3. PLANNING PRINCIPLES
3. Planning & Design Principles

3.1 The Principles

Based on the various investigations and the community consultations, a framework of planning and design principles was developed.

Spatial principles create the structure, including building massing and the activity principles describe the purpose of the place. The two types of principles are integrated and complimentary and together form the framework for the master plan and indicate the factors taken into account in its development.

The spatial principles and the resulting urban structure are relatively prescriptive and objective. The principles are derived from the key physical characteristics of the place. A specific urban structure evolves from the application of these principles that is unique to the place and which ensures that its distinctive characteristics are retained.

The activity principles are more flexible and their application more subjective. Proposals with varying amounts of and locations for different uses could each be consistent with a set of activity principles. Similarly the preferred activity mix could vary over time in response to changing requirements and priorities.

The principles are summarised below and presented in more detail in the following sections.

Retain the heritage of the place - respect and reinforce the significant heritage of the area including the built form, the spaces between and the social history of the area.

Retain available views - retain views of the heritage buildings and spaces from within Section 49 and views to and from the lake, harbour and Wentworth Avenue.

Ensure connectivity - between Section 49 and other areas within the Kingston Foreshore, especially the lake and harbour and the surrounding area including Kingston Centre.

Establish a coherent urban structure - key views, movement corridors and the public realm define the urban structure of the place.

Discourage traffic through area - minimise the need for external traffic to pass through the Foreshore.
Respect the height of the heritage buildings - ensure that new development does not dominate or screen the Power House.

Activate the precinct - an inviting destination night and day that appeals to a wide cross-section of the community and encourages the development of Section 49 as a major destination within the city for residents, workers and visitors.

Encourage mix use development - a mix of community and small-scale commercial spaces. Encourage land uses/activities that will increase the diversity of the overall foreshore and attract people to the area during weekdays and also in the evening, while recognising the need to maintain the existing residential amenity.

Develop an arts hub - as the basis for a vibrant and creative precinct.

Limit residential development in the precinct - in order to encourage an active area and minimise potential conflict between uses.

Include adequate open space - to encourage people to visit and provide a place to recreate for all age groups.

Provide sufficient parking - Ensure adequate parking and maximise opportunities for shared use while encouraging the community to access the area by non-car based transport.

Create an attractive public domain - create external public spaces that are well integrated with internal spaces, especially those accessible to the public. Clearly delineate public spaces.
3.2 Spatial Principles

3.2.1 Retain the Heritage - the Heritage Strategy

The existing heritage studies variously have regard for considerations of heritage setting and curtilage. However, these issues are not addressed comprehensively across Section 49, and the documents do not provide an overarching summary of the significance of the former Kingston industrial/government services suburb. A primary focus of the Heritage Strategy is to address these matters and to provide a suite of conservation policies and management guidelines that have regard for the significance of the area. (Appendix 1)

The heritage strategy sets the parameters for the master plan in relation to heritage buildings and elements to be conserved, the extent of curtilage around the buildings and views and vistas to be retained. The heritage strategy incorporates five key components (Figure 10):

- significant buildings and elements;
- setting;
- views and vistas;
- new development, and
- interpretation.

Approaches to conservation/adaptation are based on whether buildings and elements are of primary or secondary heritage significance.

The buildings and elements of primary heritage significance are:

- former Power House;
- former Fitters’ Workshop;
- former rail sidings alignments to the north and south of the Power House and the remnant section of railway platform to the south-west of the Fitters’ Workshop;
- the embankment adjacent to the northern rail alignment;
- remnants of the 1920s windbreak along Wentworth Avenue; and
- the 1926 component of the Transport Depot, including the welded portal frame.

These buildings and elements should be retained and conserved with new uses that have regard for the significant fabric and values of each place.

The heritage strategy identified that the 1948 Switching Room and the later additions to the Former Transport Depot do not contribute to the heritage significance of the place. These elements could be demolished if required to implement aspects of the master plan.

Approaches to the treatment of the setting for heritage buildings and elements are based on whether they are located within the primary curtilage or the secondary curtilage:

- The primary curtilage is the area surrounding the Power House and the Fitters Workshop. This area should be retained as open space in order to appreciate the architectural and planning relationship between the two buildings.
- The secondary heritage curtilage includes all heritage buildings and trees within the precinct. The secondary heritage curtilage is intended to represent a zone of heritage sensitivity.

Where new development is proposed adjacent to the primary curtilage or in the secondary heritage curtilage, the siting, massing and height of new built form should demonstrate a sensitive approach to buildings and elements of primary significance.

The pattern of development, which was determined by the orientation of the rail siding, is an element of primary heritage significance. The sidings extend across the area. As much of the sidings as possible should remain legible as linear open space. However, limited truncation of these alignments outside the primary heritage curtilage would be consistent with the intent of the curtilage. The rail alignments are also a critical component of the future interpretation of the former industrial/government services area.
Figure 10: Heritage Strategy

KEY

- Kingston Section 49

SIGNIFICANT BUILDINGS AND ELEMENTS

- Significant buildings / built fabric and rail sidings
- Zone of greater heritage sensitivity
- Zone of lower heritage sensitivity
- Significant trees
- Significant views
3.2.2 Retain Available Views

The key views and vistas are a combination of views with heritage significance and more recently established views (Figures 10 and 11).

Even though the twin gables of the Power House are a long-standing feature of the local skyline, the Power House has traditionally been screened from Wentworth Avenue and views from this direction are of relatively recent origin. In contrast, views from the river and lake were relatively open. These views have been substantially blocked by development along the harbour front.

From a heritage perspective, the key consideration in terms of views and vistas are local views of the Power House and Fitters’ Workshop as structures with a clear visual, planning and functional relationship. The primary vantage points for these views are from the north-east, particularly viewed obliquely. Future development should not impact upon or impede an appreciation of these views.

Apart from the local views that are of heritage significance, the primary views to and from Section 49 are essentially longer distance views from the surrounding areas including from Mt Pleasant. The views into the area focus on the primary heritage curtilage and especially the Power House and Fitters’ Workshop and provide differing perspectives of these areas.

The secondary views are local and recently established. The view from Gosse Street towards the Power House was created as a result of the demolition of a building fronting Wentworth Avenue. The view from and to the reconfigured Kingston Harbour is being created as a result of controls applying to development of Site 19 (Dockside apartments).

The recently established view corridors should be retained and future development should not reduce the existing views to and from Section 49 from the lake, Wentworth Avenue and along Printers Way and Trevillian Quay. The extent of the primary and secondary view corridors to the north-east, east and south in Section 49 is defined by the edges of existing built form beyond. The view corridors that have been established beyond the site should be extended into Section 49. The scale of the view corridors within Section 49 should be consistent with their extent in the surrounding areas.
3.2.3 Maximise Connectivity

The success of Section 49 depends on the ability to attract people and to retain them for as long as possible. Therefore it is essential that the area is well connected to other parts of the city and that people can move around easily, safely and comfortably. A connected precinct is internally permeable and well linked to surrounding areas with safe and convenient footpaths, cycle routes and roads.

Movement corridors should connect Section 49 to the surrounding areas and in particular to Wentworth Avenue and to the pedestrian/cycle route along the Foreshore (Figure 12). Ideally the number of connections should be maximised so that there are numerous points of arrival, for accessibility and legibility.

Within the precinct, pedestrian movement should be encouraged by providing various route options that in turn will maximise permeability. Routes should connect to the pedestrian routes through the harbour front developments to integrate the area with Section 49. Routes should be direct and offer visual connections between destinations and especially between the major pedestrian generating activities in the area, such as the markets, harbour and parking areas.

Maximising connections to, and within, the precinct will ensure that it remains permeable to the public at all times.

The movement corridors can exploit the spaces created by the view corridors. These are natural pathways that provide direct and visible connections between places.
### 3.2.4 Establish a Coherent Urban Structure

The areas of heritage significance together with the view and movement corridors are the most important spatial elements. Together they create a coherent urban structure that recognises and reinforces its history and visual connections. These define the urban structure (Figure 13).

