

LEGISLATIVE ASSEMBLY FOR THE AUSTRALIAN CAPITAL TERRITORY

***DRAFT VARIATION TO THE TERRITORY PLAN FOR RICHARDSON
SECTION 450 BLOCK 1 (TUGGERANONG HOMESTEAD)***

**REPORT NO.19 OF THE STANDING COMMITTEE ON PLANNING,
DEVELOPMENT AND INFRASTRUCTURE**

FEBRUARY 1994

**STANDING COMMITTEE ON PLANNING, DEVELOPMENT AND
INFRASTRUCTURE**

On 27 March 1992 (at the commencement of the Second Assembly) the Legislative Assembly established a Standing Committee on Planning, Development and Infrastructure:

to inquire into and report on matters referred to it by the Assembly or matters that are considered by the committee to be of concern to the community... relating to planning, land management, transport, economic development, commercial development, industrial and residential development, infrastructure and capital works, science and technology.

The Assembly also authorised the Committee to send its report to the Speaker, or in the absence of the Speaker, to the Deputy Speaker, who is authorised to give directions for its printing and circulation, if the Assembly is not sitting when the Committee completes consideration of a report on draft Plan variations referred pursuant to Section 25 of the *Land (Planning and Environment) Act 1991* or draft Plans of Management referred pursuant to Section 204 of the *Land (Planning and Environment) Act 1991*.

Committee Membership

Mr David Lamont (Chairman)

Mr Trevor Kaine (Deputy Chairman)

Mr Tony De Domenico

Ms Annette Ellis

Ms Helen Szuty

Secretary: Mr Rod Power

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CHAPTER 1: BACKGROUND

1.1 This is a report to the Legislative Assembly by the Standing Committee on Planning, Development and Infrastructure in accordance with the procedures set out in the *Land (Planning and Environment) Act 1991*.

1.2 The Committee would like to acknowledge the work done by the ACT Legislative Assembly's Standing Committee on Conservation, Heritage and Environment which examined the cultural and heritage significance of the Tuggeranong Homestead and its site and which reported to the Assembly in December 1992.

1.3 The Committee also acknowledges a conservation study report on the Tuggeranong Homestead prepared by the consultants Freeman Collett & Partners and released by the Minister for the Environment, Land and Planning, Mr Bill Wood MLA, on 16 November 1992, described in greater detail in Chapter 3 of this report.

1.4 The subject of this report is the draft Variation to the Territory Plan for Richardson Section 450 Block 1 (Tuggeranong Homestead). This area is enclosed within Ashley Drive, Johnson Drive and an existing stormwater channel - a total of approximately 31 hectares.

1.5 The Territory Plan shows the entire area as 'community facility (under review)'. The site:

is currently privately leased. The lease permits the site to be used for sheep farming, associated agricultural uses, exhibition areas and kiosk to serve the needs of visitors, and approved tourist oriented activities. The site is fenced and the Homestead is sub-leased for residential purposes. The remainder of the site provides private horse agistment for about 15 horses.¹

1.6 The draft Variation proposes to vary the land use to permit three broad activities on the site. The three proposed land uses are 'residential', 'urban open space' and 'entertainment, accommodation and leisure'. These land uses are shown in Figure 1.

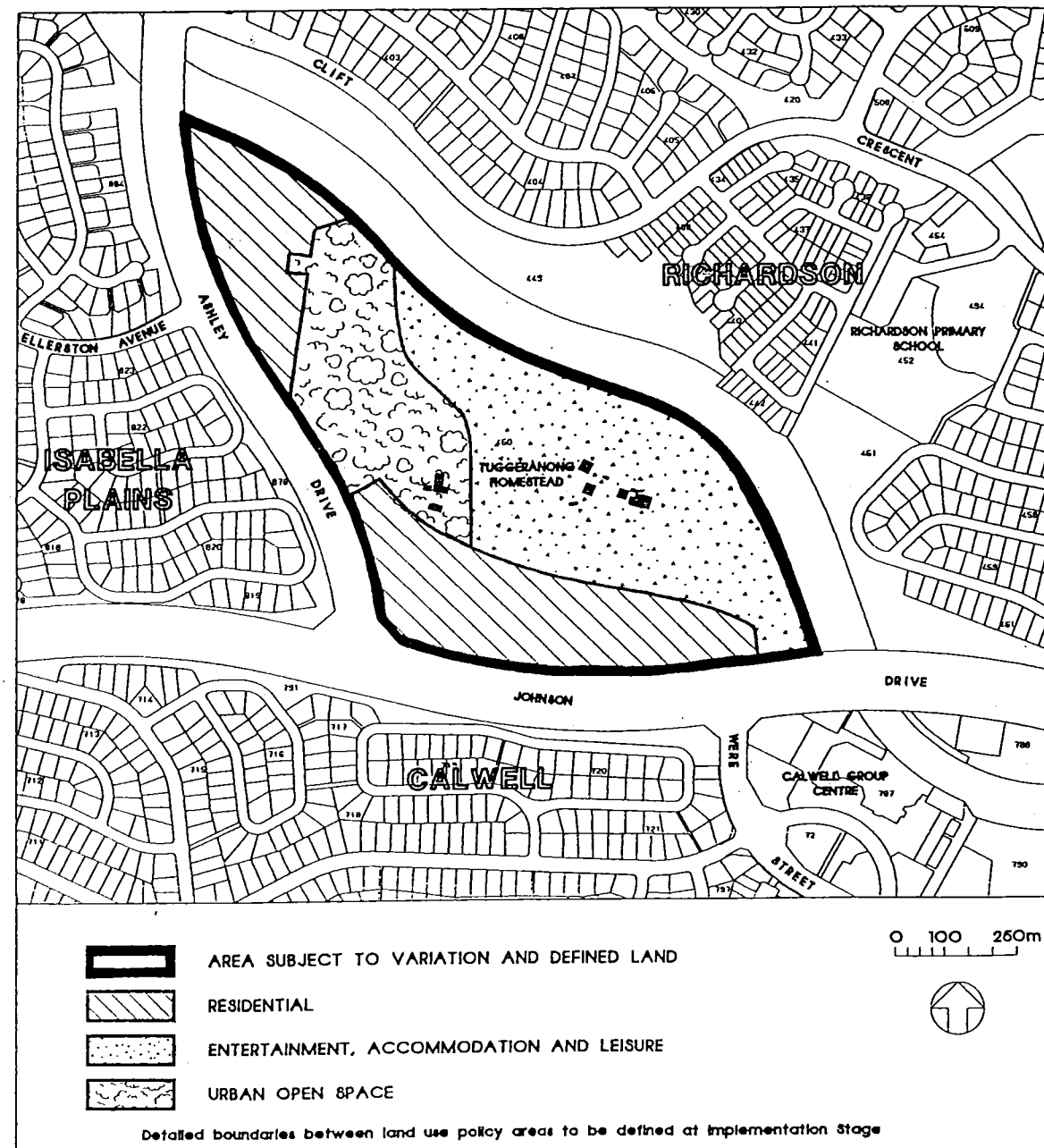
1.7 The 'residential' component as proposed would provide for about 250 dwellings with about 100 being placed in the area adjacent to Ashley Drive and about 150 to be placed adjacent to Johnson Drive. The draft Variation provides that the residential development would include town houses and cottage/courtyard blocks to a maximum building height of two storeys.

¹ Draft Variation and background papers, Annexe B, p6

VARIATION TO THE TERRITORY PLAN

RICHARDSON Section 450 Block 1

Figure 1



1.8 The 'urban open space' component would be placed within a conservation and heritage precinct incorporating the remnant woodland and old shearing sheds, together with 'an informal cricket pitch ... in recognition of the former pitch established in the southern part of the site by the late C E W Bean in the 1920s'.²

1.9 The 'entertainment, accommodation and leisure' component of the site contains the Homestead, its outbuildings and curtilage. The draft Variation states that 'it is intended the Homestead and its environs become accessible to the community' and goes on to note that:

A Conservation Plan shall be prepared for this area in conjunction with any specific proposal for the Homestead, and be subject to the consideration and concurrence of relevant ACT Government agencies and the Heritage Council of the ACT.

The Conservation Plan shall demonstrate how the recommendations of the various heritage studies and the Heritage Council's Draft Citation for the site have been addressed, and shall include details of the following:

- the management strategy for the Homestead and its environs;
- proposed building restorations, alterations and extensions and additional new buildings and how the proposals can maintain and reinforce the heritage character of the existing buildings;
- existing landscape to be preserved, refurbished and reinforced, and proposed buffer screen planting;
- proposals for the re-use of the existing shearing sheds; and
- the process for recording and documenting historical elements of the site and existing and future relics discovered on the site.³

1.10 The draft Variation identifies all of the area as 'defined land' pursuant to Section 7(3) (e) of the *Land (Planning and Environment) Act 1991*:

The effect of making the land defined land is that the Territory Plan may be varied... following approval of the subdivision of the land and providing the variation is not inconsistent with the policies and principles [in the draft Variation].⁴

² *ibid*, p7

³ *ibid*

⁴ *ibid*, Annexe A, p3

1.11 These policies and principles include the requirement for preparation of a Conservation Plan as outlined above; the clarification of the precise boundaries of the proposed park to be undertaken 'in consultation with the ACT Environment Culture and Sport Division and the Heritage Council of the ACT'; residential development to achieve 'a high level of design, amenity and environmental quality', being limited to a maximum of two storeys and to be 'compatible with the Homestead complex'; preparation of a Landscape Master Plan to identify 'the existing landscape to be conserved and the additional plantings to be established and the buffer screen planting required to minimise the visual impact of the proposed housing on the Homestead complex'; traffic access to the site identified; paths to be provided, along with a footbridge over the stormwater channel; and 'the alignment of the historic track within the southwest corner of the site to be conserved and sympathetically reinforced consistent with the draft Citation for listing on the Interim Heritage Places Register for the Homestead complex'.⁵

1.12 The draft Variation and background papers comprise the following documents:

- submission by the Chief Planner to the ACT Executive (dated 19 October 1993);
- the draft Variation to the Territory plan for Richardson Section 450 Block 1 (Tuggeranong Homestead) recommended for approval (Annexe A);
- the draft Variation to the Plan as notified under Section 19 of the *Land (Planning and Environment) Act 1991* (Annexe B);
- the Preliminary Assessment prepared under Part IV of the Land Act (Annexe C);
- a report on the issues raised in written comments concerning the draft Variation received from the public consultation process, as required by Section 24(1)(b) of the Land Act (Annexe D);
- a report on the consultation between the ACT Planning Authority and the National Capital Planning Authority in accordance with Section 24(1)(c) of the Land Act (Annexe E);
- a copy of written comments submitted by the National Capital Planning Authority, in accordance with Section 24(1)(e) of the Act (Annexe F);
- a report on the consultation between the ACT Planning Authority and the Heritage Council (Annexe G);
- a copy of written comments submitted by the ACT Heritage Council (Annexe H); and
- a summary of the ACT Planning Authority's compliance with the requirements of the *Land (Planning and Environment) Act 1991* (Annexe I).

