

4. Policy Recommendations

4.1 Introduction

These recommendations are broadly based upon the Garden City planning principles described in section 2 and critically reviewed in the precinct descriptions. They arise from the importance of the link between the principles and the precincts, a relationship which defines the capacity of the latter to demonstrate cultural heritage significance. Many of the recommendations have general applicability whilst others relate solely to particular precincts. The intent of the policy recommendations is to define a framework for the ACT Government to revise the Conservation Policy statements and Specific Requirements for each precinct.

Sulman, whilst giving effect to his Garden City planning principles through the design and location of individual houses within subdivisions, was also pre-occupied with the design and management of the public environment and it is for this reason that the policy recommendations are divided into two sections: private and public environments.

4.2 Private Environment

The private environment is taken to include the allotments upon which individual dwellings were erected. Policy recommendations for private environments are summarised in the table:

Recommendation	Comment	Application
<i>1. Authoritative conservation analyses should be prepared for each precinct.</i>	<p>Whilst a number of Conservation Plans have been prepared for individual precincts, there remains a need to re-focus in an informed way on the fabric that imparts cultural heritage significance. It is, after all, only the sound conservation management of the fabric of the precincts that will result in the conservation of significance in the long term. The first step, therefore, is to comprehend the Garden City principles which the Federal Capital Commission exploited in the precincts. The second step is to analyse the fabric – as it survives today – showing how these principles were applied. The third step is to set down the requirements that must be observed if the capacity of the precinct to demonstrate these principles is to be conserved.</p> <p>The challenge therefore is twofold: first to identify and conserve the significant fabric and second to ensure that new works neither intervene with or obscure this fabric or are intrusive upon it.</p>	All precincts.
<i>2. A program of public education should be undertaken informing the residents of precincts about</i>	Even a cursory examination of the precincts shows that many residents are spending large sums of money to improve their living environments. In many instances these funds are not reinforcing the culturally significant aspects of each precinct in spite of the fact that many residents value the historic character of their locale and would therefore presumably be keen to direct their resources into maintaining or	All precincts.

<p><i>those elements that impart cultural heritage significance to their neighbourhoods.</i></p>	<p>reconstructing significant elements. The problem, therefore, is not so much that people don't want to manage their properties sympathetically – although there will always be some who see things differently – but that people are simply uninformed. They do not know what the correct steps should be. There is ample evidence in the precincts of works being undertaken that show a profound disregard for the principles that impart significance. A public education program would help to redress this issue.</p>	
<p>3. Resident participation in sound conservation management practices should be encouraged by undertaking works on a street block basis.</p>	<p>The hallmark of the Garden City Movement was its approach to street planning as opposed to house planning. Whilst the importance of the house was naturally acknowledged, the management of the street environment as a whole was pivotal. Garden planning, architecture and civil engineering works came together to create an harmonious whole. The pursuit of sound conservation management objectives on a house by house basis, therefore, stands to be frustrated at worst and to only gradually achieve results at best. Far better to take on a whole street and engage the residents in a collective program of recovering the past character of their street, thereby demonstrating Garden City planning at the proper level. A well-funded pilot project would enable the value of this approach to be assessed.</p>	<p>All precincts.</p>
<p>4. The elements that establish the distinct physical and social identity of each precinct should be protected.</p>	<p>The precinct descriptions identify the elements that collectively establish identity. <u>Where vistas of mountains and distant treescapes are critical</u>, these should be protected from intrusive development. <u>Where the visual relationship between detached cottages and community parks is important</u>, it should be protected. This relationship might hinge on the consistent shape, size and colours of the houses which can be seen together and which collectively impart a degree of harmony which is valued. To make the point; a resident who demolishes an existing house and replaces it with a two storeyed dual occupancy development in the Federation Revival Style employing the ornamentation expressive of the time and setting the front building forward to achieve maximum site utilisation would inevitably upset the harmony of the locale. <u>Where a single building or object helps establish identity</u>, its capacity to do so should be protected.</p> <p><u>Where duplexes</u> introduce varied accommodation standards.</p> <p><u>Where points of entry</u> create a sense of arrival, they should be</p>	<p>All precincts.</p> <p>Barton: Brassey house. Red Hill: Calthorpes' All precincts where a contributory place is visually prominent. Reid: Uniting Church Blandfordia No.5: section 2 Reid: Booroondara St. Kingston/Griffith: section 15 Wakefield Gardens Braddon</p>