These areas are to remain in the public realm and establish an edge for future built form (Figure 14).

Development of the remaining areas would have very limited, if any, impact on the heritage of the place and views and vistas to and from it. As such they are suitable for development (Figure 15). They are residual areas that contribute little to the distinctive character of the precinct.

The areas for future development are ‘left over’ after identifying the spatial elements of the precinct. To further ensure that development has minimal impact on the most significant elements of the place, the ‘footprint’ of these areas is to be setback a considerable distance from the heritage curtilage (about 30 metres).

The urban form of Section 49 is therefore defined by the public realm, movement and view corridors and development opportunities (Figure 16).

The high voltage line and easement is incorporated into the urban structure. Development areas do not encroach in the easement (Figure 17).
Figure 16: Urban Form

DEVELOPMENT OPPORTUNITIES
PRIMARY MOVEMENT
SECONDARY MOVEMENT
Figure 17: ActewAGL Electricity Conduit

EXISTING CONDUIT
3.2.5 Discourage Through Traffic

Building on the principle of maximising connections, the detailed design of the precinct should encourage pedestrian movement and discourage vehicular traffic. This is to be achieved by generally containing vehicular traffic to the periphery of the area (Figure 18):

- the main vehicular access to the site will be via a new road formed by the extension of Printers Way to Eastlake Parade;
- vehicular access/egress to the western part of the precinct would be from Eastlake Parade; and
- the pathways delineating the heritage precinct from the proposed commercial development are intended to be primarily pedestrian routes but could be used as shared ways if required at certain times.

The remaining movement corridors shown in Figure 16 are to be primarily pedestrian routes, although east-west connections could be shared ways.

The design of these routes should include pavements and signage to designate their purpose as shared ways. In this regard the intention is to provide access for service vehicles rather than for general traffic.

Traffic planning should also accommodate tourist buses since their capacity to access the area would enhance the areas attractiveness.

The community was concerned that the proposed extension of Printers Way would become a ‘rat run’ and that traffic would travel at relatively high speeds along it. The traffic modelling has concluded that the road will function as a slow speed environment because on-street parking is to be permitted on both sides. The modelling has also found that it will be quicker for vehicles to travel along Eastlake Parade and Giles Street than along the extension to Printers Way. Under these circumstances traffic will be discouraged from using the proposed road.

It is not possible to construct new intersections along Wentworth Avenue in the vicinity of Section 49. Therefore a high proportion of traffic from the area will exit onto Wentworth Avenue via the existing road network (Eastlake Parade, Giles Street or Eyre Street).

The future performance of these intersections was assessed based on the estimated level of development in Section 49 and proposed development in the adjacent areas. Future intersection performance was modelled for a typical weekday morning and afternoon peak and for weekend traffic.

The assessment concluded that all intersections would operate at an acceptable volume and level of average vehicle delay following development of Section 49 Kingston and adjacent areas.
3.2.6 Respect the Height of the Heritage Buildings

In order to retain views of the heritage buildings and to ensure that the significance of the heritage buildings and elements is retained, the maximum height of new development will be influenced by its proximity to the heritage precinct. The heritage strategy specifies that within the heritage cartilage, the height of new buildings is to be sensitive to the buildings and elements of primary heritage significance.

In order to maintain the visual prominence of the Power House and to a lesser extent the Fitter Workshop, any future development immediately adjacent, should not extend above the underside of the eaves of the Power House. The height of the underside of the eaves is 12.8m which equates to about three storeys and the maximum height is relative level 573.1 above sea level (RL 573.1).

Building heights in areas that are not adjacent to the Power House or the Fitters Workshop to be consistent with the Territory Plan. Therefore building heights may vary across Section 49.

The heritage strategy defines to extent of the area where building heights should be lower (Figure 20). It also includes sections showing the application of the heritage provisions regarding building height (Figure 19).

Figure 19: Building Heights (Section)
Figure 20: Building Heights (Plan)

- Building height RL 573.1
- Building height RL 578.5
3.3 Activity Principles

3.3.1 Activating the Precinct

Although Section 49 is active during the weekends, activity is limited during weekdays.

The Canberra Glassworks, Old Bus Depot Markets and Brodburger are the major activity nodes in the precinct and activate the immediate areas when they are open. The Canberra Glassworks and Brodburger are open during the week and at weekends and the Old Bus Depot Markets generally open on Sunday only. Of these activities, the Old Bus Depot Markets is the major magnet, attracting people to the precinct. However at present the markets only operate on Sundays. Brodburger has relocated to the Canberra Glassworks and is also attracting people to the area, including during the week. As a consequence of its relocation the active areas have been extended (Figure 21).

Currently there are few activities in Section 49 to attract visitors to the area during the week. Further the pattern of development and dominance of residential development suggests that fewer people come to the area each day to work than leave to work elsewhere. The number of people currently working in the area is not sufficient to create a critical mass of pedestrian activity. Most employment is located along Wentworth Avenue at the periphery of the Foreshore and workers in these areas are not visiting Section 49 regularly.

Throughout the consultations however the desire to activate the precinct was one of the strongest recurring themes, even if the ideas as to how to achieve this varied.

It is a strongly held view in the community that Section 49 should be developed as an active and lively area that people want to visit day and night. The community recognises that the area is largely unoccupied during the week and at night with little to attract people or to create a lively feel to the area. They would like the area to develop into an inviting and safe place with diverse and complementary community and smaller-scale commercial activity, provided that it does not compete with the Kingston Centre.

This view is consistent with the planning objectives for the Foreshore in general and Section 49 in particular. The planning objectives seek to create a vibrant mixed use water front development incorporating a strong arts, cultural and tourism theme and providing for community, residential, convenience retail, offices, street markets, professional suites, restaurants and cafes, education, hotel accommodation, tourist attractions and indoor markets. The existing planning controls require that much of the ground floor space is developed for commercial use. On the other hand, much of this space is vacant, partly because of the lack of passing pedestrian traffic.

Many of the community’s aspirations for Section 49 Kingston and the planning objectives for the Foreshore will be achieved by activating the precinct. The urban structure, especially the movement corridors, will support greater activity in the precinct. However urban structure alone will not guarantee development of a vibrant, lively area.

To achieve this outcome, activities that attract people and hence generate pedestrian activity should be encouraged to locate in the area. In particular, pedestrian generating or active uses should be established at ground level along major movement routes that are likely to have the highest pedestrian volumes (Figure 22).
Figure 21: Activity Nodes

- TELopea Park
- ARTS AND RELATED ACTIVITIES
- EASTLAKE PARADE
- WENTWORTH AVENUE
- TELopea PARK
- ARTS AND RELATED ACTIVITIES
- ACTIVE PUBLIC REALM

Scale: 20m - 100m
Apart from the markets, the activities along the harbour foreshore will be the major attractors, at least until the arts hub is well established.

These activities will contribute to the activation of the precinct in several ways:

- they are located at the edges of the precinct and will anchor activity and promote pedestrian movement between them;
- requiring active frontages to be located along the main movement corridors;
- pedestrian movement will be channelled along the connecting routes between the anchors;
- demolition of the northern façade of the Former Transport Depot will open the building to the north, creating an extended active frontage, and allowing activities within the building to interact with the external spaces.

In order to maximise opportunities to develop a lively, vibrant precinct the detailed planning of the area should incorporate a minimum requirement that active frontages are mandatory in strategic locations (Figure 22), that is, areas that are expected to have the highest pedestrian volumes.

Where active frontages are mandatory building designs should use a high proportion of visually - permeable materials such as glass. Direct connections from internal spaces to the public realm are encouraged (rather than via a foyer or similar) and the finished floor level of internal spaces are to be at a similar level to the level of external areas.

Community voices

Bring people into the area during the day and have a focus on mid week activities.