⁵ *ibid*, p4

1.13 The Minister for the Environment, Land and Planning formally referred the draft Variation to the Standing Committee on Planning, Development and Infrastructure on 19 October 1993. The Committee met on 22 October 1993 and decided to call for public comment by the placement of advertisements in the local press. The advertisements appeared in the *Canberra Times* on Saturday 23 October 1993, the *Chronicle* on Tuesday 26 October 1993 and the *Valley View* on Wednesday 27 October 1993. The Committee also resolved to hold public hearings on the draft Variation.

1.14 The Committee held two public hearings - on Friday 26 November and Friday 3 December 1993. The first set of public hearings took place in the Students' Common Room of Lake Tuggeranong College and marks only the second time that a Committee of the ACT Legislative Assembly has formally met outside the ACT Legislative Assembly building in Civic. The Committee expresses its appreciation to the students and staff of the College for facilitating the hearings.

1.15 At the public hearings in Tuggeranong the Committee took evidence from a representative of the current lessee of the Tuggeranong Homestead site, representatives of Permaculture ACT, Minders of Tuggeranong Homestead [MOTH] and the Conservation Council of the South East Region & Canberra. The Committee also heard from a member of the public and officials of the Department of the Environment, Land and Planning [DELP]. In addition, the Committee met with eight school children from a Year 4/5 class at Theodore Primary School known as the Mini Minders. The children handed over a model of the Homestead site they had made, together with numerous letters calling for preservation of the site.

1.16 At the second public hearing the Committee continued to hear representatives of MOTH, along with a MOTH member appearing in an individual capacity. The Committee thanks all those who appeared before it - a list of witnesses is at Appendix A.

1.17 The Committee received 35 submissions in response to its call for public comment - these are listed at Appendix B.

1.18 In considering the draft Variation, the Committee reviewed the 121 submissions made to the ACT Planning Authority in response to its call for public comment on the initial draft Variation released on 17 July 1993. The Committee also considered a considerable amount of supplementary material gathered during the course of the inquiry. The Committee expresses its appreciation to all the persons and organisations who responded to the Committee's request for supplementary information.

CHAPTER 2: SUBMISSIONS

2.1 This Chapter summarises the main points in the submissions as the Committee understands them. The Chapter thus provides an overview of opinion on the draft Variation. The Committee wishes to stress that the summaries are indicative only and are not meant to be exhaustive. The Committee also points out that Members considered a wide range of material in addition to the submissions.

2.2 Submission 1 is from Anderson Holdings Pty Ltd which presently manages the Tuggeranong Homestead on a month to month tenancy basis. The submission supports the draft Variation, noting that 'the cultural and heritage integrity of the Homestead would not be compromised by commercial and residential development of parts of the Homestead Estate'.

2.3 The submission calls for restoring the Homestead and its environs 'by cross subsidisation as between the Heritage areas and residential developments'. In terms of what is proposed in the draft Variation, the submission notes that the residual Homestead lease could be cross-subsidised from the residential lease adjoining Johnson Drive, and the proposed Town Park could possibly be cross subsidised from the residential lease adjoining Ashley Drive.

2.4 Submission 2 opposes the draft Variation because 'suburbia has already encroached too much upon the site... [and] the heritage, beauty, and attraction of the area would be diluted by residential development in Area 1 (along Ashley Drive) and Area 2 (along Johnson Drive)'. The submission states that a public park should occupy 'most of the site' and 'feature information boards on Bean and the ANZACs, the local flora and fauna, and a history of Aboriginal and White use and development of the area'.

2.5 The submission observes that if any development is to go on the site, then it should be only adjoining Ashley Drive - which is 'shielded from the Homestead and from the best part of the area by a stand of mature pines'. The submission states that 'community facilities such as a retirement village' are more appropriate for this section of the site than residential development; 'alternatively tourist facilities (restaurant/accommodation/arts and craft/outdoor adventure operations) might go into Area 1'.

2.6 Submission 3 (Calwell Garden Connection) supports the draft Variation because it is 'interesting' and 'exciting' and 'fits into the existing urban environment and is bordered by parklands'.

2.7 Submission 4 opposes the draft Variation because the proposed housing would 'detract enormously from the cultural and heritage significance of the buildings and their surroundings [and] place an illusionary barrier between them'.

2.8 Submission 5 opposes the draft Variation because it contains residential development. The submission calls for the provision of 'recreation facilities including areas for children (similar to the Kambah Adventure Playground) and for adults with BBQ and tasteful tourist areas... a country style commercial facility'.

2.9 Submission 6 (from the Cannons Supermarket in the Calwell Group Centre) supports the draft Variation because 'an additional 250 homes in the immediate vicinity will help us improve our service to all the local residents in this part of the Tuggeranong Valley'. The submission considers 'it is prudent of the ACT Government to enable some residential development in such a manner that the heritage values of the Homestead are preserved appropriately' while reducing 'the future potential burden on ACT taxpayers'.

2.10 Submission 7 opposes the draft Variation because 'the entire property still has a valuable place on the Register of the National Estate, it is listed by the National Trust of the ACT and is said to be paralleled only by its sister property, Lanyon Homestead'.

2.11 Submission 8 (Mrs L Forceville) opposes the draft Variation because of its residential component and the inadequacies contained in the documentation. The submission states that the Preliminary Assessment is 'shockingly deficient'. The submission expresses concern at 'the way the Preliminary Assessment interpreted the Ecological Assessment, watering down a strong recommendation for tree conservation'. The submission opposes the use of defined land provisions on the site.

2.12 The submission opposes the treatment in the draft Variation of the cricket pitch and criticises the Freeman Report⁶ because of its inadequate consideration of the fauna on the site, as well as its downgrading of the importance of 'the paddock setting and the Bean era cricket pitch'. The submission is also critical of the ACT Heritage Council and the report of the Legislative Assembly's Standing Committee on Conservation, Heritage and Environment on the Tuggeranong Homestead site.

2.13 Submission 9 opposes the draft Variation because the residential component would spoil the 'beautiful and peaceful outlook' and will worsen traffic problems.

2.14 Submission 10 opposes the draft Variation because 'the whole 31 hectares of the Tuggeranong Homestead site is classified by the National Trust of Australia, and the whole 31 hectares is on the Register of the National Estate' [emphasis in original]. The submission expresses concern that the Homestead would be vandalised if housing is constructed along Johnson Drive, and also would be 'completely hidden from view from passing traffic, thus making it more difficult to attract tourists and visitors'. The submission calls for the site to 'be opened (as soon as possible) to the Public as a Historic and Tourist Facility to ensure its future survival and protection'.

2.15 Submission 11 (Mr I French) opposes the draft Variation because of its housing component, the inadequate detail about the boundary of the residential areas, the use of defined land provisions and lack of regard for the entire site's listing on the Register of the National Estate. The submission states that 'tourism can be used to fund the restoration as well as to ensure the continued upkeep of the whole site'.

⁶ Tuggeranong Homestead Complex Conservation Plan (Freeman Collet & Partners, Malcolm Munro & Associates) June 1992

2.16 Submission 12 opposes the draft Variation because of its residential component, the use of the defined land provisions, and the lack of regard for the fact that the whole site is listed on the Register of the National Estate.

2.17 Submission 13 opposes the draft Variation, calling for the site to be preserved 'as a centrally placed Public Park'.

2.18 Submission 14 (Mr N Jensen) opposes the draft Variation. The submission expresses concern that the proposed public park may not be established. Also, it notes that the history of previous compliance with lease conditions on the site 'does not inspire confidence'. In addition, the submission queries the likely financial savings of urban renewal of the site.

2.19 The submission criticises the ACT Heritage Council in regard to the site. The submission mentions that traffic problems will arise with the proposed housing development. The submission (like other objectors) criticises the fact that the Preliminary Assessment was conducted by the same body responsible for the draft Variation (the ACT Planning Authority). The submission states that even if the housing development takes place, the cost of maintaining the heritage aspects of the site may not be met.

2.20 Submission 15 opposes the draft Variation because the site is 'of great historic value' and is 'a valuable National Treasure'.

2.21 Submission 16 opposes the draft Variation because 'the land is part of the whole setting and atmosphere of the Homestead'.

2.22 Submission 17 supports the draft Variation because it 'achieves the ACT Government's commitment to urban renewal without damaging the heritage value of the Homestead'.

2.23 Submission 18 (Mrs R Lamb) opposes the draft Variation because 'the heritage value [of the site] will be destroyed by development for housing'. Also, the submission states that 'the concept plan for public perusal is not detailed enough to inform the public of all specific area changes'.

2.24 The submission states that 'residential development would necessitate costly infrastructure which would result in high costs to the community, [and] in present economic times this would be unjust'. The submission is critical of the ACT Heritage Unit Draft Citation on the Homestead site, and considers that significant historical/cultural features have been overlooked.

2.25 Submission 19 opposes the draft Variation and notes that 'the children and ourselves get great pleasure in watching the horses and cattle grazing and also identifying with all the native bird life which abounds on the property'.

