

- interpretation of the railway on either side of the powerhouse,
- linking waterfront activity to the arts precinct, and
- active frontages to the ground floor of new buildings.

PL and AM introduced the *Kingston Section 49 Heritage Strategy* (the *Heritage Strategy*) as a guiding document for the whole of the area. Elements identified as intrinsic to the heritage significance include the powerhouse, the fitters' workshop, the transport depot, the railway platform and sidings.

The *Heritage Strategy* states that:

- views from the lake are largely lost already,
- oblique views of the powerhouse and fitters' workshop are important,
- 1910s Weston planting to Wentworth Avenue is largely lost, and
- the 1948 switch room is not intrinsic to the heritage significance because
 - its function was not directly linked to the powerhouse; it was built as a switch room for the whole of the grid,
 - it no longer contains the 1960s switch gear, and
 - the building has been modified for various uses.

PL and AM explained the proposed development area and height controls which provide a 15-20 metre buffer from the powerhouse and relate to the eaves and ridge levels of the powerhouse.

Key issues for consideration by the Heritage Council are:

1. The potential demolition of the 1948 switch room,
2. Demolition of the northern annex of the bus depot, and
3. Retention/interpretation of the northeast rail embankment.

PL suggested that a revision of the registration for the Kingston Powerhouse Precinct should give more space on the southeast side of the fitters' workshop.

DF noted that a view corridor to the end of the fitters' workshop is critical and noted views of the area from Mount Pleasant. It was generally agreed the view corridor is an opportunity rather than a heritage value.

AV noted that the Land Development Agency (LDA) is seeking a written response to the *Heritage Strategy* ASAP to assist with compiling documents to the Minister as the next stage of progressing the project.

LDA are to provide the latest version of the master plan to the DA Taskforce to assist with preparing comments.

JO advised that detailed comments on the Heritage Strategy could not be expected in a short time. The 1948 substation is included in the registration for the Kingston Powerhouse Historic Precinct (the Precinct) as an intrinsic feature. The Heritage Guidelines for the Precinct do not allow for its demolition other than in exceptional circumstances and where it can be demonstrated that there is no prudent and feasible alternative.

JO noted that revising the registration would not be possible in a short time due to the process required to prepare draft registrations for the endorsement of the Council and the very high potential for any draft registration to be appealed.

The DA Taskforce agreed to consider the issues and provide a strategy for how the matter might progress.

Meeting closed at 2:20pm.

**ACT HERITAGE COUNCIL
AGENDA FOR MEETING 62**

Thursday 22 May 2014

Ground Floor Meeting Room, Dame Pattie Menzies House (North)

Meeting to start at 9.30am.

*Denotes that decision is needed. No asterisk means agenda item is to be noted & no discussion or decision required.

- | | | |
|--------------|---|----------------|
| 1. | Welcome | 9.30am |
| 1.1 | Welcome Attendance and Apologies | |
| 1.2 | Confirmation of Agenda for Meeting 62 | |
| 1.3 | Declarations of Interest | |
| 2. | Previous Meetings | 9.40am |
| 2.1 | *Endorsement of Minutes from previous Meetings | |
| 2.2 | Action Report on Business Arising | |
| 3. | Reports to Council | 9.50am |
| 3.1 | Chair's Report – Mr Marshall | |
| 3.2 | Manager's Report – Ms Gurnhill | |
| 3.3 | Directorate Report – Ms Ekelund | |
| 3.4 | A/g Conservator's Report – Ms Lyons-Wright | |
| 3.5 | Planning and Land Authority within ESDD Report – Mr Ponton | |
| 4. | Register Issues | 10:20am |
| 4.1 | Minutes of Register Taskforce – Ms Lulic | |
| 4.2 | *Decisions on Provisional Registration | |
| | 4.2a – Burton House Site, Gungahlin – Mr Hekimian | |
| | 4.2b – Open Systems House (former Churchill House), Braddon – Mr Hekimian | |
| | 4.2c – Northbourne Flats, Braddon and Turner – Ms Moore | |
| | 4.2d – Havelock House, Turner – Ms Hubert | |
| BREAK | | 11.00am |
| 5. | Development Issues and Advice | 11.15pm |
| 5.1 | Advice to the Conservator – Ms Chaston | |
| 5.2 | Aboriginal Liaison and Aboriginal Taskforce – Mr Gilbert | |
| 5.3 | Heritage Assessment Reports & Archaeological DAs – Ms Chaston | |
| 5.4 | Development applications (historical heritage places) – Ms Hubert | |
| 5.5 | Tree removal advice – Ms Hubert | |
| 5.6 | Compliance issues – Ms Hubert | |
| 5.7 | Advice on planning issues – Ms Hubert | |
| 5.8 | Minutes of DA Taskforce – Ms Hubert | |
| 5.9 | *Heritage Guidelines – Ms Hubert | |