It should be a thriving area day and night. At the moment activity is grouped around the Old Bus Depot Markets. It would be good to be able to come to the precinct at other times and enjoy the area.

I would like to see landscaping of the open space that would attract people to both inside and events, with access to good food and refreshment as needed both day and night.

It would add the vibrancy of the area if the commercial space extended beyond cafes to boutiques and arts/crafts stores for example to help showcase local designers.

There is a lack of everyday facilities such as cafes, commercial shops, bars.

A mix of uses will create a sense of a village. Aim to create a vibrant village atmosphere that provides the arts space needed in a consolidated area.

The area should include activities for families and should offer variety and not just expensive activities.

Activities could include workshops and studios, a micro-brewery, farmers market, boutique hotel, artists accommodation and festivals and events,

Don’t over-develop the area.

Is commercial space needed? Perhaps the area could be open space.
Figure 22: Active Areas and Frontages
3.3.2 Encourage Mixed Use Development

The Kingston Foreshore was not traditionally a meeting place or area that people routinely visited. However the transformation from an industrial area seeks to create such a place.

Encouraging mixed use development will increase the number of people visiting the precinct including at weekdays and at weekends, during the day and at night. Similarly increased employment opportunities will contribute to the diversity of activities in the area. It will also introduce a day time day population to support other activities during the week.

A mix of community, commercial and residential activity will increase the diversity of the Foreshore, while maintaining existing residential amenity. Mixed use development is essential to activate the precinct. The character of the area could be more diverse and active if commercial office and retail development, the arts hub and associated uses are delivered.

The planning framework does not prescribe where different activities should be located within Section 49. It does however indicate possible uses for each development area (Figure 23). Similarly the planning framework does not specify the quantum of different uses. However the following principles are intended to guide the mix of uses:

- the arts hub will be the basis of a lively and creative precinct;
- open space is to be adequate to provide different recreational opportunities for different groups;
- residential development is to be integrated to optimise opportunities for other uses; and
- adequate parking is to be provided and opportunities for shared use are to be optimised.

The location of activities within the precinct is discussed in the following section.
Figure 23: Land Use Opportunities
3.3.3 Develop an Arts Hub

The identity of Section 49 has strong cultural associations and the area is often referred to as the ‘Kingston Cultural Precinct’ or the ‘Kingston Arts Precinct’. The establishment of an arts hub will cement this current identity. It is envisaged that the hub would be the catalyst for the establishment a vibrant and creative precinct.

From a spatial and activity perspective, there are three main prerequisites for the successful creation of an arts hub: centrally - located space, adequate space and integration with other activities.

The arts hub is an integral part of a vibrant precinct and arts. Therefore arts activities and especially those that contribute to active streets should be located in central locations with high volumes of pedestrian traffic. While such areas may be relatively high value areas, locating arts activities in areas in peripheral areas will limit their potential contribution to the area and the benefits to arts activities of a central location.

A fundamental requirement is that sufficient space is available in central locations within the precinct for ‘community’ arts activities. A mix of ground floor space for ‘people-generating’ uses and upper level space for administrative and similar functions that do not require a prominent location would be required to meet the user requirements of arts organisations.

It is anticipated that to meet the space requirements, purpose-built facilities would be developed and heritage buildings adapted to accommodate arts activities. However it is not intended that arts activities locate only in these spaces or that small-scale retail and commercial arts-related activities are excluded from these spaces.

Effective mixed use development means not only the establishment of a variety of uses in an area in discrete buildings but also the mixing of uses within buildings. Therefore arts activities should be integrated with other activities throughout the area.

To achieve successful integration, ‘community’ arts activities would be located in the purpose-built and heritage buildings, however people-generating arts activities could be also located in privately constructed space elsewhere in the precinct, especially adjacent to commercial arts and related activities that also require ground floor locations.

Similarly small scale commercial boutique activities could locate in the purpose built arts facilities and the upper levels could be leased to other uses. In this way the arts hub would extend into and blend with other parts of Section 49 rather than being an ‘island’ clearly demarcated from the surrounding areas. In other words, the intention is to ‘salt and pepper’ community arts organisations and small scale commercial uses throughout Section 49.

Such integration will contribute to the development of a vibrant precinct.
3.3.4 Open Space

Consultation with the community has identified that there should be sufficient open space to meet the differing recreation needs of residents and visitors. The community considered it was important that there would be spaces for informal activities such as children's play areas, BBQ's and an outdoor cinema, together with more formal areas that reflected the heritage of the precinct.

The public realm (Figure 14) includes the heritage curtilage and the view corridors, including the existing mature vegetation and open areas along Wentworth Avenue. It occupies over 1.6ha which is the equivalent of about 30% of the total site area. This represents a significant proportion of the site and responds to the community aspiration to include a reasonable amount of open space in the future development.

These areas could be developed into different types of open space to meet differing requirements. For example:

- the heritage curtilage could be used for outdoor activities related to the adjacent uses;
- the area to the north of the Former Transport Depot could be an attractive meeting place because of its northern orientation;
- the park between the Power House and Eastlake Parade could allow informal recreation including activities such as children's play areas and BBQ areas and more structured events such as outdoor cinema and festivals; and
- smaller outdoor spaces located throughout the area including a small square in Arts Lane and the open space fronting the extension of Trevillian Quay could allow informal recreation.

The amount of open space is generally determined by the spatial principles and does not vary depending on how the activity principles are interpreted. However, the way these spaces are developed and the type of activities they offer would vary.

3.3.5 Limit Residential Development

The planning of Kingston Foreshore envisages that the whole area will be a mixed use area. The Kingston Foreshore Master Plan proposes that the diversity of uses will be greatest in Section 49. For this reason, only limited residential development should be located in Section 49. Limiting residential development will counter-balance its dominance elsewhere in the Foreshore. It will also limit conflict between different uses, especially between night time entertainment activities and residential uses.

Increased office employment could underpin the development of cafes and restaurants, support other retail and community activities and balance the number of residents leaving each day. Introducing larger scale office development into the precinct would be intended to achieve a similar result to strategies to increase residential development in the major centres: a more lively area day and night.

- a site has been identified primarily for residential use adjacent to the existing residential development 'Aspire';
- other sites primarily for arts, commercial (office or retail) and car park use can support residential uses as a secondary use generally on upper levels;
- be located on the ground floor only in areas where the master plan does not specify active frontages.
3.3.6 Provide Sufficient Parking

In Canberra, parking affects people’s willingness to visit places and also influences how they travel. Parking provision should support other planning intentions of the master plan such as to activate Section 49 and increase the diversity of uses. This can be achieved by providing just enough parking to meet demand.

The urban structure proposed for Section 49 enables potential development areas to be used for different activities. Two sites are considered suitable locations for a parking structure to meet demand generated by future development in Section 49 and non-residential development in the surrounding...
3.3.7 Create an Attractive Public Realm

area (Figure 23).

The development plan includes an extensive public domain. This planning framework ensures that the major public areas will not be overshadowed by development and therefore will be comfortable spaces to be.

The sun studies undertaken show that the primary public spaces will receive extended sunlight.

The heritage impact assessment proposed that future landscaping should be of a contemporary character and appearance that responds to the historic context with a balance of soft and hard landscaping.

Principles for planning the public realm should include:

• the concept of the heritage precinct is to unite designs for streets, lanes and open spaces to ensure a coherent and integrated public realm;

• high quality consistent materials are to be used in all areas;

• an integrated approach to landscape/urban design will be adopted;

• visual links have to be maintained to lake and lakeside parkland; and

• design of the public realm is to balance an innovative approach with respect for the industrial heritage.
4. **Applying the Principles**
4. APPLYING THE PRINCIPLES

The indicative master plan was developed iteratively in conjunction with the community, taking into account the findings of the various investigations and occurred in conjunction with the community.