2.26 Submission 20 opposes the draft Variation while noting that 'Area 1 is suitable probably for a retirement village'. The submission states that no residential development should occur on Area 2, that it is important to retain 'the view of the Homestead from Johnson Drive so all the community have visual ownership', that the original cricket pitch should be retained, and that a 'Bean Historical Heritage Park' should be established.

2.27 Submission 21 is from the Minders of Tuggeranong Homestead [MOTH] and opposes the draft Variation: 'We believe the Heritage and Conservation Precinct should comprise the entire existing 31 hectare site'.

2.28 The submission opposes the use of defined land provisions. The submission states that the heritage aspects 'of some features of the site has not been properly evaluated, especially the open setting and the Bean era cricket pitch'. The submission is concerned that the shearing sheds 'will be vulnerable to vandalism' if residential development is placed near them. The submission also considers the fauna study 'inadequate'. The submission criticises the fact that the Preliminary Assessment and the draft Variation were prepared by the same body.

2.29 The submission calls for the 'urban open space' component of the draft Variation to be specifically included in the Heritage and Conservation Precinct. The submission questions the findings of the Freeman Report in relation to the heritage value of the Bean era cricket pitch and the site of Pike's Cottage. The submission notes that it is important to be clear about the heritage features of the site before boundary changes are made (as proposed under the defined land provisions) - for example, to be clear about whether the shearing sheds are included in the Homestead area. The submission expresses concern that the proposed Landscape Master Plan and Conservation Plan would not be subject 'to public scrutiny, comment or consultation'.⁷

2.30 The submission calls for verification of the claim by the ACT Planning Authority that existing schools can readily cope with additional students likely to come from the proposed housing development.

2.31 The submission is critical of the consultation process, calling the Planning Authority dishonest and querying its competence.⁸ The submission also notes that:

MOTH lacks confidence in DELP and the current ACT Heritage Council because: (a) DELP has allowed poor horse management practice and poor building maintenance to occur on the Tuggeranong Homestead site, despite strengthened heritage protection legislation having been in place for about 12 months and despite continuing community pressure for action to redress this situation... (b) The ACT Heritage Council appears to be exercising a double standard... in regard

⁷ MOTH submission, p65

⁸ *ibid*, p16

to the importance it places on on-site features (eg cricket pitch).⁹

2.32 The submission calls for alternative uses for the entire site to be examined, including educational uses and/or use by a government department such as the Heritage Unit or the ACT Parks and Wildlife Service. The submission notes that MOTH's Business Plan would permit the Homestead lease to be developed for visitor accommodation, restaurants, and arts and crafts outlets, as long as the architecture of any new development blended with the heritage buildings. The submission accepts that a draft Variation would itself be required to permit such uses even if no housing was permitted on the site at all.

2.33 The submission contains several appendices, one of which contains the text of a letter to the Chief Minister (dated 11 February 1993) signed by the Presidents/Chairpersons of the Conservation Council, the National Trust of Australia, MOTH, Tuggeranong Community Arts Association and Tuggeranong Community Council. The letter states there is a need 'to safeguard heritage values by retaining the existing boundaries' and by 'the establishment of a community-based committee to participate directly in the management of the Tuggeranong Homestead and its environs as a community asset'.

2.34 Submission 22 is from a group of eight schoolchildren at Theodore Primary School known as the Mini Minders. The children oppose the draft Variation because it does not specify 'how close the townhouses will be to the Homestead and its outer buildings', does not contain a definite plan for the Homestead site, does not say 'what will happen to the wildlife on the property or the horse agistment' and will destroy the old cricket pitch.

2.35 Submissions 23, 24 and 25 support the draft Variation.

2.36 Submission 26 is from Permaculture ACT [PACT] and supports the draft Variation on the basis that it is amended to incorporate 'a Heritage City Farm and up to 250 residences in a Permaculture Development'.¹⁰ The submission states that the aim of PACT (in relation to the site) is 'to build an ecologically sustainable residential development that can be used Australia-wide as a working example'.¹¹

2.37 The submission notes that an example of the type of development proposed by PACT exist in Davis, California. The submission states that a farm manager would be 'directly responsible to the 'PACT-Tuggeranong Homestead Board' for the running of the farm' and 'a Village Manager will be responsible to the Board for the day to day running of the two residential developments'.¹²

2.38 Also, the submission states that 'housing development funding will be by joint venture with a commercial housing developer who will construct the Village Homes site along principles of solar passive housing in an ecologically sustainable manner'.¹³ Funding for the farm activities is said to come from horse agistment and stabling, sale of lucerne, sale of organic produce, Permaculture courses, educational tours, tourist tours of the Homestead and

⁹ *ibid*, p20

¹⁰ Permaculture submission, p2

¹¹ *ibid*, p3

¹² *ibid*, p4

¹³ *ibid*, p5

gardens, Clydesdale horse carriage rides, hire of shearing shed accommodation for courses, school groups, backpackers and tourists.

2.39 The submission states that the crafts facilities 'would be built with materials that blend in sympathetically with the Homestead: for example, mud brick, stone, wood and colonial bricks'.¹⁴ The submission adds that paths (including horse trails) would be built throughout the site

2.40 Submission 27 opposes the draft Variation because it would destroy a tranquil area 'and also put a greater strain on public facilities, that is, roads, transport, sports grounds, education, police and shopping centres, yet alone the environment'.

2.41 Submissions 28 and 29 opposes the draft Variation because of its housing component.

2.42 Submission 30 opposes the draft Variation because of its effect on the bird life, 'not to mention the pleasure that all of us receive as we drive by the Homestead daily'.

2.43 Submission 31 opposes the draft Variation.

2.44 Submission 32 (Mr Stewart) opposes the draft Variation because 'the whole site is a rare and irreplaceable piece of our heritage'. The submission calls for the creation of a 'Tuggeranong Heritage Park, in which only activities compatible with its historic status would be allowed'. The submission considers these activities would include 'a living, active colonial museum', 'a colonial-type motel and restaurant', an open-air amphitheatre, a demonstration farm, riding trails, village green and sports fields, 'botanic, floral and vegetable gardens maintained by volunteers', and 'a small zoo'.

2.45 Submission 33 supports the draft Variation because 'it deals sympathetically with the concerns of local residents' in that the proposed residential development would be sympathetic to the preservation of the site's heritage values.

2.46 Submission 34 supports the draft Variation.

2.47 Submission 35 (Tuggeranong Community Arts Association) opposes the draft Variation because of its residential component. The submission considers the site should be used for 'community cultural activities, ... sporting and recreational uses, ... commercial activity [which is] needed to help finance maintenance of the heritage property, [and as] ... a sanctuary for birds and other wildlife'.

¹⁴ *ibid*, p9

CHAPTER 3: ISSUES

3.1 The Committee has carefully examined the material contained in submissions and oral testimony at the public hearings, together with supplementary material made available following the hearings. Throughout its consideration of this draft Variation, the Committee has benefited enormously by the detailed material made available to the Committee by the present lessee and by MOTH. The latter in particular has provided written and oral material that has sharpened the Committee's focus and facilitated the Committee's understanding of the complex issues generated by this draft Variation.

3.2 Perhaps the most important supplementary material is the Citation for Tuggeranong Homestead Complex prepared by the Heritage Council and gazetted on 1 December 1993. The full text of the Citation is reproduced at Appendix C.

3.3 The Citation identifies the land and existing built elements to be preserved on the site:

in accordance with a conservation and management plan to be prepared and submitted to the Heritage Council of the ACT for approval within a time specified by the Council in consultation with the lessee(s).¹⁵

3.4 The area of land identified by the Heritage Council for preservation corresponds to that shown in the draft Variation as the heritage and conservation precinct. The Committee noted in Chapter 1 that the draft Variation sets out policies and principles to apply to this land, one such policy being the requirement to prepare a Conservation Plan showing 'how the recommendations of the various heritage studies and the Heritage Council's Draft Citation for the site have been addressed'. The Committee fully endorses this requirement.

3.5 It seems to the Committee that no submissions or oral testimony disputed the importance of preserving the essential heritage features of the site. In addition, the Committee did not hear any dispute about the desirability of establishing a public park within the conservation area. The Committee particularly notes that many of those objecting to the draft Variation called for the development of such a park, sometimes on a scale that somewhat surprised individual Members. For example, if the park included an open-air amphitheatre, a demonstration farm, riding trails, village green, sports fields, botanic, floral and vegetable gardens and a small zoo (as one submitter requested), it would take on the appearance of a well-developed commercial enterprise!

3.6 Leaving aside the extent of development of the public park, the Committee agrees with the desirability of integrating a public park on the historic part of the site in order to establish a suitable setting for the heritage buildings and to provide a green space within Tuggeranong Valley that is accessible to all.

¹⁵ ACT Heritage Council, 'Citation for the Tuggeranong Homestead Complex' (1 December 1993), pp8-9

3.7 The Committee considers the critical issue in assessing the draft Variation is whether the preservation of the heritage elements of the site as outlined in the Citation of the Heritage Council requires the whole site to be preserved or whether it requires only that portion of the site identified on the Citation and in the draft Variation.

3.8 It seems to the Committee that the starting point for this assessment is to ask whether there is a need for anything different to be done on the site to what is being done now.

3.9 All the evidence put before the Committee indicates that the status quo position should not be allowed to continue indefinitely. There appears to be general agreement that the site has deteriorated over time for a variety of reasons and that the heritage features would further decay if appropriate action is not taken soon. A representative of the present lessee advised the Committee that in the past three years:

We have arrested deterioration in the heritage structures. We have commenced restoration and we have secured the property against vandalism and other improper use... We have spent not less than \$10,000 on essential repairs.¹⁶

3.10 This comment does not take any account of restoring the landscape to an appropriate standard. The Committee acknowledges that the present month by month lease militates against any long-term investment on restorative measures by whoever holds the lease.

