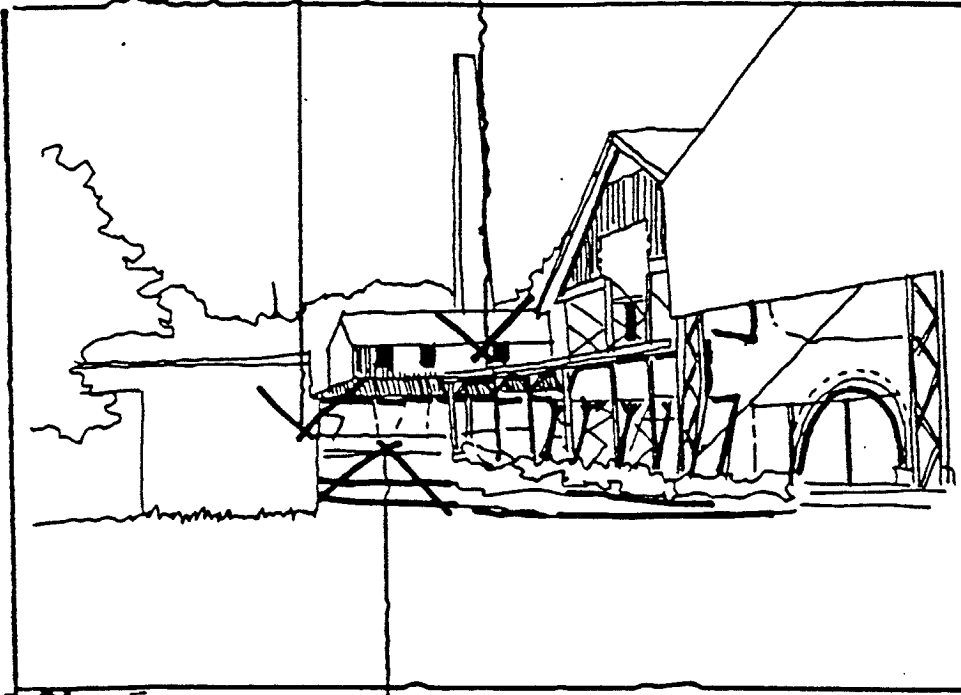
The height of buildings at the perimeter of the site should be restricted to ensure that overlooking and intrusion are minimized. The setbacks on the northern boundary from boundaries of new structures should be the same as for existing structures.

The landscape character to be developed for the site should be integrated with Westbourne Woods. Paving and lighting themes should be based on the former use and historic character of the area.

Figure 13 (External Spaces and Building Bulk) and Figure 14 (Design Elements) illustrate approaches to landscaping and the use of constant design elements which promote an historic theme.

Courtyards
Large areas between
kiln buildings to be
retained as forecourts

Colonades
Existing verandahs and
colonades to be retained
where possible as features
of pedestrian areas.