4.1 Concept Plan

Based on the above planning principles, an initial concept plan was developed (Figure 24). The concept plan demonstrated the application of the principles to the site, taking into account the physical constraints such as the location of the high voltage electricity easement and the limited opportunity to increase the number of intersections along Wentworth Avenue.

The concept plan proposed:

- In relation to the heritage buildings and elements:
  - retention of the railway alignments;
  - an open area to establish a setting for the Power House and the Fitters’ Workshop;
  - removal of some sections of the former Transport Depot considered to be of secondary heritage significance; and
  - demolition of the former switching room adjacent to the existing sub-station also considered to be of secondary heritage significance.

- Two access roads within the area:
  - a new road extending Trevillian Quay and Printers Way to a junction in the vicinity of the Fitters’ Workshop and incorporating the electricity easement into the road alignment; and
  - a service road off Eastlake Parade providing access and egress to a new parking structure.

- A parking structure to replace surface parking adjacent to the Power House.

- Pedestrian connections along the shortest route from the Former Transport Depot to the harbour and between the Power House and the lake along a key view line identified in some of the planning intentions for the area.

  • Public spaces including:
    - a landscape link between the Power House and lake;
    - a new plaza to the east of the Fitters’ Workshop and the north of the depot building; and
    - retention of open spaces adjacent to Wentworth Avenue.

The areas remaining after the placement of these elements became the potential development parcels. The concept plan identified four parcels and based on their location preferred uses were identified:

- a purpose-built arts facility at the centre of the area with visual and physical connections to other parts of the area;
- a site for residential development adjacent to existing units at the south of the site; and
- two sites for commercial development between the Power House and Eastlake Parade.

The concept plan formed the basis of the second round consultations. The community was asked to indicate what they liked and did not like about the concept. A summary of their views are included in the consultation report at Appendix 3 and in Figure 25.

The comments and feedback have informed the planning and urban design principles and influenced the master plan.
Figure 24: Initial Concept Plan

- Prune markets to open up to north and open views to Fitters Workshop
- Introduce structured parking access from Wentworth Avenue
- Pedestrian connection from markets to lake
- Connect Trevillian Quay to precinct
- Retain site of rail lines
- Develop landscaped link to lake
- Introduce built edges to define Power House precinct
- Develop idea of Arts lane
- Develop idea landscaped link

- Hot spots
- Residential
- Commercial
Figure 25: Community comments about the Concept Plan

LIKES
- View corridors retained
- Central axes/boulevard
- Improved pedestrian access
- Mixed use development - not solely commercial or arts use
- New internal road location
- Basement parking for all new buildings
- Access to Kingston Foreshore & Lake Burley Griffin maintained
- Active frontage adjacent to heritage buildings & along main access routes
- Multi-level car parking structure
- View of heritage buildings from Wentworth Avenue retained
- Landscape zone along Wentworth Avenue retained

SUGGESTIONS
- Increase use of Old Bus Depot Markets by creating a multi-purpose space
- Precinct could incorporate workshops, industrial designers, product design & fine arts
- Can the substation be moved?
- Car parking structure should be hidden by vertical gardens or other building articulation methods
- Create formal parking within Wentworth Avenue median
- Kids playground should be included
- Access for basement parking should be via east lake parade
- Wind break on north-western end required
- Night time arts activity such as theatre, cinema & music needed

DISLIKES
- Needs more open space
- Internal road should only provide access for emergency & service vehicles - not private cars
- Development should be low level, no higher than 2-6 storeys
- Lack of service areas and access
- Residential & commercial together leads to noise complaints
- Built form could create wind tunnels
- Location of car parking structure - should be closer to main hub of activity
- Internal road disconnects arts hub - should be a pedestrian way instead
- No residential should be permitted
- Commercial & residential creates loss of “grungy” arts feel
- Built form is too large - need internal courtyards
Looking south from the surface carpark towards the Powerhouse and Fitters Workshop.
4.2 Indicative Master Plan

The planning principles establish an urban structure and form for Section 49. The principles establish the fundamental constraints and opportunities for the future use of the precinct. Within this structure, numerous land use distributions could be developed, based on the principles.

The indicative master plan (Figure 26) illustrates how the principles could be achieved as part of the long term development of the precinct. It should be regarded as indicative, rather than a blueprint for future development and illustration by a number of artist impressions showing the public realm in the vicinity of the Power House.

4.2.1 Land Use

In accordance with the principle of encouraging diversity, the indicative master plan proposes a mix of uses in specific locations (Figure 16). In addition to the existing buildings, the master plan includes the developments for the following activities:

- open space;
- residential development;
- commercial (office) development;
- commercial (retail and similar uses) and arts related activities at ground floor; and
- purpose-built arts facilities.

Development yield

The ground floor space will enable community or commercial arts-related uses, boutique retailing and a wide range of other uses to locate in the precinct. The purpose-built arts space will support the establishment of community arts activities. These activities will provide different reasons to visit the area and increase its attractiveness. The ground level space allows for day and night activities.
Figure 26: Indicative Master Plan - Kingston Section 49

*Note: Residential may be explored as a secondary / minor use for some of the above sites
Figure 27: Artist Impression
Arts Hub

The Kingston Arts Precinct Strategy identified that about 5300m² of additional arts space is required to meet the needs of arts organisations. The master plan identifies several sites that could be suitable locations for arts activities (Figure 26).

Residential

The master plan identifies one site to be primarily used for residential development located adjacent to the Aspire building which can provide around 150 units. The footprint of the proposed development relates to the footprint of the Aspire building, thereby protecting the amenity of units in that development with a northern orientation and completing what has always been planned as a site for residential development.

Limited residential development could be located in the other buildings where it would not detract from the activation of the arts hub, such as upper levels. The exact mix and location will be determined at the time of any land sales, using the master plan principles and intent as a guide.

Commercial

The master plan introduces larger scale commercial (office) development as a means to increase the level of daytime activity in the precinct and the foreshore.

The commercial (office) activities could be located on the upper levels of the two buildings to the north of the Power House or in the buildings adjacent to proposed residential development, increasing the number of workers in the area on weekdays.
Figure 28: Artist Impression
4.2.2 Parking & Traffic

A parking assessment and traffic assessment of the indicative master plan has been undertaken by GTA Consultants. The report is at Appendix 2 and is summarised below.

Parking Demand

Based on the Parking and Vehicular Access General Code, and the parking requirement for the different uses, about 1,180 parking spaces. In addition, some of the surrounding non-residential parking is required to be provided within Section 49. This is to prevent waterfront developments being unfeasible or dominated by parking.

The likely excess demand from the other developments is about 395 spaces. In total, about 1,575 spaces would be required within Section 49, including the available capacity in the surrounding network within 200m of the site.

Because Section 49 is to be developed as a mixed use area, it is probable that parking demand from the various uses will occur at different times of the day and week. Excluding residential development, there is potential for different uses to ‘share’ parking spaces and thus maximise their efficiency. Assuming that uses with parking demand occurring at different times share parking spaces, it is estimated that there would be a peak demand of about 1,370 and 1,280 car parking spaces during the weekday and weekend respectively. This includes the existing surveyed demand within Section 49.
Proposed Parking Supply

The Master Plan provides parking in several ways:

- a multi-storey parking structure providing approximately 480 spaces. The spaces are located in a split level arrangement, with some basement and roof top parking;
- a requirement that the proposed commercial development within the Section 49 allows public access to its basement parking on weekends (about 310 spaces);
- parking for stall holders at the Old Bus Depot Markets will be provided in surface parking adjacent to Wentworth Avenue and in the extension to Printers Way (about 100 spaces); and
- residential parking demand will be met within the residential site with visitor parking met on-street.

Set-down/pick-up parking areas will need to be maintained at the northern frontage to the Former Transport Depot with adequate space for refrigerated vehicles in the current location.