3.11 The same representative of the present lessee noted:

The Homestead will always be expensive to maintain even without public use of the facility. It is costing about \$25,000 per year to maintain the property over and above any income and lease rental. There is a public interest in the property being publicly accessible, but that itself adds to the cost of administering the site in insurance [against] public liability risks.¹⁷

3.12 In order to restore the Homestead and its ancillary buildings to heritage standing, the current lessee estimates \$300,000 would need to be spent and additional amounts would be required for any landscaping work.¹⁸ In order to make the Homestead lease 'financially self-sustaining', Anderson Holdings estimates an investment of about \$1 million-\$1.2 million 'for extra facilities' is required, meaning that (with interest costs taken into account) any future lessee of the Tuggeranong Homestead residual lease:

¹⁶ Mr P Hunt (for Anderson Holdings Pty. Limited), Transcript p17 and p25

¹⁷ *ibid*, p15

¹⁸ *ibid*, p18

should be able to demonstrate that they are prepared to spend \$1.5 million and be able to service that capital in the years ahead.¹⁹

3.13 In addition, the 'future maintenance of the restored buildings and the surrounding landscape ...[will cost] about \$50,000 a year minimum.'²⁰

3.14 The estimate of costs provided by MOTH to the Committee (on a confidential basis) was not dissimilar to the above figures, with MOTH advising that its estimates excluded the cost of roads and probably grossly understated landscaping costs.

3.15 The important point arising from these broad estimates of costs is that the long-term preservation of just the site identified in the Heritage Council Citation (let alone a further area) is going to be very expensive. A Committee Member spoke for his fellows in commenting:

I have not been convinced that the property can be maintained, refurbished, restored without an injection of funds either from the commercial sector or from the Government.²¹

3.16 The Committee accepts that the ACT government is unlikely to devote funds of this magnitude to the site, given the cut-backs in Commonwealth government grants funding to the ACT and other pressures on the ACT budget. The Committee also considers that Commonwealth funding of this scale for the project is unlikely to be forthcoming, though there is a separate issue in relation to possible Commonwealth funding of any War Memorial interest in the site (examined further below).

3.17 The Committee acknowledges the point made by several submitters including MOTH that commercial development should not be seen simply as profit-driven commercial development, and that MOTH and other community groups should be considered in decisions about management of the area. However, the Committee's careful examination of the first of the two submissions put by MOTH reveals that the level of development it proposes to put onto the site has all the earmarks of a commercial development per se - including motel, restaurant/function centre, arts/craft centres, tea room, equestrian centre, horse agistment, etc. The Committee accepts that if the only option is to go down the commercial development route, then the Committee (and the government when making a decision on the draft Variation) should examine all proposals, not only those from a community group such as MOTH.

¹⁹ *ibid*

²⁰ *ibid*, pp18-19

²¹ Transcript, p139

3.18 In relation to MOTH's second submission - which 'is basically to work with the income that the property already generates'²² - the Committee regretfully concludes that that level of income is insufficient to restore the buildings, let alone take steps to restore the landscape. The Committee also notes that a significant portion of the income presently generated by the property is from rental of the Homestead - which presumably would cease once the Homestead was turned into a museum/display centre as most submitters called for.

3.19 The Committee heard one other suggestion for funding the costs of restoration. Not surprisingly, it was from the present lessees (Anderson Holdings Pty. Limited) expressing support for the action proposed in the draft Variation, namely, that those expressing interest in developing the site consider 'the possible subsidisation of the conservation and management of the Homestead complex from funds made available from residential development on the site'.²³ The representative of Anderson Holdings advised the Committee:

We believe that the Territory Plan variation is affordable - but not affordable by the public purse. It can be made affordable by cross-subsidising from the housing developer to the Homestead. That does not mean that the housing will cost any more or that it will be lower in quality. It just means that the developer has to consider, not just the Homestead, not just the housing, but both together...

The arithmetic that we have done suggests that if you take the residual Homestead lease with the residential lease for Ashley Drive/Johnson Drive intersection, upon which the Planning Authority have suggested 150 dwellings, it would work.²⁴

3.20 The Committee also heard that Anderson Holdings had submitted a proposal in 1992 for residential development on the site involving a lesser number of homes than shown in the draft Variation. Further, in response to a question by the Committee, the representative of Anderson Holdings advised that the company had not seriously considered other forms of commercial development apart from housing (such as a motel) - but that the company is not uninterested in such proposals.²⁵

3.21 The Committee notes that a number of submitters - including some objecting to housing development on the site - expressed support for facilities such as a motel and function centre in the proximity of the Homestead. Also, the Committee heard calls for a retirement village to be placed on Area 1 of the site, preferably managed by the RSL. (The Committee notes that a retirement village is permitted within the 'residential' classification of the Territory Plan.)

²² MOTH (Mrs Forceville), Transcript, p160

²³ Draft Variation and background papers, submission by the ACT Chief Planner to the Executive

²⁴ Mr P Hunt, Transcript, p19

²⁵ *ibid*, p23 and p25

3.22 The Committee expresses its disquiet over the premise underlying such calls, namely, that short-stay visitors to a heritage site will be less intrusive or destructive of the local environment than long-term residents of nearby housing estates. The Conservation Council stated in arguing against any housing on the site:

In the case of residences you have got a perceived ownership of land and a perceived backyard right over the fence from people who may not necessarily understand or care about the heritage values of the old buildings beside them.²⁶

3.23 The Committee does not have evidence to back up or to deny such a view but simply points out that there is as much justification to claim that the residents living adjacent to a heritage site might develop a strong bond to the area and seek to look after it, as there is to expect that they would degrade it in some way.

3.24 During the public hearings the Committee's attention was directed to the 'Report on Options for Future Use of the Tuggeranong Homestead Complex and Comment on Procedures for Future Change of Use'.²⁷ This report noted:

It seems to us that the property contains certain areas which could be used for medium/low residential. If this approach is pursued a difficulty is to then find some way of funding the conservation costs both immediate and future, of the Tuggeranong Homestead complex. It is unlikely that any residential project for those parts of the area which may be suitable for this use could incorporate a component sufficient to ensure the long term conservation of the Homestead. Perhaps an alternative to this, if residential is to be the predominant use of the property is that a Government use, for example, the Headquarters for the Heritage Unit or the ACT Parks and Wildlife Service is accepted for the Homestead complex...

If at the end of the discussions with Government it appears that there is no compatible use that is financially viable (either for the whole of the property or the parts identified as being of cultural significance) we would suggest that a process of selective tendering or expressions of interest be used, with clear conservation and other guidelines set out beforehand, to see if an appropriate private or commercial use can be found.

... it should be noted however ... [that] once a substantial part of the property has been allocated to alternative uses, there will be a much reduced interest by private or commercial developers for [the] Homestead complex area.²⁸

²⁶ Mr Falconer, Transcript p57

²⁷ Appendix 1.0 of the Tuggeranong Homestead Complex Conservation Plan Volume 2: 'Conservation Policy and Plan of Management' (Freeman Collett & Partners, Malcolm Munro & Associates) October 1992

²⁸ *ibid*, p3 and p4

3.25 The Committee notes several important aspects of this report. Firstly, it suggests parts of the site can be used for housing. Secondly, it suggests that the residential component would be unlikely to fund the preservation of the heritage areas - but this is disputed by the present lessee (see comments above) and of course cannot be fully tested until market interest is sought (as proposed in the draft Variation). Thirdly, it suggests government use of part of the site is appropriate. Fourthly, the report favours calling for expressions of interest from the marketplace. Fifthly, it notes that commercial interest will be 'much reduced' if 'a substantial part of the property has been allocated to alternate uses'.

3.26 The Committee takes particular note of these comments, especially the last. The clear message coming out of the report is that *the means of adequately ensuring the protection and preservation of the Homestead is bound up with the commercial viability of the overall site*.

3.27 For this reason the Committee is reluctant to rule out any type of development on the overall site while ever it is clearly understood that the commercial development must pay for the costs of restoring and preserving the Homestead site and perhaps also pay (at least in large measure) for the public park. This conclusion is reflected in the Committee's recommendation on the draft Variation.

3.28 The Committee sees the call for an RSL retirement village in Area I in the same light, that is, a retirement village may or may not be suitable for the site but whether it is managed by the RSL or not seems to the Committee to be irrelevant to consideration of the draft Variation.

3.29 In all these considerations, the Committee is aware that the ACT Government can be expected to be interested in the income able to be generated by the site. This may mean that, apart from the problems noted above, the Government may not sympathetically look upon proposals based on donating the site to the RSL or to local schools/colleges²⁹ or to proposals calling for:

a five year peppercorn lease (with options and the right to sub-lease) with rent payment due and negotiable at the end of the first five years.³⁰

3.30 In relation to the type of housing that might go onto the site, the Committee heard a particularly interesting submission by a representative of Permaculture ACT [PACT]. The submission is briefly summarised in Chapter 2. The essence of the PACT submission is the establishment of a heritage farm on the site along with:

residential areas which would be compatible with the farming community because we would involve that community in their own community farms so that they would have their patch of land so that they could grow their vegetables and be taught by the [farm] manager and his wife on permaculture principles so

²⁹ MOTH (Mrs Forceville), Transcript p184

³⁰ MOTH's second submission (presented to the Committee on 3 December 1993), p2

that it would be aiming at sustainability, without any of the problems of introduced fertilisers, pesticides or weedicides.

... within a residence and a court yard adjacent to that residence the person who owns it would have pretty well full control over what they plant in their courtyard and what form of fence they put up, but outside of that area into the common land ... we may develop something like a body corporate which would manage that common land in a way that was sympathetic not only to the principles of permaculture but to the land care principles for the site and the heritage value.³¹

3.31 The representatives of PACT claimed that the income generated by these activities would pay for the restoration of the heritage buildings.³²

3.32 *The Committee is attracted to this type of development for several reasons. Firstly, it retains the concept of a working farm on a site that has been used in this manner since European settlement began. Secondly, it does not separate out the heritage features of this site and remove them from what is happening around them - the proposed development could be expected to harmonise with those heritage features. Thirdly, the development would contribute to the greening of the Tuggeranong Valley and facilitate preservation of the bird life. Fourthly, the development would not be exclusive but would invite public interest in, and access to, the site. Fifthly, the development would enable plots of land to be farmed by groups of school children and (for example) the Canberra Organic Growers. Sixthly, the proposal is innovative and exciting, and would itself contribute to wider interest in the Tuggeranong Valley and to Canberra generally.*

3.33 In making these remarks, the Committee is not stating its absolute preference for this type of development over all others. It seems to the Committee that the government should take these matters into account when it makes further decisions on the development of the Tuggeranong Homestead site.