6. Conservation Management Plans

- 6.1 Minutes of CMP Taskforce – Ms Hubert
- 6.2 CMPs approved – Ms Hubert

7. ACT Heritage Grants program – Ms Gleeson

8. Promotions: Festival, Signage & Communications – Ms Roberts

9. Other Business

- 9.1 *Australian Heritage Strategy – Mr Marshall & Dr Pearson
- 9.2 *National Trust Heritage Awards – Mr Marshall

END

12.30pm



ACT Heritage Council

DEVELOPMENT APPLICATION TASKFORCE MINUTES

Date: 24 April 2014
Venue: Land Development Agency (LDA), Level 6, Transact House,
Dickson

Meeting Commenced: 9:00am

1. Attendance and Apologies

Dr Dianne Firth, Heritage Council (DF)
Dr Michael Pearson, Heritage Council (MP)
Chris Reynolds, LDA (CR)
David Collett, LDA (DC)
Ivo Matesic, LDA (IM)
Anton Veld, LDA (AV)

Pamela Hubert, Heritage Unit (PH)

Apologies

Duncan Marshall, Heritage Council (DM)
John Miller, Heritage Council (JM)

1. Declarations of Interest

Dr Firth

Dr Firth is a member of the LDA Design Review Panel. Dr Firth's interest was noted and agreed that she remain present at the meeting in an advisory capacity.

2. Minutes of Previous Meetings

The draft minutes of the DA Taskforce meetings of 13 March 2014 were approved.

3. 1948 Switch Room, Kingston Powerhouse Precinct

CR presented the background to issues around the development of Section 49, Kingston as an arts precinct and the development of the case to demolish the 1948 switch room. The LDA hopes to submit a development application for the demolition of the building in the near future.

MP and DF advised that the current documentation by Lovell Chen to support the demolition is not sufficient for the Heritage Council not to object to the demolition. A case needs to be more clearly established that the reasons for the proposed demolition are exceptional so that the Heritage Council can then consider that there is no feasible and prudent alternative to demolition.

MP and DF suggested that it would not be necessary to amend the documentation by Lovell Chen but that the LDA should provide additional information to more fully explore the issues pertaining to the overall planning of Section 49 Kingston and the options for the location of parking in the precinct.

DF advised that any decision on this matter would need to be determined by the whole of the Heritage Council and not by DA Taskforce.

MP and DF subsequently discussed whether a condition could be included on a development approval to ensure the 1948 switch room was not demolished before approval was given for a new building. PH will investigate this with the planning assessment team in ESDD.

4. Brodburger Cafe, Kingston Powerhouse

PH reported on a meeting attended by Jennifer Dunn and the owners of Brodburger Cafe. The owners wish to semi-enclose the existing outdoor dining area. The proposal presented used large section recycled timbers to support a roof structure. Plastic drop down panels for the sides of the structure were suggested to provide protection from the wind in winter.

PH noted that she had verbally advised that the quality of the existing addition was in its minimal design as a simple glass enclosure that did not visually compete with the Powerhouse Building. PH had advised the owners that the only extension that might be considered would be an extension of the existing dining area using the same architectural language.

MP and DF agreed that an addition using different architectural styling would not be appropriate, plastic drop down panels to protect from the weather would not be appropriate. MP and DF also suggested that any increase to the existing enclosed dining area would need to be carefully considered by the Heritage Council with particular care given to interfering with sight lines, pedestrian movement around the building and spatial flow. Extending the space to the east would not be acceptable.

5. Other Business

No other business was discussed.

Meeting closed at 10:10 am.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62
22 MAY 2014

DATE: 22 May 2014

VENUE: Ground Floor Conference Room, Dame Pattie Menzies House (North),
Dickson

ATTENDED BY:

Members	Time In	Time Out
Mr Duncan Marshall (Chair)	9.30	12.30
Dr Dianne Firth (Deputy Chair)	9.30	12.30
Dr Michael Pearson	9.30	12.30
Dr Warren Nicholls	9.30	12.30
Mr John Miller	absent	
Ms Pamela O'Neil	absent	
Dr Lenore Coltheart	9.30	12.30
Ms Sharon Payne	9.30	12.30
Chief Planning Executive Ms Dorte Ekelund	absent	
A/g Conservator of Flora and Fauna Ms Ann Lyons-Wright	9.30	10.40

A/g Secretary: Ms Anna Gurnhill

In Attendance: Mr Ben Ponton (part), Ms Alison Moore (part), Ms Pamela Hubert,
Ms Fiona Moore (part), Mr Richard Hekimian (part)

Minutes: Ms Adriana Lulic

OPENING OF THE MEETING

Mr Marshall opened the meeting at 9.35am.

1.0 WELCOME

1.1 Attendance and Apologies

Mr Marshall welcomed Council members to Meeting 62.

Apologies: Mr John Miller, Ms Pamela O'Neil, Ms Dorte Ekelund.