	<p>protected.</p> <p><u>Where large lot sizes</u> create enhanced opportunities for Garden City planning.</p> <p><u>Where a group of shops or recreational facilities</u> establishes a sense of identity</p>	<p>Corroboree Park Kingston/Griffith Wakefield Gardens Red Hill Forrest Reid Wakefield Gardens</p>
<p>5. <i>The special Inter War character of front gardens should be conserved.</i></p>	<p>Although some of the early cottage gardens have survived either completely or in part, there are many instances where subsequent fashions have eroded the principles of Garden City planning that were uniquely applied in Canberra. These include the loss of front hedges clipped to a certain height, the provision of side fences to the front alignment, the erection of low front fences, the substitution of native bush gardens and more recently garden plans evoking popular images of Tuscany. The expansion of pavements using paving materials not available during the Inter War period erodes the consistency of the original streets. Finally, the removal of lattice linking fences and gates which defined the limits of the front garden has resulted not only in a loss of a characteristic element but the substitution of many different fence types threatening the unity of individual streets. Early garden materials appear to have included gravel, asphalt, concrete – usually in the form of flags – rocks and lawn. Pathways lead with an obvious sense of purpose from the front alignment to the front door, either directly, via a semi circular path or by some other winding pathway. The prominence of the driveway was much less whilst the garage remained a distant element. Importantly, walls were mostly excluded from the garden frontage and high side fences on corner allotments were avoided.</p>	<p>All precincts.</p>
<p>6. <i>Garages and carports should be recessive.</i></p>	<p>The increase in the apparent size of houses by virtue of the addition of garages – often double garages – causes cottages to look much larger than they were intended to be with a consequent diminution in the size of the garden surrounds. They invariably extend to the side allotment boundaries placing the house asymmetrically on its block and on occasions, joining up with the car port or garage next door to separate the streetscape even further from the intentions of its designers. Importantly, prominent double garages make a lifestyle statement which, though representative of the late Post War era, is foreign to the period imparting significance to the precincts.</p>	<p>All precincts.</p>
<p>7. <i>The sharing of crossings should be encouraged.</i></p>	<p>The sharing of crossings is widespread in all of the precincts except Red Hill. It was a characteristic of the Garden Suburb Movement and is widely recognised as such. It is important, therefore, for the practice to continue, irrespective of the limitations imposed on allotment utilisation. Pavement materials should be consistent in whole streets so as not to lose the unifying effect of the shared crossing technique.</p>	<p>All precincts except Red Hill.</p>
<p>8. <i>Planned relationships between houses should be understood and conserved.</i></p>	<p>Sulman, along with other Garden City proponents of the first half of the twentieth century, placed great importance on planning the relationships between houses, thereby establishing discrete groups that enhanced the design of street corners and relieved the monotony of long thoroughfares. Whilst the gradual maturation of gardens has often obscured</p>	<p>All precincts except Red Hill.</p>

	these relationships, their value, as a signature of the Garden City Movement as well as their capacity to elevate streets above the standards of the late twentieth and twenty-first centuries should be allowed to influence planning decisions.	
9. Vistas imparting character to precincts should be protected.	In most instances, these vistas have been planned but in others, the prominence of a particular house on a bend in a street may appear to be accidental. Either way, if a house enjoys a position of visual prominence and as a consequence of this position imparts character over and above its neighbours, any changes to the place should be considered with a view to protecting this exposure.	All precincts.
10. Proposed works should relate sensitively with the architectural style imparting significance to a precinct.	This policy implies a number of scenarios that are summarised as follows; <ul style="list-style-type: none"> • new works may copy the architectural style of the house of which they form a part so long as they are stylistically subordinate to it. • new works may adopt contemporary forms provided that there is a clear architectural relationship with the house of which they form a part. • new works may adopt a contemporary form which is stylistically neutral and which for this reason complements the house of which they form a part. Presently, recent additions invariably demonstrate a lack of empathy with the style of the house of which they form a part, some works bringing about a complete change of architectural character. In other cases, elements are added which are expressive of non-contributory styles. Examples include the provision of bull-nosed verandahs and four panelled doors.	All precincts except Red Hill.
11. The ordered appearance of single storeyed streets constitutes an important aspect of the character of the original precincts and should be conserved.	There are a number of instances where two storeyed additions have upset the rhythm of the streetscapes, usually because they coincide with the façade line of the house of which they form a part. Where houses are of two storeyed construction and erected during the period of significance of the precinct, then they form a part of its history but should not create a precedent for further construction of two storeyed houses. The construction of upper levels within extended roof forms – as in the case of transverse gable roofs – or at the rear of existing houses may be acceptable in certain circumstances. Generally, such alterations should not cause one house to stand out markedly from its neighbours when several houses can be seen together.	All precincts except Red Hill and other precincts where the allotment size exceeds...
12. Standard details based on photographic evidence should be prepared to guide the reconstruction of lattice fences.	These fences once formed important streetscape elements but have now almost completely disappeared. Residents should be encouraged to reconstruct them at locations which correspond with their neighbour's fences, using details derived from surviving early views.	All precincts.
13. Limits on site coverage should be set.	Given the status of the detached single family house as the dominant residential form, its characteristic garden surrounds should be protected, especially at the front and sides. This policy helps reinforce one's appreciation of the principle of low density development that dominated garden suburb thinking.	All precincts