3.34 The Committee raised one item earlier in this Chapter which should be more fully addressed. It concerns the degree of interest by the Australian War Memorial in the site.

3.35 The Committee heard several comments that the Planning Authority had misrepresented the view of the War Memorial in commenting on the draft Variation that:

The Australian War Memorial (AWM) holds the furnishings, library, photographs and documentation relating to the C E W Bean era at the Homestead. The written and photographic material is now available for public access and study at the War Memorial. The furnishings are in storage until such time as they can be appropriately used to commemorate Bean's era.

³¹ PACT (Mr Wickett), Transcript p68 and p70

³² *ibid*, p69

AWM staff have recently visited the Homestead complex and determined they have no wish to take over its management as a C E W Bean memorial.

The AWM have advised that all material related to the Bean period at the Homestead is now available to the public for study at the Memorial, and it is appropriate that it remain there, where it can be properly conserved.³³

3.36 In order to clarify the interest of the Memorial in the Tuggeranong site, the Committee wrote to the Memorial, which replied in terms of the letter reproduced at Appendix D. This letter specifically notes that the Australian War Memorial considers that Tuggeranong Homestead 'would seem deserving of preservation as it is:

one of the small number of historical homestead sites in the ACT, and the place where Charles Bean penned the first volumes of his influential Official History of Australia in the War of 1914-18.³⁴

3.37 The letter further notes that 'the Memorial does not have funds for projects of this kind' and that the Memorial might consider the use of the Homestead if funds were provided to restore and 'upkeep' the Homestead.

3.38 The Committee accepts that this letter makes plain the Memorial's lack of interest in managing the Homestead other than as a participant in a wider management group and, in this case, only after that group had secured appropriate funds and established 'an appropriate management plan'.

3.39 This clarification of the interest of the War Memorial indicates to the Committee that it would be imprudent to rely on War Memorial participation in the care and preservation of the Tuggeranong Homestead site, though the Committee recommends to the government that every effort be made to involve the War Memorial in the management of the Homestead. In particular, the Committee considers it would be an excellent result if, at some time in the future, the War Memorial could be encouraged to recreate Bean's study in the restored Homestead - under the sort of curatorial conditions that the material now enjoys in the care of the Australian War Memorial.

3.40 In terms of the War Memorial's capacity to assist efforts to turn the Homestead into 'an international centre for military scholarship or even a... centre of international affairs'³⁵, the Committee is not convinced of the Memorial's interest; and without its active support (including monetary contribution), the Committee regretfully concludes that such a centre is unlikely to be developed. However, the

³³ Draft Variation and background papers, Annexe D, p32

³⁴ Letter to the Standing Committee on Planning, Development and Infrastructure from the Australian War Memorial (Mr B Kelson, Director), dated 29 November 1993

³⁵ Conservation Council (Ms Rees), Transcript pp43-44

Committee notes that a more active interest by the Australian War Memorial is not ruled out in the future in that the present and proposed land uses enable a museum or a 'Bean study centre' to be established if the necessary funding can be secured.

3.41 A further matter of concern raised by several submitters is the use of defined land provisions in the draft Variation. It was noted that this meant the public would not have the opportunity to comment on the final appearance of any buildings to be placed on the site³⁶ or to comment on the exact boundaries between the proposed housing and conservation precincts.³⁷

3.42 The Committee appreciates the concern underlying these comments and considers it would be desirable for a way to be found to provide some public reassurance that the details of the final development are in accord with the overriding need to preserve the heritage value of the site. Accordingly, the Committee was pleased to be advised by the Planning Authority during the public hearings that the Authority would bring back to the Committee the Conservation Plan once it was finalised 'and we could also seek to see that it could be discussed under a separate conservation process with the Committee'.³⁸

3.43 The Planning Authority also advised the Committee that it would bring to the Committee the final landscaping plan in order to provide 'an opportunity for the community to be involved'.³⁹

3.44 The Committee Members appreciate that the issue of defined land provisions in a site like that of the Tuggeranong Homestead is a difficult one. On the one hand there is a need to ensure that the community has an opportunity to comment on proposals for the area and on the other hand there is a need to allow the actual development to proceed smoothly once all appropriate consultative and deliberative steps have been taken.

3.45 The identification of defined land enables matters of subdivision design (including road layout) to be handled without the need to initiate another draft Variation process. In the case of the draft Variation before the Committee, there is a need to ensure that any final subdivision plan and landscape plan take due account of the heritage features of the site and hence the Committee is pleased they will come back to this Committee.

3.46 The Committee briefly comments on two other matters raised by some submitters. The first concerns the proposition that an urban infill project such as that proposed in the draft Variation involves the government in less expenditure than would otherwise be the case. The Committee did not consider that this issue was critical in the context of considering the Draft Variation for the Tuggeranong Homestead site, which essentially raises heritage and cultural issues. The second matter was the capacity of local schools to cope with the increased number of students

³⁶ Mr Stewart, Transcript p36

³⁷ Mrs Lamb, Transcript p130

³⁸ Planning Authority (Mr Brady), Transcript p78

³⁹ *ibid*, p79

arising from housing development on the site. The ACT Department of Education considers there is currently space capacity for student enrolments in the local schools.

CHAPTER 4: RECOMMENDATION

4.1 The Committee recommends that the draft Variation for Richardson Section 450 Block 1 (Tuggeranong Homestead) be endorsed subject to the following changes -

(1) the permitted land use for that portion of the site not marked as 'residential' in the draft Variation be 'horticulture/animal husbandry/community use' with the land use immediately adjacent to the existing built form (and including that built form) to be 'community/cultural'; and that the 'residential' land use be expanded to include 'residential/horticultural';

(2) further, that the areas of land use designated as 'horticulture/animal husbandry/community use' be developed as a heritage farm along the lines outlined in this report, reflecting the following considerations:

- such usage retains the concept of a working farm on a site that has been used in this manner since European settlement began;
- it does not separate out the heritage features of this site and remove them from what is happening around them; instead, the proposed development could be expected to harmonise with those heritage features;
- the development would contribute to the greening of the Tuggeranong Valley and facilitate preservation of the bird life;
- the development would not be exclusive but would invite public interest in, and access to, the site;
- the development would enable plots of land to be farmed by groups such as school children and (for example) the Canberra Organic Growers; and
- the proposal is innovative and exciting, and would itself contribute to wider interest in the Tuggeranong Valley and to Canberra generally.

(3) In addition, the Committee reiterates its support for that aspect of the draft Variation which would require proponents interested in developing the site to demonstrate a commitment to adequately fund the conservation and maintenance works identified in the Citation of the Heritage Unit for the site - this recognises the fact that the whole 31 hectares of the Tuggeranong Homestead site is classified by the National Trust of Australia and the whole 31 hectares is on the Register of the National Estate.

(4) Also, the Committee recommends that the Government impose a requirement that the final lessee specifically involve key stakeholders in the ongoing maintenance and preservation of the heritage area - such stakeholders being those such as the on-site community, the wider community, the Heritage Council, the Minders of Tuggeranong Homestead, the National Trust, the Australian War Memorial, Permaculture ACT, and the Conservation Council of the South East Region & Canberra.

(5) The Committee recommends that the conservation plan, the landscape master plan and the detailed subdivision plan take due account of the heritage features of the site and be brought back to the Standing Committee on Planning, Development and Infrastructure once finalised (it being noted that a complete tree survey should be undertaken before any development occurs and the survey's results be used in determining the layout of the site).

(6) The final plan provide for a public park which would commemorate the playing of cricket in recognition of the former cricket pitch established on the southern part of the Tuggeranong Homestead site by Charles Bean in the 1920s.'

David Lamont MLA
Chairman
11 February 1994

APPENDIX A
SUBMISSIONS RECEIVED BY THE COMMITTEE ON THE DRAFT
VARIATION FOR RICHARDSON SECTION 450 BLOCK 1 (TUGGERANONG
HOMESTEAD) [in alphabetical order]

1. Anderson Holdings Pty Ltd
2. Brunskill, Dr and Mrs
3. Calwell Garden Connection
4. Cooper, Mrs S
5. Davey, C & C
6. Efkarpidis, Mr T (for Cannons supermarket at Calwell)
7. Forceville, Mr G
8. Forceville, Mrs L
9. Free, B & B
10. French, Mrs D
11. French, Mr I
12. French, Mr J
13. Hines, Mr R
14. Jensen, Mr N
15. Joyce Family
16. Kaiser, Miss D
17. Kilduff, Mr S
18. Lamb, Mrs R
19. Masler Family
20. McKay, Mr P
21. Minders of Tuggeranong Homestead [MOTH]
22. Mini Minders (Theodore Primary School)
23. Name unclear [address clear]
24. Name unclear [address clear]
25. Ogl, M [signature unclear but address clear]
26. Permaculture ACT (P.A.C.T.)
27. Peters, B and Family
28. Roumeliotis, Mr J
29. Samir, W
30. Sedlacek, M
31. Short, Mrs S
32. Stewart, Mr R
33. Theo, Mr G
34. Tuggeranong Community Arts Association
35. Velby, G [signature unclear]

APPENDIX B
LIST OF WITNESSES

Friday 26 November 1993

Mini Minders (eight children from a Year 4/5 class at Theodore Primary School: R Buchholz, M Brogdon, C Core, D Dalla, N Jones, K Larson, B Stark, A Vella - accompanied by the school Principal, Mr R Green, and two teachers: Ms K Kershaw and Ms D Willems).

Mr P Hunt (for Mr J Anderson, Managing Director, Anderson Holdings Pty Ltd)

Mr Stewart

Conservation Council of the South-East Region & Canberra Inc.

- Ms J Rees (President)
- Mr R Falconer (Director)

Permaculture ACT (P.A.C.T.)