Mr Marshall advised that it was the last Council meeting for four of the current members. Mr Marshall took the opportunity to thank Dr Pearson, Dr Nicholls, Dr Coltheart and Mr Miller for their hard work, dedication, effort and passion during their appointments on the Heritage Council.

Drs Pearson, Nicholls and Coltheart thanked their colleagues on Council and also made special mention of the Heritage Unit for their support and dedication under the leadership of Ms Jennifer O'Connell.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62

22 MAY 2014

1.2 Confirmation of Agenda for Meeting 62

Mr Marshall added the following item to the Agenda:

- Yarralumla Brickworks site at item 5.4 Development Applications (historical heritage places).

The Agenda for Meeting 62 was confirmed as amended.

1.3 Declarations of Interest

The following declarations of association were made:

- Dr Pearson for Burton House Site, Gungahlin;
- Dr Firth for Havelock House and Open Systems House (former Churchill House), Braddon;
- Dr Nicholls for Northbourne Flats, Braddon and Turner; and
- Mr Marshall for Ngunnawal Bush Healing Farm, Opens Systems House (former Churchill House) Braddon, and Havelock House, Turner.

2.0 PREVIOUS MEETINGS

2.1 Endorsement of Minutes from previous meetings

The minutes of Meeting 61 on 15 April 2014, were endorsed without change.

2.2 Action Report on Business Arising

Council noted the Action Report.

3.0 REPORTS TO COUNCIL

3.1 Chair's Report – Mr Marshall

Council noted the Chair's Report.

3.2 Manager's Report – Ms Gurnhill

Council noted the Manager's Report.

In addition to the Manager's Report, the following was noted:

- Ms Gurnhill echoed the sentiments of Mr Marshall and expressed the Heritage Unit's thanks to outgoing members for their valued contributions to the Council over many years. The Unit has benefited from their knowledge and the support of staff has been very much appreciated. Ms Gurnhill noted that Drs Pearson, Nicholls and Colheart have been involved in approximately 300 heritage registration decisions during their time on Council;
- Ms Sharon Payne has been asked to remain on Council until March 2015 as the Aboriginal representative;
- members joining the Council in June 2014 are as follows:
Mr John Kenworthy (property), Dr Hanna Jaireth (nature conservation),
Dr Mary Hutchison (history), Mr Douglas Williams (archaeology), and
Mr George Bailey (object conservation);

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62

22 MAY 2014

- a Heritage Council induction session, for continuing and new members of Council, is being organised for the morning of 8 July 2014;
- 64 applications for the two vacant ASO6 positions (permanent part-time Registration team and temporary policy officer) have been received by the Unit; and
- as the Project Facilitation Bill is being revised, the Heritage Amendment Bill will progress. Of particular note is the removal of the call-in powers. Next steps involve redrafting by the Parliamentary Counsel's Office and other administrative processes. At best, the Bill will be ready for debating in Spring 2014.

3.3 Directorate Report – Ms Ekelund

No report from the Directorate.

3.4 Conservator's Report – Ms Lyons-Wright

No update from the Conservator since the last Council meeting.

3.5 Planning and Land Authority Report – Mr Ponton

Council noted the Chief Planner's Report.

Mr Ponton provided updates on the following:

- Project Facilitation Bill – the Minister has asked that further work be done on the Bill with the view of another version be tabled by November 2014;
- City Strategic Plan – progressing; the next steps involve settling Government arrangements for the five key actions; funding is being looked at as well. Mr Marshall noted the importance of heritage issues being recognised and addressed early. Mr Ponton agreed.
- Mr Ponton is also considering heritage representation on the Major Projects Review Group when required.

4.0 REGISTER TASKFORCE

4.1 Minutes of Register Taskforce – Ms Lulic

The draft minutes of Register Taskforce meeting held on 1 May 2014 were noted.

4.2 Decision on Provisional Registration

Mr Marshall enquired about the Heritage Assessment Policy which Ms Gurnhill advised will be uploaded onto the website shortly. Mr Marshall requested that stakeholders be advised of the Policy and possibly have it flagged in the ICOMOS newsletter.

ACTION:

The Unit is to advise stakeholders of the Heritage Assessment Policy once uploaded onto the website.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62 22 MAY 2014

Council considered the recommendations of the Register Taskforce for the following:

4.2a Burton House Site, Gungahlin – Mr Hekimian

The draft Statement of Reasons for Burton House Site, Gungahlin was considered by Council and accepted with minor changes as emailed through by Mr Marshall and Ms O’Neil, with further input to text on page 5 of the SOR as agreed to at the meeting.

4.2b Open Systems House (former Churchill House), Braddon - Mr Hekimian

The draft Statement of Reasons for Open Systems House (former Churchill House) Braddon was discussed at the meeting.

Council further considered some published material, the style of the building and whether ‘brutalist’ is an accurate description of the style, the integration of landscape and building, the development and evolution from Boyd’s domestic work and whether criterion (a) “...exceptional fine level of application...” has been fully addressed.