About 1,402 spaces will be available on weekdays and about 1,287 spaces will be available on weekends in Section 49, and spare capacity in surrounding areas within 200m of the site. Assuming that the area is fully developed and occupied, the number of spaces available for both the weekday and weekend could be met.

Table 2: Parking demand from proposed developments

<table>
<thead>
<tr>
<th>Development Use</th>
<th>Weekday</th>
<th>Sunday</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>172</td>
<td>172</td>
</tr>
<tr>
<td>Visitor</td>
<td>19</td>
<td>19</td>
</tr>
<tr>
<td>Arts/Cultural</td>
<td>48</td>
<td>40</td>
</tr>
<tr>
<td>Retail/Shop</td>
<td>358</td>
<td>521</td>
</tr>
<tr>
<td>Office</td>
<td>722</td>
<td>0</td>
</tr>
<tr>
<td>Sub-total</td>
<td>1,319 spaces</td>
<td>752 spaces</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Existing Section 49 Demand</th>
<th>Weekday</th>
<th>Sunday</th>
</tr>
</thead>
<tbody>
<tr>
<td>33 spaces</td>
<td>526 spaces</td>
<td></td>
</tr>
<tr>
<td>1,372 spaces</td>
<td>1,278 spaces</td>
<td></td>
</tr>
</tbody>
</table>
If parking in future were to exceed the current expected demand, there are several strategies that could be adopted to address any possible parking deficiency, including but not limited to:

- establishing additional surface parking in the vicinity;
- better utilisation of existing parking areas, such as the public car park located on Section 19 Kingston in the Kingston Group Centre; and
- increasing the capacity of the proposed parking structure.

Each of these strategies would increase the parking supply. A combination of strategies may be the most appropriate way to increase supply if required in future. However, as the future demand is expected to be able to be met no immediate action is proposed.

A commitment is in place to implement pay parking in certain areas of the Parliamentary Zone including Barton. This may create a displacement of current vehicles into areas with a lower, or no parking charge. Overall supply and demand of parking within Kingston will be monitored. Parking controls including signage, permits, time restrictions or pay parking will be considered as necessary.
4.3 Alternative Land Use Distributions

As noted previously, the indicative master plan is one of many ways that activity can be distributed throughout Section 49. Three scenarios were formulated to assess the development capacity of different distribution of land use throughout the precinct. The scenarios are shown in figures. Two approaches were adopted to estimate development capacity:

* an approach that estimated capacity based on the various planning and heritage requirements applying in the precinct;
* an approach based on achieving the plot ratio that have been previously achieved in the precinct.

The scenarios were selected to highlight the differences, however many other scenarios could also be developed. The first based on the following assumptions:

* the area of commercial floor space has been estimated for each scenario based on the building footprints shown in the indicative master plan;
* the number of residential units has been estimated based on the linear frontage on each level and a dwelling mix consisting of 75% one bedroom, 20% two bedroom and 5% three bedroom; and
* the capacity of the parking structures has been derived from design studies of the two major options. As discussed in Section 4.2, the capacity of the parking structure west of the Power House is about 400 spaces with basements.

The second approach adopted the historic plot ratio of 2.7:1. Notwithstanding that a preferred option was identified the scenarios consider two locations for a parking structure. In each option the site to the north-east of the Former Transport Depot is identified for residential development with commercial (retail and office) in the ground floor.
4.3.1 Option 1

Option 1 (Figure 29) proposes that the parking structure located to the north-west of the Power House and that the arts hub be located in the building(s) to the north-east of the Power House.

Depending on the approach adopted the total arts/commercial/retail floorspace ranges from 30,000m² to 36,000m².

Table 3: Option 1: Indicative Development Yield

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Development Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts</td>
<td>5,300m²</td>
</tr>
<tr>
<td>Commercial</td>
<td>26,990m²</td>
</tr>
<tr>
<td>Ground level retail/active frontage</td>
<td>4,182m²</td>
</tr>
<tr>
<td>Total commercial</td>
<td>24,818m²</td>
</tr>
<tr>
<td><strong>Total Arts/Commercial</strong></td>
<td><strong>30,118m²</strong></td>
</tr>
<tr>
<td>Public parking</td>
<td>442 spaces</td>
</tr>
<tr>
<td>Residential</td>
<td>150 units</td>
</tr>
</tbody>
</table>

Note: Space requirement for art = about 5,300m²
Parking does not include 60 surface spaces
4.3.2 Option 2

Option 2 (Figure 30) proposes that the parking structure be located on the site to the north of the Power House with arts activities located to the north – east.

The arts/commercial/retail development capacity of option 2 ranges from 23,000m² (plot ratio approach) to 28,000m² (planning/heritage provision) (Table 4).

Table 4: Option 2: Indicative Development Yield

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Development Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts</td>
<td>5,300m²</td>
</tr>
<tr>
<td>Commercial</td>
<td>18,292m²</td>
</tr>
<tr>
<td>Ground level retail/active frontage</td>
<td>4,047m²</td>
</tr>
<tr>
<td>Total commercial</td>
<td>22,339m²</td>
</tr>
<tr>
<td><strong>Total Arts/Commercial</strong></td>
<td><strong>27,639m²</strong></td>
</tr>
<tr>
<td>Public parking</td>
<td>460 spaces</td>
</tr>
<tr>
<td>Residential</td>
<td>150 units</td>
</tr>
</tbody>
</table>

Note: Space requirement for art = about 5,300m²
Parking does not include 60 surface spaces
4.3.3 Option 3

Option 3 (Figure 31) proposes that the parking structure be located to the north – west of the Power House and that arts activities be located in several locations across the precinct.

The arts/commercial/retail capacity of the precinct ranges from 30,000m² to 36,000m².

Table 5: Option 3: Indicative Development Yield

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Development Yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts</td>
<td>5,300m²</td>
</tr>
<tr>
<td>Commercial</td>
<td>28,620m²</td>
</tr>
<tr>
<td>Ground level retail/active frontage</td>
<td>2,552m²</td>
</tr>
<tr>
<td>Total commercial</td>
<td>31,172m²</td>
</tr>
<tr>
<td><strong>Total Arts/Commercial</strong></td>
<td><strong>36,472m²</strong></td>
</tr>
<tr>
<td>Public parking</td>
<td>442 spaces</td>
</tr>
<tr>
<td>Residential</td>
<td>150 units</td>
</tr>
</tbody>
</table>

Note: Space requirement for art = about 5,300m²
Parking does not include 60 surface spaces
5. OUTCOMES
5. Outcomes

The indicative master plan is consistent with the planning framework and incorporates many of the comments made by stakeholders and the wider community. Many components reflect the 1997 plan while recognising decisions made since.

The indicative master plan was developed through a consultation process and was therefore subject to more assessment than the alternative scenarios that have been developed subsequently.

The following presents the outcome of the assessment of the indicative master plan. A similar assessment of the alternative scenarios has not been undertaken.

5.1 Community and Stakeholder Views

At the third drop-in session, attendees were asked if they agreed (or disagreed) that the proposed master plan achieved the planning and design principles.

In general attendees agreed that the proposed master plan achieved the planning and design principles with at least 50% of respondents agreeing or strongly agreeing that each principle had been achieved (Figure 32), including:

- over 80% of respondents agreed or strongly agreed that the principles relating to retaining the heritage, providing a diversity of activities and developing an arts hub had been achieved;
- between 70% and 80% of respondents agreed or strongly agreed that the principles relating to respecting the height of heritage buildings, activating the precinct, improving connectivity, providing accessible parking and including adequate open space had been achieved; and
- between 60% and 70% of respondents agreed that the principles relating to preventing traffic through the area and limiting residential development had been achieved.

Notwithstanding the general support, there were some lingering concerns about the master plan including:

- the needs of stall holders at the Old Bus Depot Markets were not adequately taken into account;
- the scale and bulk of the proposed commercial buildings would detract from the heritage character of the area;
- commercial uses would not necessarily bring people into the area;
- open space was inadequate; and
- the balance between arts space, open space and commercial space is not achieved.