- Mr John Wickett (Convenor)
- Mr Mike Smith
- Mr Frank Canas

ACT Administration

- Mr P Guild (First Assistant Secretary, Lands Division, DELP)
- Mr P Brady (Principal Planner, ACTPA)
- Mr J Feint (Manager, ACT Heritage Unit, DELP)

Minders of Tuggeranong Homestead (MOTH)

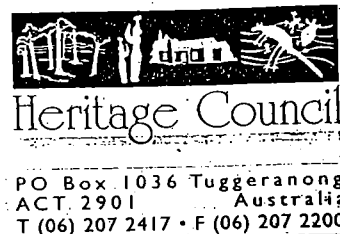
- Mrs Lyn Forceville (Chairperson)
- Mrs Rebecca Lamb (Deputy Chair)
- Mr Norm Jensen
- Mr Ian French

Friday 3 December 1993

Minders of Tuggeranong Homestead (MOTH)

- Mrs Lyn Forceville (Chairperson)
- Mrs Rebecca Lamb (Deputy Chair)
- Mr Norm Jensen
- Mr Ian French

Mr I French (in a private capacity)



APPENDIX C

AUSTRALIAN CAPITAL TERRITORY INTERIM HERITAGE PLACES REGISTER

For the purposes S54(1) of the *Land (Planning and Environment) Act 1991*, a
Citation for:

Tuggeranong Homestead Complex

has been prepared by the Heritage Council of the ACT and included in the Interim
Heritage Places Register.

The date of Gazetteal: 1 December 1993.

Enquiries about this place and copies of this Citation are available from:

The Secretary
Heritage Council of the ACT
PO Box 1036
TUGGERANONG ACT 2901

Telephone: (06) 2072417 Facsimile: (06) 2072200

INTERIM HERITAGE PLACES REGISTER

CITATION

Tuggeranong Homestead Complex

NOMINATED BY: ACT Heritage Unit

STATUS OF PLACE AT NOMINATION DATE:

Register of the National Estate: Registered 25/8/1981.

Conservation Plan prepared by Freeman Collett and Partners, 1992.

Classified by the National Trust of Australia (ACT)

NCDC Sites of Significance Volume No: 4; Page No. 56; SOS Number: T 15

DESIGNATED TERRITORY/ACT LEASED LAND

LOCATION OF PLACE:

- a) Part of Block 1, Section 450 and part of Blocks 1 and 2, Section 477, Richardson comprising the Homestead Complex and associated planting on the driveway avenue. Part of Block 1, Section 451 and Block 2, Section 452, Richardson comprising associated plantings;
- b) The Tuggeranong Homestead Complex comprises part of the area bounded by Johnson Drive, Ashley Drive and a concrete floodway (originally Tuggeranong Creek) together with the land to the immediate north of Johnson Drive leading to the Monaro Highway together with some plantings adjacent to Rohan Street, Richardson;

DESCRIPTION OF PLACE:

The site contains the extant structures of the historic Tuggeranong Homestead Complex site. These remaining buildings and structures provide evidence of the sequence of construction, materials and building techniques of the development and use of buildings and structures on a rural property in the region with use spanning approximately 168 years.

List of structures on the site as per Map 2:

Shearing shed and yards (101);
Old shearing shed, dip and yards (102);
Machinery shed, barn and stables (103);
Machinery shed and workshop (104);
Fuel store and tanker shelter (105);
Store room / schoolroom (106);
Shearers' / Maids quarters (107);
Homestead (108);
Cow bail and yards (109);
Chicken Coop and yards (110);
Water Tower (111);
Meat House (112);
Two-seater toilet (113);
Pumpshed (114) and tank (115);
Garage, washroom and tanks (116);
Tennis court (117); and

List of Landscape features on the site as per Map 1:

The agricultural rural setting which is defined by the area to be gazetted and includes all the following elements;
Historic avenue of *Pinus radiata* (1), Cedar of Lebanon *Cedrus libanii* (2), and *Pinus radiata* (3) (recommended for register of notable and commemorative trees);
Orchard site with historic oaks, pines, poplars and willows and including selected regrowth (4);
The remnant stand of *Eucalyptus melliodora*/*E. blakelyi* (5) 'woodland' and grassland;
Pinus radiata shelter belts (6);
Entrance driveway avenue of suckering elms and regrowth of historic elms around the homestead and outbuildings (7);
Pinus radiata, *Fraxinus oxycarpa*, yuccas and hawthorns along path to tennis courts and the 'avenue' of hawthorns (*Crataegus sp.*) adjacent to the former south east access track, some of which are of considerable age(8);
Flowering plums planted by C.W.Bean (9);
Pinus halepensis Aleppo pine (10);
Pinus pinea Stone pine (11)

A detailed account providing descriptions and current condition of components of this site can be found in the Tuggeranong Homestead Complex Conservation Study by Freeman Collett and Partners, 1992 (Volume 1 - Conservation Analysis Pp 36-45 for structures and Pp 46-61 for landscape and vegetation).

BACKGROUND:

Phase 1 Early settlement (1824-35)

No evidence of the earliest structures remains.

1835 TH Macquoid purchased the Tuggeranong property from McClaren and Wright.

Phase 2 Macquoid (1835-57)

Buildings and structures are described in a notice of auction 1841. The smaller fireplace in the lounge, which was built into the new hall when the old homestead was pulled down is the only possible house remnant from this phase. The original barn was built during this period, and appears to have survived largely intact. Other buildings mentioned have not survived.

1836-41 The original homestead 'Waniassa' was built, comprising 4 main rooms. The estate included a stone cottage, a dairy, barns, stores, stabling quarters, stock yards, complete with numerous paddocks, some with crops of wheat, barley, hay and potatoes, and vegetable gardens and orchards.

Phase 3,4,5 Cunningham family (1858-1916)

Many outbuildings were constructed during the Cunningham period of ownership. Buildings that survive today built during this period include the schoolroom and the maids quarters. The pisé homestead was extended and altered substantially during this period, and then along with a number of outbuildings was partially demolished in 1908, only to again be rebuilt. There are identifiable fence lines and the establishment of various landscape features which date to this period. The remnant bridge structure is visible in the creek bank.

1857 Andrew Cunningham purchased the estate of Macquoid jnr.
c1900 The homestead consisted of 16 rooms constructed of a variety of materials.

1908 Alterations to the homestead, designed by Mrs Cunningham, involved the retention of 7 rooms and the construction of 16 new rooms (with stone foundations and pisé walls, underground cellar, installed acetylene gas and electric bell). The long avenue of pines was planted to mark the new entrance to the homestead.

1913 AJ Cunningham died and Tuggeranong was once again run from Lanyon.

1916 The Cunningham Family sold their property at Tuggeranong and west of Murrumbidgee to the government for use as an arsenal.

Phase 6 Dr CEW Bean (1916-26)

During this brief period much of the built structure relating directly to the farming history of the property was demolished. Former stock yards became a large vegetable patch and the surrounding area was used as a cricket pitch.

1918 The arsenal proposal was cancelled.
1919-25 CEW Bean and the War History team were assigned the homestead as a base to write the official history of World War I.

Phase 7 McCormack family (1927-76)

During this period the homestead underwent its most radical changes, being largely modified in 1949-50. The shearing shed was built in 1929. Extensions were carried out to outbuildings, and new buildings constructed. The early dam was constructed in 1928-30. The surrounding grounds were not given the same care and attention that had been afforded them in previous years. Pines were planted in the 1930s and 40s. The most recent shearing shed was built in the 1950s.

- 1928 The Tuggeranong property was divided up under soldier settlement schemes. The homestead and area surrounding it was leased to the McCormack family until 1976.
- 1929 The Shearing Shed was erected by the McCormack family and was later superseded by the larger shed erected in 1954.

Phase 8 Tuggeranong Pastoral Company (1976 to present)

During the first years of government resumption the state of the property deteriorated with neglect. The outbuildings have continued to deteriorate as a result of under-use and lack of maintenance. During this period ornate light fittings from the formal living room were stolen. Access to the Ashley Drive was constructed in 1976. The concrete stormwater channel redirecting Tuggeranong Creek was constructed during this time.

- 1976 Rapid urban development and the construction of the concrete lined stormwater channel drastically changed the area surrounding the homestead.
- 1980 Tuggeranong Pastoral Co. Pty Ltd take up a 12 year lease on the remaining area of land. The homestead and surrounds were classified by the National Trust.
- 1981 The homestead and surrounds were nominated to the Register of the National Estate.

A detailed account of the historical documentary record linking construction dates, alterations and demolitions on the site to the historical overview can be found in the Tuggeranong Homestead Complex Conservation Study by Freeman Collett and Partners, 1992 (Volume 1 - Conservation Analysis Pp 2-23 for historical overview and Pp 26-36 for historical documentary record).

ANALYSIS AGAINST THE CRITERIA SPECIFIED IN SCHEDULE 2 TO THE LAND (PLANNING AND ENVIRONMENT) ACT 1991:

Criterion (ii): A place which exhibits outstanding design or aesthetic qualities valued by the community or a cultural group.

The Tuggeranong Homestead site as a grouping of rural buildings (including the shearing shed group) as a relatively intact homestead complex has iconographic significance to the surrounding and general community. In comparative terms the site is only paralleled by Lanyon as the other two major rural complexes have been radically changed to fit their twentieth century usage (Duntroon and Yarralumla).

The vernacular form of the Tuggeranong barn as an individual structural element within the Homestead Complex provides a stylistic/architectural element of significance, as an important example of this early building type.

Other stylistically significant elements of the buildings are the Federation style living room and hallway of the homestead (in particular) and the Federation outbuilding style of the Fuel Store and Machinery Shed and Workshop.

Criterion (iii): A place which demonstrates a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function which is no longer practised, is in danger of being lost, or is of exceptional interest.

The Tuggeranong Homestead Complex survives as the central core of a large farming property. It is rare in that it survives in a setting that is today surrounded by suburban development. The Homestead Complex and its setting demonstrate a land use and lifestyle that is becoming rare in the ACT. The group of buildings demonstrate the land use patterns of a working farm, and the range of buildings indicates the changes that have taken place in the past 150 years.