Council agreed that Mr Marshall and Dr Firth further investigate the style issues and statements around criterion (a), (f) and (g). The item is to return to Register Taskforce for further consideration.

4.2c Northbourne Flats, Braddon and Turner - Ms Moore

The draft Statement of Reasons for Northbourne Flats, Braddon and Turner was considered by Council and accepted with some minor changes as emailed by Ms O’Neil and Mr Marshall, and further input at the meeting. The inclusion of a reference to the draft Heritage Assessment of Housing ACT Properties (2011) in the Background of the SOR was also requested.

Mr Marshall advised that he will write to the Director-General of the Community Services Directorate requesting the release of the draft Philip Leeson Heritage Assessment.

DECISION:

Council decided not to provisionally register:

- * **Burton House Site, Gungahlin**
- * **Northbourne Flats, Braddon and Turner**

4.2d Havelock House, Turner - Ms Hubert

The draft provisional registration of Havelock House, Turner was considered by Council. Council agreed to some minor changes including changes to the Features Intrinsic. Council agreed on the provisional registration of Havelock House, Turner as amended.

DECISION:

Council decided to provisionally register Havelock House, Turner.

**DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62
22 MAY 2014**

5.0 DEVELOPMENT ISSUES, ADVICE AND CMPs

5.1 Advice to the Conservator – Ms Chaston

Council noted the Report.

5.2 Aboriginal Liaison and Aboriginal Taskforce – Mr Gilbert

Council noted the Report.

5.3 Heritage Assessment Reports & Archaeological DAs – Ms Chaston

Council noted the Report.

5.4 Development Applications (historical heritage places) – Ms Hubert

Council noted the Report.

Mr Marshall raised the discussion he recently had with Mr Shonk of the LDA Board regarding the adaptive re-use and conservation of the Yarralumla Brickworks site. He advised Council that he and Ms Hubert will be attending the new project review group meeting next week. Mr Marshall will request a briefing to Council on the future development plans for the site.

5.5 Tree Removal Advice – Ms Hubert

Council noted the Report.

5.6 Compliance issues – Ms Hubert

Council noted the Report.

5.7 Advice on planning issues – Ms Hubert

Council noted the Report.

5.8 Minutes of DA Taskforce – Ms Hubert

The minutes of the DA Taskforce meetings, held on 24 and 28 April 2014, were noted.

5.9 Heritage Guidelines – Ms Hubert

Council considered Ms Hubert's agenda paper on Heritage Guidelines and discussed the possible benefits and disadvantages of site specific heritage guidelines. Council agreed it would be useful to review the interplay of site specific guidelines, general guidelines, Heritage Council adopted policies, and CMPs.

DECISION:

Council agreed to the:

- * **preparation of new Heritage Guidelines for the Forrest Fire Station Precinct and for the Sydney and Melbourne Buildings, noting these might be used to test certain general issues with guidelines; and**

- * **audit of general guidelines to determine their value in the case of places where no guidelines exist.**

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62 22 MAY 2014

6.0 CONSERVATION MANAGEMENT PLANS

6.1 Minutes of CMP Taskforce – Ms Hubert

The draft minutes of the CMP Taskforce meeting held on 23 April 2014 were noted.

6.2 CMPs approved – Ms Hubert

Council noted the Report.

7.0 ACT HERITAGE GRANTS PROGRAM – Ms Gleeson

Council noted the Report.

Ms Gurnhill advised that members of Council will participate in the grants assessment process. The Grants Taskforce will be established at the Council induction session in early July 2014.

8.0 PROMOTIONS: Festival, Signage and Communications – Ms Roberts

Council noted the Report.

9.0 OTHER BUSINESS

9.1 Australian Heritage Strategy – Mr Marshall & Dr Pearson

Council considered a further brief submission on the draft Australian Heritage Strategy, as attached to the agenda paper.

DECISION:

Council agreed to a further brief submission on the draft Australian Heritage Strategy, as per Attachment 9.1b of the agenda papers.

9.2 National Trust ACT Initiatives – Mr Marshall

Mr Marshall advised that the National Trust (ACT) has invited a member of the Council to be part of the assessment panel for their Heritage Awards Program. Ms Payne was nominated.

DECISION:

Council agreed to the nomination of Ms Payne to form part of the assessment panel for the National Trust's Heritage Awards initiative.

Meeting concluded at 12.30pm.

**ACT HERITAGE COUNCIL
AGENDA FOR MEETING 63
Thursday 24 July 2014**

Ground Floor Meeting Room, Dame Pattie Menzies House (North)

Meeting to start at 9.00am.

*Denotes that decision/discussion is required.

No asterisk means the agenda item is for noting purposes, with opportunity for questions.