<p><i>14. The careful allocation of uses to discrete areas should be respected.</i></p>	<p>There is a tendency in certain precincts for the commercial uses of the local shopping centres to creep into the residential areas nearby, thereby blurring the boundaries between different land uses in a manner contrary to garden city thinking. This process masks the clarity of the early planners' vision and is contrary to the distinctive planning principles of the Garden City Movement.</p>	<p>Blandfordia No.5 and Wakefield Gardens</p>
<p><i>15. The use of early finishes and paint colour schemes on houses should be encouraged.</i></p>	<p>It is unlikely that a single house survives in any of the precincts which retains its original tinted sand finish. Whilst remnant evidence of such finishes is commonplace, the universal practice of overpainting has transformed the architectural character of every precinct. Residents should be encouraged to apply paint colour schemes known to have been used in Canberra during the Inter War period and to recover tinted sand finishes to stuccoed surfaces where practical.</p>	<p>All precincts.</p>

4.3 Public Environment

The public environment is taken to include the streets and public reserves within each precinct. Policy recommendations for public environments are summarised in the table:

Recommendation	Comment	Application
1. The instances of hedge planting in verges should be better understood and opportunities sought for reinstatement.	The Mildenhall Collection includes a small number of views demonstrating this practice. It may have been unique in Australia in Canberra. If it can be shown that hedges were planted in verges within the identified precincts then opportunities for their reinstatement should be pursued.	All precincts
2. The degradation of incidental green spaces should be reversed and appropriate management practices introduced.	<p>The degradation of these spaces takes two forms. For the spaces established as refuges or roundabouts at intersections, appropriate landscaping strategies should be developed. Examples of degraded green spaces of this type were noted in Corroboree Park.</p> <p>Corner parks have invariably been degraded by tree removal, street furniture removal, misuse and most importantly by the lack of co-ordination between the treatment of privately owned frontages. Hedges, fences and bushes have been frequently used in conjunction to define these spaces, the inevitable result being a diminution in the contribution that they would have made to the Garden Suburb character of their precincts. There is therefore a pressing need to establish appropriate management practices for these spaces. They should address the following requirements:</p> <ul style="list-style-type: none"> • border treatments should be common to all parks facing a particular intersection and preferably common to the precinct in which they are located. It is understood that the original borders were formed with hedges. • the misuse of these parks as additional parking spaces or for the temporary storage of building materials and garden clippings should be discouraged . • it would appear that it was common practice to plant a single tree in each corner park. This practice should be maintained consistently in all such parks. 	<p>Corroboree Park</p> <p>Braddon Kingston/Griffith Wakefield Gardens</p>

<p>3. Street furniture 3.1 Instances of early street lighting practices should be conserved.</p>	<p>The conservation analyses establish the types of street lighting used within each precinct and consideration should be given to their conservation and re-construction as appropriate. Given the attention paid to the removal of overhead power lines from the street environments in early Canberra, instances of regressive practices should be progressively removed. This is especially important where supply poles have been recently installed in front of corner parks.</p>	<p>All precincts</p>
<p>3.2 Instances of early pre-cast concrete pillars should be conserved.</p>	<p>There is evidence of these pillars having been removed from time to time, presumably as a consequence of their unsound state. It is recommended that the previous existence of street pillars be established through analysis of the evidence and by public survey, long standing residents remembering where they had been originally located. Sound maintenance practices are also required to conserve the remaining examples.</p>	<p>All precincts</p>
<p>3.3 Standard bus shelters should be designed to complement the Garden Suburb character of the precincts.</p>	<p>There are isolated instances where recent concrete bus shelters constitute visually intrusive elements in streetscapes. It is recommended that a new design be developed to complement rather than confront the Garden Suburb character of the street environments.</p>	<p>All precincts</p>
<p>3.4 Sensitive management practices should be introduced to control the proliferation of traffic signs.</p>	<p>There is an increasing number of traffic control signs and devices being introduced within the precincts which serve to regulate the movement of traffic but also to compromise the integrity of the Garden suburb streetscapes of the precincts. These consist most obviously of pole signs and concrete islands. It is recommended that a task force with appropriate skills be formed to develop an approach to the control of such signs and devices with a view to ensuring a greater degree of harmony with the garden landscape. Consideration could, for example, be given to painting the poles upon which the signs are mounted, replacing the raised concrete islands with paint markings and so on.</p>	<p>All precincts.</p>