The Homestead Complex is a notable example of a group of farm buildings that has developed in response to changing land use and user requirements. It demonstrates architectural and cultural landscape characteristics typical of changing use patterns, and possesses a range of buildings, structures and landscape features that demonstrate these changing patterns. The farm buildings demonstrate a variety of construction types, sophistication and materials; provide an indication of how rural farm construction varied over time depending on the availability of labour; and indicate the suitability over time of a range of building materials to a particular rural setting. The Homestead Complex is therefore of significance to the ACT region.

The Tuggeranong Homestead site retains elements of the natural landscape that are becoming increasingly rare in the Tuggeranong Valley. The site contains stands of indigenous eucalyptus woodland, located around and to the north of the woolsheds. In addition it contains windbreaks and avenues of exotic trees, and evidence of continuous garden plantings dating back to the late nineteenth century. The site provides an example of continuous landscape modification and beautification as a result of European occupation. The stand of native woodland, and grasslands, are of local significance to the Tuggeranong Valley, being one of the few remaining in this area.

The elements within the Complex which particularly demonstrate these criteria are as follows:

The Shearing shed and yards

Historically significant for demonstrate of land-use function of the site, now rare in the Tuggeranong Valley

Old shearing shed, dip and yards

Historically significant site of early stockyards. The building is a fine example of the use of crafted bush timbers. The building and yards demonstrate land-use, function and process of shearing which is no longer practised on site.

Machinery shed, barn and stables

The barn is historically significant as the oldest surviving building on the site, having been erected before 1841. The building indicates earlier land use patterns and is a comparatively rare and intact example of its type.

Storeroom/schoolroom

Historically significant for demonstrating the development of the Homestead Complex. The building was erected to accommodate the increasing requirements of the Cunningham family. The isolated schoolroom indicates a way of life and function no longer practised.

Shearers/Maid's quarters

Historically significant for demonstrating the development of the Homestead Complex. The maid's quarters are a clear indication of the status of the occupants of the Homestead, and in this egalitarian age, represents a way of life no longer practised. The Pisé construction is of technical interest as one of the few comparatively intact examples in the ACT.

Homestead

Although radically changed in form over its lifetime, the Homestead plan, detail and style demonstrate a way of life, of taste, and tradition now only rarely found, particularly in the ACT.

Tennis Court

Historically and socially significant as centre of recreational activity on the site. Provides clear indication that the property was used for recreation as well as farming and official activities.

The cow bails and yards, chicken coop and yards, water tank, meat house, two-seater toilet, pump shed and tank are all essential although lesser, elements, of the operating farm. They help reinforce an earlier way of life. The garage, wash-house and tank reflect changing customs.

Criterion (iv): A place which is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual cultural, educational or social associations.

This Complex, as remnant of the rural past of the ACT, exhibits iconographic and aesthetic significance to the surrounding community.

The Homestead Complex has important social associations, particularly in the early mid to late nineteenth century as one of the major pastoral stations of the Limestone Plains region. The occupancy and ownership of the property by leading families of the colony of NSW and of the region ie; the MacQuoids and the Cunninghams vests the Homestead Complex with considerable social significance. The use of the Homestead Complex by the war historian, CEW Bean and his team of fellow historians, vests the Homestead Complex with considerable cultural and educational associations.

In general, the Tuggeranong Homestead Complex demonstrates the impact of an increasingly sophisticated social life on the close relationship between residence, pastoral activities and landscape.

Criterion (v): A place which is the only known or only comparatively intact example of its type.

The Tuggeranong Homestead Complex is the only large nineteenth century pastoral homestead complex set within the suburban development of Canberra. The sister property of Lanyon which has received extensive conservation work is at the edge of suburban development as is Woden property to the east.

Criterion (vi): A place which is a notable example of a class of natural or cultural places or landscapes and which demonstrates the principal characteristics of that class.

The Tuggeranong Homestead Complex demonstrates well the nineteenth century pastoral complex, even although that function has long since ceased. The extant complex illustrates those factors determining the initial settlement of this site, the self contained nature of the Homestead Complex and the processes involved in the changing scale and pattern between buildings and landscape. Only one other nineteenth century pastoral complex of similar size remains within the ACT, ie Lanyon Homestead Complex.

Criterion (vii): A place which has strong or special associations with a person, group, event, development or cultural phase which played a significant part in local or national history.

The site has particular associations with a number of significant individuals and groups. The site has been in continuous European occupation for over 150 years, and retains built and landscape features from much of that time. In particular, the site was owned in the 1830s and 1840s by Thomas Hyacinth MacQuoid, Sheriff of the Colony of NSW. The stone barn remains from this period. The property was owned and operated by the Cunningham family, and was operated by the Cunningham family, and was operated jointly with Lanyon to the south for many years. A number of buildings and structures from the time of the Cunninghams remain.

In the years immediately following World War I the Homestead Complex was used by CEW Bean and the War History Unit as a base from which the official history of World War One was compiled. The group used the site for recreation and food production in addition to its original function, and clearly the site played an important part as a background for the production of the official history. As the site where the official war history was prepared, Tuggeranong is of historical significance to the nation.

Criterion (xi): A place which demonstrates a likelihood of providing information which will contribute significantly to a wider understanding of natural or cultural history, by virtue of its use as a research site, teaching site, type locality or benchmark site.

The Tuggeranong property, because of its location within suburban Canberra is a place ideally situated for use as a research, teaching or benchmark site. Further, there are a number of locations within the property which will prove to be archaeologically rich, and which has potential to provide additional information about the nineteenth and twentieth century occupancy of the site, i.e. rubbish tip sites, former cottage sites.

STATEMENT OF SIGNIFICANCE:

The Tuggeranong Homestead Complex is significant as a relatively intact homestead group and landscape which exhibit the changes of use and occupancy over nearly 160 years.

The Complex has iconographic significance as a pastoral complex and landscape within the modern development of suburban Canberra.

Elements of the complex have architectural significance as representative of the vernacular and functional tradition of rural building and as representative of particular architectural styles ie the Federation overlays of the 1908 homestead additions.

The Complex and particularly the outbuildings demonstrate a variety of construction types and materials now rare within the Australian Capital Territory.

The site contains exotic trees dating back to the nineteenth century and stands of indigenous eucalyptus woodland rare in the Tuggeranong Valley.

The woodland is important as a large area of open space, as part of the backdrop to Tuggeranong Homestead.

The site has important social associations with the pastoral personalities and communities of the nineteenth century Limestone Plains, and has cultural and historical associations through the use of the Homestead by the WWI History Team.

The site has specific associations with the MacQuoid family, the Cunningham family, CEW Bean and the McCormack family and thus has regional, state and national associations.

The site has potential not only for study of the flora, fauna and archaeological relics, but also to explain the life style and processes of the European occupancy of the area.

SPECIFIC REQUIREMENTS:

In accordance with S.54(1) of the *Land (Planning and Environment) Act 1991*, the following requirements are identified as essential to the retention of the heritage significance of the place:

1. The existing built elements listed below and including those referred to in map 2 are to be conserved in accordance with a conservation and management plan to be prepared and submitted to the Heritage Council of the ACT for approval within a time specified by the Council in consultation with the lessee(s):

Shearing shed and yard (101), Old shearing shed, dip and yards (102);
Machinery sheds, barn, stables and workshop (103,104);
Fuel store and tanker shelter (105);
Store room / schoolroom (106);
Shearers' / Maids quarters (107);
Homestead (108);

Cow bail and yards (109);
Chicken Coop and yards (110);
Water Tower (111);
Meat House (112);
Two-seater toilet (113);
Pumphed and tank (114, 115);
Garage, washroom and tanks (116);
Tennis court (117); and

2. The existing landscape features listed below and including those referred to in map 1 are to be conserved in accordance with a conservation and management plan to be prepared and submitted to the Heritage Council of the ACT for approval within a time specified by the Council in consultation with the lessee(s):

The agricultural rural setting which is defined by the area to be gazetted and includes all the following elements;
Avenue of pines and cedars (1,2 and 3);
The oaks, pines, poplars and willows in the orchard precinct (4);
The remnant *Eucalyptus melliodora*/*E. blakelyi* woodland and grassland (5);
The shelterbelts (6);
The elms including selected regrowth in the homestead precinct and approach and selected regrowth in the orchard (7 and 4);
The *Pinus radiata*, *Fraxinus oxycarpa* and the 'avenue' of hawthorns (*Crataegus sp.*) adjacent to the former south east access track, some of which are of considerable age (8);
Flowering plums planted by C.W.Bean (9);
The Aleppo pine and Stone pine (10 and 11); and
The open space surrounding the homestead (12).

3. The area of the woodland and grassland (5) to the west of the main homestead area is to retain its open woodland character (refer map 1: 12,5,10). The visual links to the homestead precinct are to be maintained. The remnant woodland and the patch of *Danthona* grassland, are to be conserved. Further study of flora and fauna in this area is to be encouraged.

REFERENCES:

National Trust file

Crosby, E 1981 Tuggeranong Historical and Archaeological Report.

Freeman, Collett and Partners 1992 Tuggeranong Homestead Complex Conservation Plan, Volumes 1,2,3. Report to the Department of the Environment, Land and Planning.