- | | | |
|-----------|--|----------------|
| 1. | Welcome | 9.00am |
| 1.1 | Welcome Attendance and Apologies | |
| 1.2 | Confirmation of Agenda for Meeting 63 | |
| 1.3 | Declarations of Interest | |
| 2. | Previous Meetings | 9.10am |
| 2.1 | *Endorsement of Minutes from previous Meetings | |
| 2.2 | Action Report on Business Arising | |
| 3. | Reports to Council | 9.20am |
| 3.1 | Chair's Report – Mr Marshall | |
| 3.2 | Manager's Report – Ms Gurnhill | |
| 3.3 | Directorate Report – Ms Ekelund | |
| 3.4 | Conservator's Report – Mr Traves | |
| 3.5 | Planning and Land Authority within EPD Report – Mr Ponton | |
| 4. | Register Issues | 9:40am |
| 4.1 | Minutes of Register Taskforce – Ms Lulic | |
| 4.2 | *Decisions on Registration | |
| | 4.2a – Hibernian Hotel Site, Kowen – Ms Moore | |
| | 4.2b – Crinigan's Hut Artefact Collection – Ms Moore | |
| | 4.2c – Shakespeare Hall
(formerly St Columba's Presbyterian Church Hall) – Ms Moore | |
| 5. | Presentation – Northbourne Housing precinct (EDD) | 10:00am |
| 5.1 | *DA 201425880 – Demolition of Dickson Flats – Ms Hubert | |
| | BREAK | 11.00am |
| 6. | Development Issues and Advice | 11.15am |
| 6.1 | *Proposed demolition of 1948 Substation, Kingston Powerhouse Precinct – Ms Hubert | |
| 6.2 | *Proposed demolition of dwelling at 12 La Perouse Street, Griffith – Ms Hubert | |
| 6.3 | *Conservation of ACT-NSW Border Reference Tree H87– Ms Dunn | |
| 6.4 | Vandalism at Couranga Homestead, Hume – Ms Dunn | |
| 6.5 | Proposed demolition of Bega Flats – Ms Hubert | |
| 6.6 | Advice to the Conservator – Ms Chaston | |
| 6.7 | Aboriginal Liaison and Aboriginal Taskforce – Mr Gilbert | |
| 6.8 | Heritage Assessment Reports & Archaeological DAs – Ms Chaston | |
| 6.9 | Development application advice (historical heritage places) – Ms Hubert | |
| 6.10 | Tree removal advice – Ms Hubert | |
| 6.11 | Compliance issues – Ms Hubert | |
| 6.12 | Advice on planning issues – Ms Hubert | |
| 6.13 | Minutes of DA Taskforce – Ms Hubert | |
| 6.14 | Nominated heritage places and development approvals – Ms Hubert | |

- | | | |
|------------|--|----------------|
| 7. | Conservation Management Plans | 12.15pm |
| 7.1 | Minutes of CMP Taskforce – Ms Hubert | |
| 7.2 | CMPs approved – Ms Hubert | |
| 8. | ACT Heritage Grants program – Ms Gleeson | 12.20pm |
| 9. | Promotions: Festival, Signage & Communications – Ms Roberts | 12.25pm |
| 10. | Other Business | |
| | Heritage Council Budget Submission | |
| END | | 12.30pm |

ACT HERITAGE COUNCIL MEETING 63
24 July 2014
AGENDA PAPERS

WELCOME

ATTENDANCE & APOLOGIES

1.1

Prepared By: Adriana Lulic

PURPOSE

To note and record the attendances and apologies for Meeting 63.

Members	Time In	Time Out
Mr Duncan Marshall (Chair)		
Dr Dianne Firth (Deputy Chair)	absent	
Ms Pamela O'Neil		
Ms Sharon Payne		
Mr John Kenworthy		
Dr Mary Hutchison		
Mr George Bailey		
Mr Douglas Williams	absent	
Dr Hanna Jaireth		
Chief Planning Executive		
Conservator of Flora and Fauna		

A/g Secretary: Anna Gurnhill

Minute Taker: Adriana Lulic

In Attendance: Alison Moore, Pamela Hubert, Fiona Moore.

RECOMMENDATION

That Council:

* Note the attendances and apologies.

ACT HERITAGE COUNCIL MEETING 63
24 July 2014
AGENDA PAPERS

WELCOME

CONFIRMATION OF AGENDA FOR MEETING 63

1.2

Prepared By: Adriana Lulic

PURPOSE

To confirm the agenda for Meeting 63 and agree to any proposed changes or additions.

RECOMMENDATION

That Council:

- * Confirm the agenda for Heritage Council Meeting 63.

ACT HERITAGE COUNCIL MEETING 63
24 July 2014
AGENDA PAPERS

WELCOME

DECLARATIONS OF INTEREST

1.3

Prepared By: Anna Gurnhill

PURPOSE

To identify and acknowledge any items on the agenda that might pose a potential conflict of interest within the Council.

Disclosure of Material interest

A member has a material interest in an issue if the member (or an associate) has –

- (a) a direct or indirect financial interest in the issue; or
- (b) a direct or indirect interest of any other kind if the interest could conflict with the proper exercise of the member's functions in relation to the Council's consideration of the issue.