In addition throughout the consultations, participants expressed concern about the potential loss of the Fitters’ Workshop as a multi-purpose arts space that could be used by different arts organisations, including as a performance space (Appendix 5).

Community voices

I do not think the Fitters Workshop should have been closed to musical performances. The accident of great acoustics should not have been ignored in an “arts precinct”.

I contend that the Fitters Workshop should be developed, within the heritage requirements, as a multi-purpose arts venue, primarily as a musical performance space, but also as an exhibition space. The exceptional acoustics must be retained, it offers Canberra a golden opportunity to create a musical venue unequalled for acoustic excellence, at least in Australia.

Very important to retain the Fitters Workshop as a multi-purpose exhibition and performing space and to retain its internal structure. Facilities for Megalo should be located elsewhere in the precinct.

There is no-one in any of the consultations I’ve attended who approves current plans for the Fitters Workshop, even I can understand why its sensible.
Figure 32: Agreement/disagreement that planning and design principles achieved
5.2 Statement of Heritage Impact

Following the completion of the draft master plan, the LDA engaged Lovell Chen to prepare a Statement of Heritage Impact of the draft master plan, including the proposed parking structure.

The Statement assessed the heritage impacts of the major proposals in the master plan (Appendix 4). The following summarises the key findings.

1948 Switch Room - The proposed demolition of the 1948 Switch Room would not materially affect the cultural/heritage values of the former government services/industrial area. The assessment noted that the building was a modified building that was graded ‘C’ in 2000 and that since that time further works have been undertaken that have further diminished the significance of the building.

North annex of former Transport Depot - The assessment supported the proposed demolition of the north annex of the Former Transport Depot as it would enhance the appreciation of the rail sidings, enable activation of the building with the open area to the north-east and re-establish the historic connection between the original bus depot and the area to the south-east of the Fitters’ Workshop. This is consistent with the Conservation Management Plan approved by ACT Heritage.

New development - The Statement included that the main heritage consideration in relation to the proposed development to the east and south-east of Section 49 Kingston is the potential for the works to impact visually on the Power House and Fitters’ Workshop, including the relationship between the buildings. The assessment concluded that the proposed separation between building envelopes and heritage buildings would enable retention of the oblique views of the two buildings. It also concluded that the proposed maximum heights would have no visual impact on the Power House in views from the north.

Parking structure - The Heritage Strategy notes that new development could be located to the north-west of the Power House on the condition that new built form is contained within the rail sidings and is a minimum of 15m from the Power House. The location of the parking structure has high heritage sensitivity, however the assessment concluded that the footprint, height and bulk of the proposed structure could be accommodated. It noted that the articulation and materials had yet to be resolved and that this needed to be done sensitively. The parking structure is considered in more detail in Section 6.4 below.

Views and vistas - From a heritage perspective the local views of the Power House and Fitters’ Workshop are the key views. The assessment notes that the primary vantage points for these views are from the north-east and especially the oblique views. The assessment concluded that these views are to be retained in the proposed master plan.

The assessment concluded that the master plan generally satisfies the policies and guidelines provided in the ACT Heritage Register. The siting of the proposed building envelopes and indicative heights are appropriately responsive to the heritage context, and the balance of built form to landscaped open spaces provides an appropriate setting for an appreciation of the relationship between the remnant industrial buildings and the historic activities and operations of the area. The delivery of the master plan will result in changes to the heritage place, however these impacts can be accommodated without diminishing the cultural heritage significance of the place.
The master plan has attempted to address those concerns which were within its scope to address. In particular the plan was modified in the following ways:

**Retain the western part of Former Transport Depot** that earlier versions of the plan proposed to demolish in order to open views to the Fitters’ Workshop from Wentworth Avenue. This responds to concerns about the impact on the operations of the market.

**Address the scale of new development** — increased employment will contribute substantially to activation of the precinct and office development has been retained in the preferred master plan. However the top level of each building will be set back from the façade to address concerns about the visual impact on the Power House and Fitters’ Workshop. The footprint of the southern building has been reduced to increase the amount of open space.

**Increase the amount of open space** — the area has been increased slightly by changing the building footprint of the southern commercial building to establish an open area adjacent to the open space connecting the Power House to Eastlake Parade and the lake. The open space in Section 49 Kingston is about 30% of the site area.

**Address the needs of stall holders** — the master plan proposes that the existing surface parking area adjacent to Wentworth Avenue be formalised, providing convenient parking close to the markets. In addition store holders could park on the street on Printers Way. The plan also has the potential to incorporate loading and unloading areas adjacent to the markets. The proposals in the master plan will not affect vehicular access to the upper and lower levels of the Former Transport Depot.

The community was concerned that the proposed extension of Printers Way could become a ‘rat run’. As part of the master planning, the potential impacts of traffic along the new road were investigated. The investigations concluded that it will be faster for local traffic to use the established road network around Section 49 of Eastlake Parade, Wentworth Avenue and Giles Street.

The master plan seeks to balance financial imperatives, good urban design and the differing user requirements to the maximum extent possible.

Representatives of the arts community who participated in the planning process were generally supportive of the proposed directions including the location and scale of the purpose-built arts facilities and the proposed management arrangements for the arts and related uses which are outlined below.

---

**Community voices**

I like the idea of creating new ways to walk through the precinct.

Retain the things that Canberra used to always be liked and known for including the open spaces, trees, parks, and areas for family use.

We like the new park proposed, and the idea of laneways and courtyards so that we can move through the area.

The idea of combining a range of arts spaces in to create a vibrant village atmosphere is very appealing.

We want to see the site developed as a bustling arts related complex.
5.3 Parking Structure

As part of the assessment of alternative scenarios, design studies of two alternate parking structures were undertaken: one located to the west of the Power House (parking structure 1) and the other located to the north-west of the Power House (parking structure 2) (Figure 33).

The parking study is at Appendix 4. The study considered the capacity of the two sites and the way each could be developed as a parking structure.

5.3.1 Parking Structure Option 1

The design of the structure including the height and building footprint was refined to meet the requirements of the heritage impact assessment. In order to conserve views from Wentworth Avenue of the Power House, the heritage impact assessment required that the southern façade of the ground level be recessed (Figure 35). Therefore the proposed footprint of the parking structure is consistent with the findings of the heritage impact assessment.

To achieve the capacity required to support the precinct the 1948 Switch Room building will need to be removed. The demolition of the Switch Room would not affect the cultural/heritage values of the former government services/industrial area. The building is currently used as accommodation for artists visiting the Glassworks and has been extensively modified. This accommodation would have to be replaced elsewhere in the precinct if the building was to be demolished.

The storage and associated facilities located to the west of the Power House may need to be relocated depending on design requirements and pedestrian access.

The heritage strategy provides guidance on the height and setback of future development. The design study is at Appendix 5.

The design studies for the parking structure concluded that approximately 440 cars could be accommodated. This would necessitate 2 basements which are considered feasible because the ground level is high relative to the lake. The basements would also have a larger footprint than the footprint of the above-ground structure.

5.3.2 Parking Structure Option 2

Preliminary investigations of a second site for a parking structure were also undertaken (Figure 33).

The site is located to the north-west of the Power House and is also affected by the height controls proposed in the Heritage Strategy.

It is estimated that the site could accommodate about 460 vehicles (Figure 34). Although the site is larger than that for Option 1 it is more constrained. Constraints include;

- One basement may be feasible however it would not be possible to develop two basements because of the level of the water table in the vicinity of the site
- The heritage height controls reduce the capacity of the site because it is not possible to access the areas where higher built form would be possible
- The triangular shape of the site limits the potential to develop an efficient parking layout.