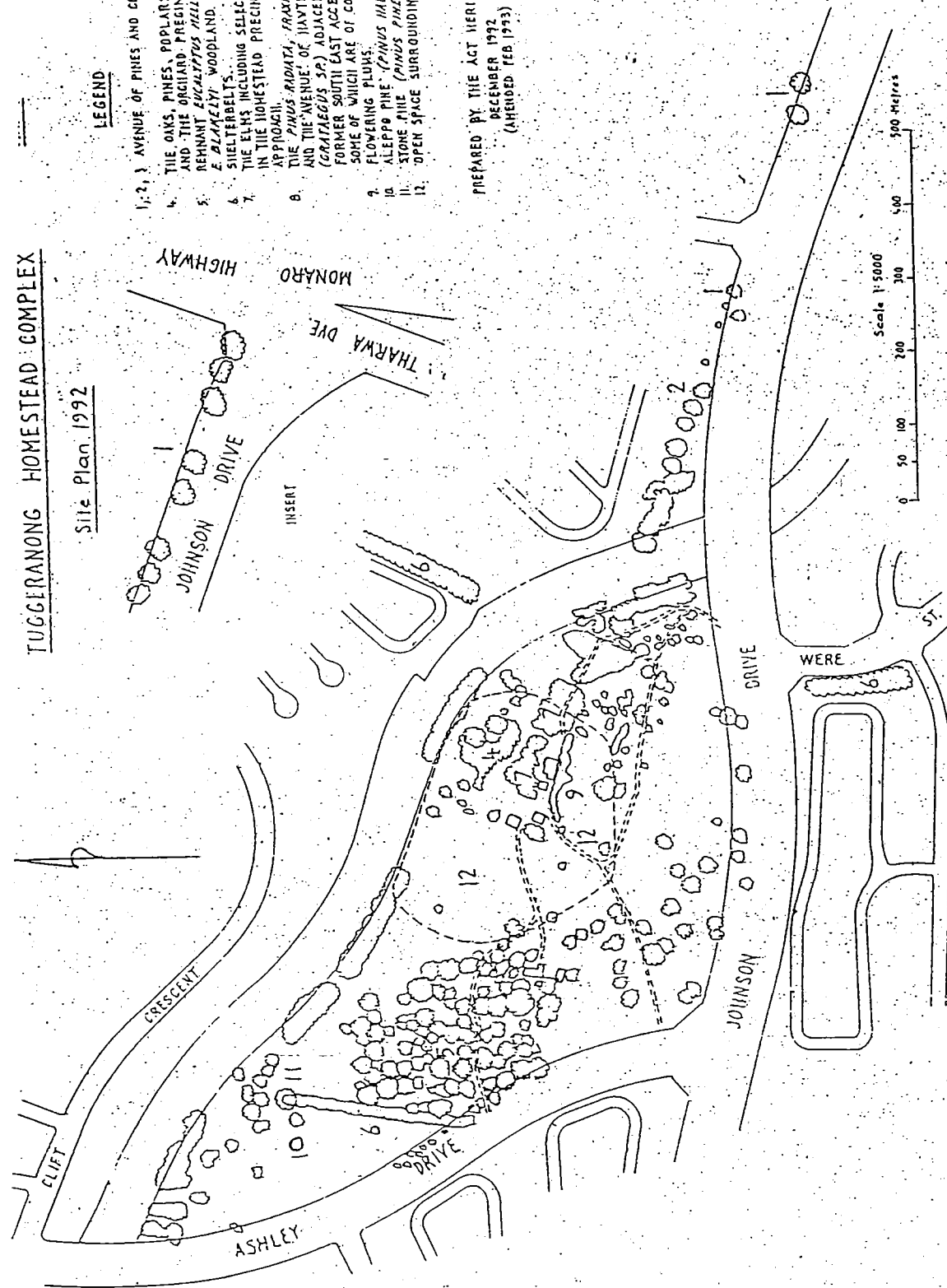
TUGGERANONG HOMESTEAD COMPLEX

Site Plan 1992

LEGEND

- 1, 2, 3 AVENUE OF PINES AND CEDARS.
- 4 THE OAKS, PINES, POPLARS AND WILLOWS AND THE ORCHARD PRECINCT.
- 5 REMNANT *EUCALYPTUS VILLOSA* AND *E. ALAZARZI* WOODLAND.
- 6 SHELTERBELTS.
- 7 THE ELMS INCLUDING SELECTED REGROWTH IN THE HOMESTEAD PRECINCT AND APPROACH.
- 8 THE *PINUS ARDATHI*, *FRAXINUS OXYCARPA* AND THE AVENUE OF JAVIERONS (*GRATEGUS SP.*) ADJACENT TO THE FORMER SOUTH EAST ACCESS TRACK, SOME OF WHICH ARE OF CONSIDERABLE AGE.
- 9 FLOWERING PLUMS.
- 10 ALLEPO PINE (*PINUS PINEA*).
- 11 OPEN SPACE SURROUNDING HOMESTEAD.
- 12

PREPARED BY THE AGT HERITAGE UNIT
DECEMBER 1992
(AMENDED FEB 1993)



SIGNIFICANT STRUCTURES

TUGGERANONG HOMESTEAD COMPLEX

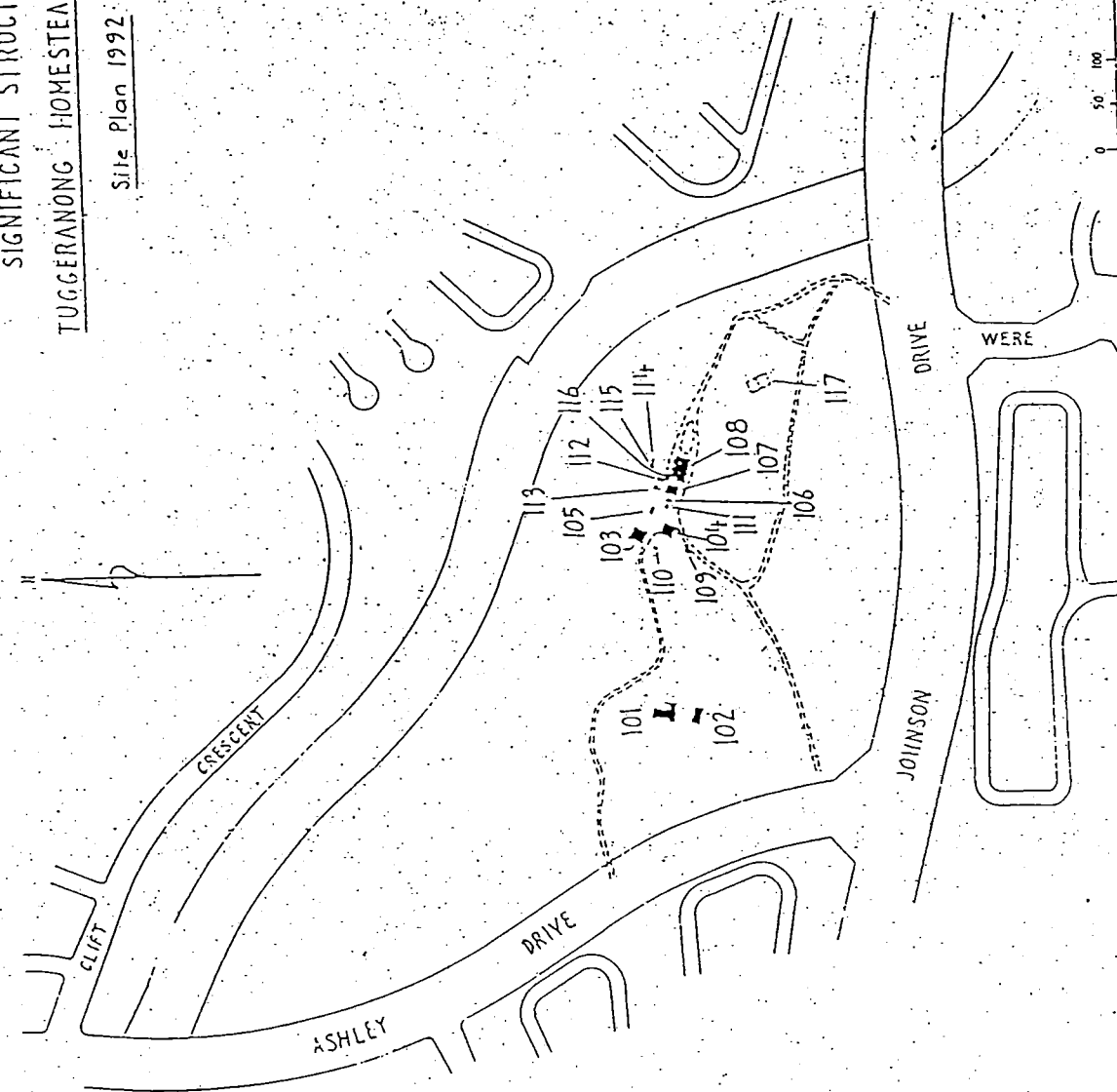
MAP 2

Site Plan 1992

LEGEND

- 101 SHEARING SHEDS AND YARDS.
- 102 OLD SHEARING SHED, DIP AND YARDS.
- 103 MACHINERY SHED, DANIEL AND STABLES.
- 104 MACHINERY SHED AND WORKSHOP.
- 105 FUEL STORE AND TANNE SHELTER.
- 106 STORE ROOM / SCULLION.
- 107 SHEARER'S / MAID'S QUARTERS.
- 108 HOMESTEAD.
- 109 COB BAIL AND YARDS.
- 110 CHICKEN COOP AND YARDS.
- 111 WATER TOWER.
- 112 HEAT HOUSE.
- 113 TWO-SEATER TOILET.
- 114 PUMP SHED.
- 115 WATER TANK.
- 116 GARAGE.
- 117 TENNIS COURT.

PREPARED BY THE AGT HERITAGE UNIT
DECEMBER 1992



B.E.W. Kelson
Director

Mr Rod Power
Secretary
Standing Committee on Planning,
Development and Infrastructure
Legislative Assembly for the ACT
1 Constitution Avenue
CANBERRA ACT 2601

I have your letter of 29 November 1993 seeking to learn what the Australian War Memorial's interest might be in utilizing the Tuggeranong Homestead site.

As one of the small number of historical homestead sites in the ACT, and the place where Charles Bean penned the first volumes of his influential Official History of Australia in the War of 1914-18, Tuggeranong Homestead would seem deserving of preservation.

If the Homestead, restored and conserved with an appropriate management plan and funds provided to support its upkeep, were offered to the Memorial, we would be prepared to consider how we might make proper use of it.

The Memorial does not have funds for projects of this kind.

Yours sincerely

Handon Kelson.

Brendon Kelson

Tuggeranong Homestead Complex

Area to be gazetted to the interim Heritage Places Register