If there is any doubt whether a council member may have a conflict, that member should ask themselves:

- *Would a fair-minded lay person, properly informed as to the nature of the proceedings or process, reasonably apprehend that the decision maker might not have brought an impartial mind to the making of the decision; or might have made or influenced a decision or particular outcome for their own advantage or that of an associate?*

Declaration of Association

A member might have an association with an issue which is not a material interest where, for example –

- (a) they have had past involvement with an issue but are no longer associated with it and stand to gain nothing from the Council's consideration.

RECOMMENDATION

That Council:

- * Declare any conflicts of interest.

ACT HERITAGE COUNCIL MEETING 63
24 July 2014
AGENDA PAPERS

PREVIOUS MEETINGS

ENDORSEMENT OF MINUTES FROM PREVIOUS MEETINGS

***2.1**

Prepared By: Adriana Lulic

PURPOSE

To endorse and comment on the minutes at Attachments 2.1a from Heritage Council Meeting 62 held on 22 May 2014.

RECOMMENDATION

That Council:

* Comment and endorse the minutes from Heritage Council Meeting 62.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62
22 MAY 2014

DATE: 22 May 2014

VENUE: Ground Floor Conference Room, Dame Pattie Menzies House (North),
Dickson

ATTENDED BY:

Members	Time In	Time Out
Mr Duncan Marshall (Chair)	9.30	12.30
Dr Dianne Firth (Deputy Chair)	9.30	12.30
Dr Michael Pearson	9.30	12.30
Dr Warren Nicholls	9.30	12.30
Mr John Miller	absent	
Ms Pamela O'Neil	absent	
Dr Lenore Coltheart	9.30	12.30
Ms Sharon Payne	9.30	12.30
Chief Planning Executive Ms Dorte Ekelund	absent	
A/g Conservator of Flora and Fauna Ms Ann Lyons-Wright	9.30	10.40

A/g Secretary: Ms Anna Gurnhill

In Attendance: Mr Ben Ponton (part), Ms Alison Moore (part), Ms Pamela Hubert,
Ms Fiona Moore (part), Mr Richard Hekimian (part)

Minutes: Ms Adriana Lulic

OPENING OF THE MEETING

Mr Marshall opened the meeting at 9.35am.

1.0 WELCOME

1.1 Attendance and Apologies

Mr Marshall welcomed Council members to Meeting 62.

Apologies: Mr John Miller, Ms Pamela O'Neil, Ms Dorte Ekelund.

Mr Marshall advised that it was the last Council meeting for four of the current members. Mr Marshall took the opportunity to thank Dr Pearson, Dr Nicholls, Dr Coltheart and Mr Miller for their hard work, dedication, effort and passion during their appointments on the Heritage Council.

Drs Pearson, Nicholls and Coltheart thanked their colleagues on Council and also made special mention of the Heritage Unit for their support and dedication under the leadership of Ms Jennifer O'Connell.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62

22 MAY 2014

1.2 Confirmation of Agenda for Meeting 62

Mr Marshall added the following item to the Agenda:

- Yarralumla Brickworks site at item 5.4 Development Applications (historical heritage places).

The Agenda for Meeting 62 was confirmed as amended.

1.3 Declarations of Interest

The following declarations of association were made:

- Dr Pearson for Burton House Site, Gungahlin;
- Dr Firth for Havelock House and Open Systems House (former Churchill House), Braddon;
- Dr Nicholls for Northbourne Flats, Braddon and Turner; and
- Mr Marshall for Ngunnawal Bush Healing Farm, Open Systems House (former Churchill House) Braddon, and Havelock House, Turner.

2.0 PREVIOUS MEETINGS

2.1 Endorsement of Minutes from previous meetings

The minutes of Meeting 61 on 15 April 2014, were endorsed without change.

2.2 Action Report on Business Arising

Council noted the Action Report.

3.0 REPORTS TO COUNCIL

3.1 Chair's Report – Mr Marshall

Council noted the Chair's Report.

3.2 Manager's Report – Ms Gurnhill

Council noted the Manager's Report.

In addition to the Manager's Report, the following was noted:

- Ms Gurnhill echoed the sentiments of Mr Marshall and expressed thanks on behalf of ACT Heritage to outgoing members for their valued contributions to the Council over many years. ACT Heritage has benefited from their knowledge and the support of Council members has been very much appreciated. Ms Gurnhill noted that Drs Pearson, Nicholls and Colheart have been involved in approximately 300 heritage registration decisions during their time on Council;
- Ms Sharon Payne has been asked to remain on Council until March 2015 as the Aboriginal representative;
- members joining the Council in June 2014 are as follows:
Mr John Kenworthy (property), Dr Hanna Jaireth (nature conservation),
Dr Mary Hutchison (history), Mr Douglas Williams (archaeology), and
Mr George Bailey (object conservation);

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62

22 MAY 2014

- a Heritage Council induction session, for continuing and new members of Council, is being organised for the morning of 8 July 2014;
- 64 applications for the two vacant ASO6 positions (permanent part-time Registration team and temporary policy officer) have been received by ACT Heritage; and
- as the Project Facilitation Bill is being revised, the Heritage Amendment Bill will progress. Of particular note is the proposed removal of the Ministerial call-in powers. Next steps involve redrafting by the Parliamentary Counsel's Office and other administrative processes. At best, the Bill will be ready for debating in Spring 2014.