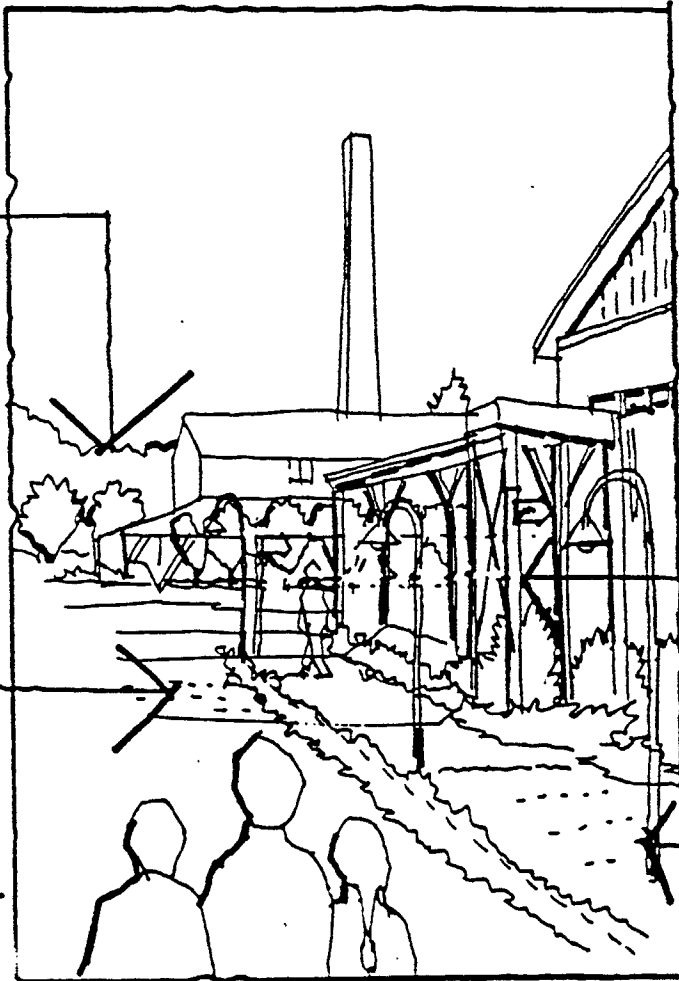
Adjacent Sites
Built form
located adjacent
to brickworks
buildings (eg.
Medium density
residential use)
to be visually
compatible.
Use of roof
treatment, verandahs
and materials to
create related
building style.

Winter Sun
Building scale to
be restricted adjacent
to courtyards to
retain winter solar
receipt.

Fig 13.
**External Spaces
& Building Bulk**

Planting
Site planting to be integrated in Westbourne Woods setting.

Pavement Treatment
Use of bricks manufactured on site as consistent paving treatment.
Use as historic/educational feature.



Site Furniture
Theme should be developed for all site outdoor furniture and signs which promotes the historic character of the site.

Lighting
Selection of light stands based on historic examples to be identified on site.
Special attention to attractive night lighting of pedestrian spaces.

Fig 14.
Design Elements

6. IMPLEMENTATION PRINCIPLES

The Policy Plan permits a range of uses for the Yarralumla Brickworks. The final mix of land uses will be influenced by several principles which should be taken into account in the implementation phase.

Implementation will be based on the following principles:

- the future use of the existing Brickworks buildings are to be resolved and work commenced before any new development on adjacent parts of the site can proceed;
- the site will be released in one parcel and the lessee will be required to develop proposals for the whole site;
- prior to the commencement of any works on the site there will need to be an agreement between the lessee and the ACT Administration regarding which buildings are to be retained and their proposed use;
- the lessee will be responsible for the conservation/adaptation of those buildings which are to be retained and their on-going maintenance;
- the lessee will be required to landscape open space areas and to:
 - maintain these areas; or
 - hand them back to the Commonwealth for on-going maintenance.
- the lessee will be required to undertake actions necessary under the Environmental Protection (Impact of Proposals) Act 1974.
- the lessee will be required to undertake actions necessary under Section 30 of the Australian Heritage Commission Act 1975;
- public access to the geological monuments and heritage buildings is to be maintained once conservation/landscaping of these areas is complete;

- residential roads and other access roads, which will be gazetted, are to be constructed to ACT Administration standards of design and construction and handed back to the Commonwealth on satisfactory completion of works;
- construction access (other than residential streets) will have to be agreed and provided prior to development starting on the brickworks site;
- the lessee will be required to undertake civil and other works in accordance with ACT Administration standards;
- there is extensive fill over much of the site. The lessee may either remove the fill or use foundations specifically designed to meet the geotechnical conditions. The lessee is responsible for determining the extent and nature of fill and the most appropriate method of overcoming any constraints it may impose;
- as part of any development the lessee would be required to undertake capital works, including but not limited to:
 - construction of public works
 - site servicing
 - landscaping
 - conservation of agreed buildings
- if a development proposal is received for an area larger than the Brickworks site, then the use of the additional areas must be in accordance with the Yarralumla Policy Plan 1979, or any subsequent document that supersedes all or part of that Plan.

The ACT Administration is responsible for determining the mechanism for site release, however it is probable that submissions will be assessed prior to any bidding for the site. The assessment criteria are available from ACT Administration as a separate document.