In addition, development of this site for a parking structure would limit the overall development potential of the precinct.
5.3.3 Preferred Option

Given the constraints in each site, their capacity is similar. Following the investigation, the site to the north-west of the Power House was identified as the preferred site. This would necessitate demolition of the Switch Room. As noted previously, this would be consistent with the heritage strategy which concluded that the building did not contribute to the heritage significance of the area.
Figure 34: Parking Structure concept sketch, view from Wentworth Avenue
Figure 35: Parking Structure concept sketch plan view and section

APPROX PARKING GENERATION

<table>
<thead>
<tr>
<th>Level</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>B1</td>
<td>90</td>
</tr>
<tr>
<td>B2</td>
<td>111</td>
</tr>
<tr>
<td>B3</td>
<td>41</td>
</tr>
<tr>
<td>G</td>
<td>36</td>
</tr>
<tr>
<td>1</td>
<td>60</td>
</tr>
<tr>
<td>2</td>
<td>60</td>
</tr>
<tr>
<td>3</td>
<td>60</td>
</tr>
<tr>
<td>ROOF TOP</td>
<td>25</td>
</tr>
<tr>
<td>TOTAL</td>
<td>483</td>
</tr>
</tbody>
</table>

+ SURFACE PARKING 60

TOTAL 543
5.4 Demand for Commercial Space

At present demand for commercial space in Canberra, including small-scale space, is relatively low. Therefore it is probable that commercial sites in Section 49 may not be released for some years delaying completion of Section 49.

The lack of demand for office space may create pressures to release commercial sites for residential development for which there is likely to be ongoing demand.

Releasing these sites for residential development would have the advantage of enabling ground floor commercial and community space to be developed sooner than is likely to occur if the land is developed for commercial uses. However the disadvantages of this approach are that it would prevent the area developing as a true mixed use area and would reduce the number of people working in the Foreshore and hence the opportunity to increase day time activity.

Potential delivery approaches could involve:

• sub-divide commercial sites into smaller land parcels which would be progressively released, as demand warranted to maximise opportunities to establish ground floor commercial activity;

• allow limited residential development on the upper levels of buildings that are located adjacent to the central arts hub in vicinity of the heritage buildings.
Canberra Glassworks and Brodburger
6. IMPLEMENTATION
6. Implementation

The master plan will guide development of Section 49. The following addresses some of the issues to be addressed before and during implementation.

6.1 Staging

Implementation of the master plan will occur in stages over several years and will follow approval of an estate development plan for Section 49 Kingston. It is anticipated that delivery will be in several stages (Figure 36). Although the distribution of land uses has not been finally resolved it is probable that the residential site and car park structure will be delivered first.

The delivery and timing of the purpose-built arts facilities remains subject to the Community Services Directorate, however this needs to be co-ordinated with the delivery of the structured car park to maintain car parking for the precinct.
Figure 36: Staging plan

- Environmental Audit underway
- Environmental Audit complete
6.2 Amendments to the Territory Plan

The Territory Plan currently permits up to 2,000m² of office space per lease and up to 500m² per tenancy. However the master plan identifies two sites for commercial development with a total gross floorspace of about 20,000m². It would be possible to subdivide these sites such that the land could be used efficiently and the maximum permissible office space complied with the Territory Plan. However, it would be difficult to provide efficient and accessible basement parking if the two sites are subdivided for smaller-scale development.

The uses that are permissible in the Foreshore have not been reviewed for some time. It would also be appropriate to review the range of uses that are permissible in Section 49 to confirm that they are sufficiently broad to achieve the intended outcomes. For example, the Territory Plan prohibits the development of clubs in Section 49 and drink establishments are prohibited in parts of Section 49. These restrictions may create unnecessary restrictions on the development of a mixed use area.

The Territory Plan permits building up to RL578m or 20m, whichever is the lesser, throughout the Foreshore provided that views of the Power house are not obscured. The assessments of height undertaken as part of this project indicate that building heights of 20m are not appropriate immediately to the north of the Power House. Furthermore it may be difficult to achieve an efficient development for the car park structure with the 4 storey control above RL560m.

Therefore prior to the approval of the estate development plan it may be appropriate to propose amending the Territory Plan to permit additional office space per lease, amend the permissible uses and introduce additional height controls (reduced height in some areas). Because the area is a ‘Future Urban Area’, the amendment would be a technical amendment that could be completed in a shorter timeframe than would be possible if a variation was required. The amendment could occur concurrently with the removal of the Future Urban Area overlay.
6.3 Estate Development Plan

An Estate Development Plan (EDP) sets out the proposed development of the estate in a way that is consistent with a master plan or concept plan. The EDP defines the development blocks, identifies the public works in the public realm and infrastructure required for the development. ACTPLA is responsible for approving an EDP, which is similar to a Development Approval. Approval of the EDP has the effect of removing the ‘future urban area’ status of the land.

An EDP will be required to implement at least some components of the master plan.

Parts of the master plan could commence prior to the finalization of an EDP. It would be preferable to achieve the intended outcomes by including the undeveloped parts of Section 49 in the EDP. This would have the advantage of ensuring that the planning principles are reflected in the future development of the area and that all infrastructure design standards can be achieved.

6.4 Landscape

The master plan has not considered future landscaping of the precinct in detail, although the Heritage Impact Assessment provides guidance on this.

From a heritage perspective the plantings along Wentworth Avenue are the principal area of significance as these are remnants of ‘Weston’s windbreak’. The heritage citation requires that these plantings be retained and replaced. The heritage assessment proposes that the plantings should be reinforced with additional plantings.

The Heritage Impact Assessment also notes that historically other landscaping in the area was ‘unplanned and utilitarian’. It proposes that future landscaping should be of a contemporary character and appearance that responds to the historic context with a balance of soft and hard landscaping. It proposes that extensive grassed areas should be avoided.

The EDP should include landscape concepts that are consistent with the planning framework and which are based on the conclusions of the Heritage Impact Assessment.
6.5 Public Parking

Section 49 Kingston will provide parking for local needs. However it will also serve the metropolitan area through arts and other activities, therefore the timely provision of adequate parking will be an important contribution to the success of the precinct. Several actions have to be undertaken to implement the parking provisions of the master plan.

The parking structure is the major element of the parking strategy and the Government has previously committed to its development. As part of the master planning investigation, design studies were undertaken and a design concept for the parking structure was developed. The concept design is at Appendix 4.

A feasibility study to investigate the planning and delivery of the multi level car park in Section 49 Kingston is being undertaken by the Economic Development Directorate.

The parking assessment has found that given estimated demand in the general vicinity of the parking structure, it would be well utilised during the week and at weekends once the area is fully developed, if not sooner.
6.6 Heritage Interpretive Material

The heritage strategy proposed that a heritage interpretation plan should be prepared for Section 49. Although considerable work has been and will be undertaken to adapt the heritage buildings, there is very little interpretative material in Section 49, apart from the story boards. Further, information is not readily available about the history of the area from other sources.

Ideally a heritage interpretation plan should be prepared prior to the finalisation of the estate development plan so that any proposals that require development approval can be included in the document.

Among others, the interpretation plan would provide information on the rail sidings and associated landform and the former industrial uses of the area.
6.7 **Future Use of the Former Transport Depot**

As noted previously the Government has announced that the Old Bus Depot Markets will remain in the Former Transport Depot and the building will be retained. As part of the implementation of the master plan, the northern annexe of the building will be removed to allow construction of the extension to Printers Way.

The Wentworth Avenue offices have been fitted out to suit adaptive reuse as artists facilities, and are currently being used by Megalo Print Studio + Gallery as interim accommodation.
6.8 Management of Arts and Related Facilities

The planning intent for Section 49 Kingston has always been to create a vibrant mixed use waterfront development. A place that provides for a mix of uses including arts and cultural activities, entertainment, community uses, residential, markets, professional suites, and restaurants and cafes. A place that provides opportunities for residents and visitors to access and experience the Foreshore in multiple ways.

The whole of the Kingston Foreshore is intended to be a mixed use area, however the concentration of non-residential activities will be highest in Section 49. Therefore the success in achieving the planning intent will be judged partly on whether or not Section 49 becomes an active, busy and well-visited area.