3.3 Directorate Report – Ms Ekelund

No report from the Directorate.

3.4 Conservator's Report – Ms Lyons-Wright

No update from the Conservator since the last Council meeting.

3.5 Planning and Land Authority Report – Mr Ponton

Council noted the Chief Planner's Report.

Mr Ponton provided updates on the following:

- Project Facilitation Bill – the Minister has asked that further work be done on the Bill with the view of another version be tabled by November 2014;
- City Strategic Plan – progressing; the next steps involve settling Government arrangements for the five key actions; funding is being looked at as well. Mr Marshall noted the importance of heritage issues being recognised and addressed early. Mr Ponton agreed.
- Mr Ponton is also considering heritage representation on the Major Projects Review Group when required.

4.0 REGISTER TASKFORCE

4.1 Minutes of Register Taskforce – Ms Lulic

The draft minutes of Register Taskforce meeting held on 1 May 2014 were noted.

4.2 Decision on Provisional Registration

Mr Marshall enquired about the Heritage Assessment Policy which Ms Gurnhill advised will be uploaded onto the website shortly. Mr Marshall requested that stakeholders be advised of the Policy and possibly have it flagged in the ICOMOS newsletter.

ACTION:

The Unit is to advise stakeholders of the Heritage Assessment Policy once uploaded onto the website.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62 22 MAY 2014

Council considered the recommendations of the Register Taskforce for the following:

4.2a Burton House Site, Gungahlin – Mr Hekimian

The draft Statement of Reasons for Burton House Site, Gungahlin was considered by Council and accepted with minor changes as emailed through by Mr Marshall and Ms O’Neil, with further input to text on page 5 of the SOR as agreed to at the meeting.

4.2b Open Systems House (former Churchill House), Braddon - Mr Hekimian

The draft Statement of Reasons for Open Systems House (former Churchill House) Braddon was discussed at the meeting.

Council further considered some published material, the style of the building and whether ‘brutalist’ is an accurate description of the style, the integration of landscape and building, the development and evolution from Boyd’s domestic work and whether criterion (a) “...exceptional fine level of application...” has been fully addressed.

Council agreed that Mr Marshall and Dr Firth further investigate the style issues and statements around criterion (a), (f) and (g). The item is to return to Register Taskforce for further consideration.

4.2c Northbourne Flats, Braddon and Turner - Ms Moore

The draft Statement of Reasons for Northbourne Flats, Braddon and Turner was considered by Council and accepted with some minor changes as emailed by Ms O’Neil and Mr Marshall, and further input at the meeting. The inclusion of a reference to the draft Heritage Assessment of Housing ACT Properties (2011) in the Background of the SOR was also requested.

Mr Marshall advised that he will write to the Director-General of the Community Services Directorate requesting the release of the draft Philip Leeson Heritage Assessment.

DECISION:

Council decided not to provisionally register:

- * **Burton House Site, Gungahlin**
- * **Northbourne Flats, Braddon and Turner**

4.2d Havelock House, Turner - Ms Hubert

The draft provisional registration of Havelock House, Turner was considered by Council. Council agreed to some minor changes including changes to the Features Intrinsic. Council agreed on the provisional registration of Havelock House, Turner as amended.

DECISION:

Council decided to provisionally register Havelock House, Turner.

DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62

22 MAY 2014

5.0 DEVELOPMENT ISSUES, ADVICE AND CMPs

5.1 Advice to the Conservator – Ms Chaston

Council noted the Report.

5.2 Aboriginal Liaison and Aboriginal Taskforce – Mr Gilbert

Council noted the Report.

5.3 Heritage Assessment Reports & Archaeological DAs – Ms Chaston

Council noted the Report.

5.4 Development Applications (historical heritage places) – Ms Hubert

Council noted the Report.

Mr Marshall raised the discussion he recently had with Mr Shonk of the LDA Board regarding the adaptive re-use and conservation of the Yarralumla Brickworks site. He advised Council that he and Ms Hubert will be attending the new project review group meeting next week. Mr Marshall will request a briefing to Council on the future development plans for the site.

5.5 Tree Removal Advice – Ms Hubert

Council noted the Report.

5.6 Compliance issues – Ms Hubert

Council noted the Report.

5.7 Advice on planning issues – Ms Hubert

Council noted the Report.

5.8 Minutes of DA Taskforce – Ms Hubert

The minutes of the DA Taskforce meetings, held on 24 and 28 April 2014, were noted.