The master plan presented in previous sections of this report provides the framework for creating a place that will achieve the vision for the Foreshore and especially Section 49. The plan builds on the ACT Government’s announcement to establish an arts hub in the precinct which is integrated with the wider area. However, even if the master plan is implemented in its entirety, it alone will not be sufficient to achieve the intended outcomes.

The development of distinctive and vibrant places requires clear management arrangements as well as an urban design and land use framework. Numerous stakeholders consulted during the master planning process highlighted the importance of developing suitable management arrangements, including financial viability, for the future success of the arts hub in particular and the precinct more generally.

The opportunity for future arts facilities and public realm areas to be managed as a single property portfolio will be investigated in the delivery of these assets.
6.8.1 Assembling a portfolio

The first step towards implementing the proposed approach is to assemble a portfolio of properties. The purpose of consolidating the various spaces into a single portfolio would be to ensure that there are sufficient assets to justify specialised management.

The property portfolio would be created from three sources:

- purpose-built arts spaces;
- existing leased buildings in the precinct (Power House, Former Transport Depot) and buildings to be leased (Fitters Workshop); and
- ground floor areas that developers are required to hand back to government as a condition of the deed of sale.

It is anticipated that the purpose-built arts spaces would be built either for or on behalf of the ACT Government and would therefore be public assets that are occupied by Government-funded arts organisations. Typically these organisations manage the facilities they occupy, do not pay rent (and are responsible for some maintenance). However under the proposed management model, the arts organisations would occupy the space on the same rental terms but would not be responsible for its management.

Ideally the Power House, Former Transport Depot and the Fitters’ Workshop (once renovated and extended) would be included in the property portfolio. The uses that occupy these buildings (currently the Old Bus Depot Markets and the Glassworks with Megalo likely to be a future tenant) are major activities in the precinct and their inclusion would contribute to the viability of management arrangements and especially to the capacity to promote the precinct rather than just the individual activities. The uses currently occupying these spaces should be further consulted about the management proposals.
Developers of commercial and mixed use projects in Section 49 would be required to hand back to government specific ground floor areas as a condition of sale. The location and gross floor space of these areas would be specified in the sale documents and associated contracts/deeds. The space would become and remain an ACT asset.

Figure 22 identifies areas where active frontage is required in the proposed commercial buildings, the residential building and the parking structure. Some space in each of these developments would be handed back in order to assemble the portfolio. In the event that the sites for commercial development are subdivided into smaller land parcels, the sale documents of parcels that include ground floor space that is identified in Figure 22 should include a requirement to hand back nominated spaces.

The amount of space to be handed back would vary depending on location. For example in areas with lower pedestrian activity a smaller proportion could be handed back than in areas with high pedestrian traffic and/or preferred location for commercial and/or community arts and associated activities.

The requirement to hand back a proportion of the ground floor space may reduce the land value and hence the revenue to the government, however this is likely to be off-set by the proposed parking arrangements. Because it is proposed to develop a public parking structure, the on-site parking requirements for non-residential uses has been reduced. As a consequence development costs should be reduced and land values increased. Further the value of existing ground floor space is currently not very high given the relatively high vacancy rates and difficulty in attracting tenants.

It is anticipated that Section 49 will be developed progressively over the next five to ten years. The current ACT budget includes funding for a new facility for Megalo capital works, however it is unknown when additional funds will be available to construct purpose-built arts facilities. Nevertheless if ground floor space in other developments in Section 49 is handed back, it will be possible to develop the arts hub (including arts and related activities) before the purpose-built facilities are committed.
6.8.2 Specialised management

A property manager or management group (possibly commercial) could be appointed to manage the property portfolio on behalf of the ACT Government (or the responsible directorate).

The over arching role of the property manager would be to create the vibrant and popular area that the planning of the Kingston Foreshore foresees and the community seeks. The manager would be selected for their capacity to deliver this outcome and in particular for their experience in managing other properties and marketing a venue to create a strong and recognisable image.

The specific role has to be defined, however it is anticipated that the property manager would be responsible for selecting tenants, leasing the space to community arts groups and to arts-related or boutique retail activities or other activities that were considered to be an appropriate fit, maintaining the public realm and the property portfolio and promoting the precinct within Canberra and to tourists.

Although the details of the agreement between the government and the manager require further consideration, as a minimum the agreement would specify:

- the type of uses that could occupy the space: this would emphasise arts and related boutique activities;
- the proportion of space to be leased to community groups and commercial groups; and
- rents to be charged to community groups;
- arrangements for property maintenance, maintenance of the public realm and promotion of the activities in the precinct;
- maintenance requirements;
- marketing requirements; and
- governance arrangements including monitoring and reporting.

Range of materials found within Section 49.
The advantages of appointing a property manager to build this approach include:

- a manager would be more effective in attracting the range of uses envisaged, including anchor tenants, than would individual property developers who would reasonably be more interested in attracting tenants than in attracting a particular type of tenant. Similarly a government entity would be unable to achieve the ‘salt and peppering’ of commercial and community uses within the precinct that is proposed;
- the mix of community and commercial uses would enable some cross-subsidisation of rents and other costs;
- a critical mass of arts and associated space could be created that would enable development of the range of uses originally envisaged;
- small-scale start-up boutique businesses, such as fashion designers, could be supported to establish in the precinct;
- creation of an overall image for the place would attract visitors; this is not possible if organisations and businesses act individually;
- maintenance of the buildings and public spaces could be consistent across the precinct; and
- the precinct could be marketed as an entity rather than individual businesses and organisations relying on their own marketing and promotional skills. This is in turn would increase the profile of the area and its ‘pulling power’. These arrangements would not preclude organisations also undertaking their own advertising.

The above proposals assume that the government (directorate that is the custodian of the assets) would contract a manager to manage the precinct on its behalf. While the contractor could be either a property management business or an individual it does not prevent government establishing a board or similar body to undertake the function.

### 6.8.3 Further actions

The proposed management model represents a departure from the way that government-owned and leased property is currently managed. Therefore there are few precedents in the Territory that could be used to develop an operational model. In order to further develop the management model the following actions would be required:

- government agreement to the management approach and especially to the requirement that developers hand back designated ground floor space as a condition of sale;
- identify management requirements to be included in an agreement including the preferred mix of community and commercial uses, the specific requirements of the portfolio manager, the actual property to be included and the detailed requirements of management;
- determine the timing of the establishment of a management entity and the amount of property required to justify establishment;
- establish the method of engaging a property manager; and
- establish the financial arrangements including the extent to which the area is to be self-funding.
7. CONCLUSION
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Next Steps

This report presents a planning framework for the future development of Section 49 Kingston. The framework and indicative master plan has been developed in conjunction with the community and key stakeholders and was informed by heritage and traffic assessments.

The framework and master plan is an amalgam of different ideas, considerations and aspirations. Based on feedback and the directions proposed in the technical investigations, the master plan balances diverse interests and provides a framework for the future adaptation and development of the area that is consistent with the planning and design principles.

It addresses the policies, principles, and guidelines provided in the National Capital Plan, the Territory Plan and the ACT Heritage Register entries for the Power House Precinct and the Former Transport Depot. The proposed building envelopes and the indicative heights are appropriately responsive to the heritage context, and the balance of built form to landscaped open spaces provides an appropriate setting for an appreciation of the relationship between the remnant industrial buildings, historic activities and the operations of the area.

The master plan represents the beginning rather than the end of a process. Although development will happen over several years the next steps towards implementation are:

• preparation and approval of the estate development plan for Section 49;
• construction of roads, paths and landscaping;
• delivery of the structured car park;
• release of land for residential and commercial development in accordance with the ACT Land Release Program;
• delivery of new arts facilities; and
• future release of commercial sites.
Looking east towards the Powerhouse, surface carpark and Old Bus Depot Markets.