5.9 Heritage Guidelines – Ms Hubert

Council considered Ms Hubert's agenda paper on Heritage Guidelines and discussed the possible benefits and disadvantages of site specific heritage guidelines. Council agreed it would be useful to review the interplay of site specific guidelines, general guidelines, Heritage Council adopted policies, and CMPs.

DECISION:

Council agreed to the:

- * preparation of new Heritage Guidelines for the Forrest Fire Station Precinct and for the Sydney and Melbourne Buildings, noting these might be used to test certain general issues with guidelines; and**
- * audit of general guidelines to determine their value in the case of places where no guidelines exist.**

**DRAFT MINUTES OF ACT HERITAGE COUNCIL MEETING 62
22 MAY 2014**

6.0 CONSERVATION MANAGEMENT PLANS

6.1 Minutes of CMP Taskforce – Ms Hubert

The draft minutes of the CMP Taskforce meeting held on 23 April 2014 were noted.

6.2 CMPs approved – Ms Hubert

Council noted the Report.

7.0 ACT HERITAGE GRANTS PROGRAM – Ms Gleeson

Council noted the Report.

Ms Gurnhill advised that members of Council will participate in the grants assessment process. The Grants Taskforce will be established at the Council induction session in early July 2014.

8.0 PROMOTIONS: Festival, Signage and Communications – Ms Roberts

Council noted the Report.

9.0 OTHER BUSINESS

9.1 Australian Heritage Strategy – Mr Marshall & Dr Pearson

Council considered a further brief submission on the draft Australian Heritage Strategy, as attached to the agenda paper.

DECISION:

Council agreed to a further brief submission on the draft Australian Heritage Strategy, as per Attachment 9.1b of the agenda papers.

9.2 National Trust ACT Initiatives – Mr Marshall

Mr Marshall advised that the National Trust (ACT) has invited a member of the Council to be part of the assessment panel for their Heritage Awards Program. Ms Payne was nominated.

DECISION:

Council agreed to the nomination of Ms Payne to form part of the assessment panel for the National Trust's Heritage Awards initiative.

Meeting concluded at 12.30pm.

ACT HERITAGE COUNCIL MEETING 63
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PREVIOUS MEETINGS

ACTION REPORT ON BUSINESS ARISING

2.2

Prepared By: Adriana Lulic

PURPOSE

To provide an update on the actions arising from previous Council meetings.
See Attachment 2.2a.

RECOMMENDATION

That Council:

- * Note the actions arising from previous meetings.

ACTIONS OF HERITAGE COUNCIL MEETING 62

22 May 2014

Meeting No	Agenda Item	Action Required	Action Officer	Current Status
62	4.2 Decisions on Provisional Registration	Advise stakeholders of the Heritage Assessment Policy once uploaded onto the website. Flag in ICOMOS newsletter.	Anna Gurnhill	Notified in Aus ICOMOS weekly bulletin Friday 20 June 2014. Stakeholders notified Thurs 17 July 2014

ACT HERITAGE COUNCIL MEETING 63
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REPORTS TO COUNCIL

REPORT BY THE CHAIR OF THE COUNCIL

3.1

Prepared By: Duncan Marshall

PURPOSE

To provide Council with a brief update about activities by the Chair and other Councillors since the report provided to Meeting 62, for the period 8 May to 9 July 2014.

REPORT

Activities of note, as Chair and excluding normal Council tasks, include:

- attendance at the Australian Railway Historical Society centenary event;
- attendance at the Sylvia Curley Oration by Dr Lenore Coltheart, about the work of Council;
- attendance at the project reference group meeting for the Yarralumla Brickworks redevelopment, including the new adjacent estate, also attended by Pamela Hubert, and also attendance at the open day;
- several media interviews regarding the Northbourne Housing Precinct, Hill Station, and funding issues;
- attendance at a briefing about the ACT Supreme Court redevelopment, also attended by Anna Gurnhill and Pamela Hubert;
- preparation of a letter to the LDA to provide preliminary DA Taskforce comments on the proposed Northbourne Housing Precinct redevelopment;
- discussions with the Community Service Directorate about the public release of a housing assessment report; and
- several conversations/emails with representatives of the National Trust and AIA about the Northbourne Housing Precinct.

RECOMMENDATION

That Council:

- * Note the report.

ACT HERITAGE COUNCIL MEETING 63
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REPORTS TO COUNCIL

MANAGER'S REPORT

3.2

Prepared By: Anna Gurnhill

PURPOSE

To provide the Council with an update of ACT Heritage activities.

REPORT

- Council appointments
 - Welcome to new members
 - 4 appointments expire 1 March 2015
 - Includes positions of Chair and Deputy Chair
 - Expressions of interest sought 18 July – 15 August
- ACT Government Administrative Arrangements 4 July 2014
 - ACT Heritage located within the Planning branch of the re-named Environment and Planning Directorate (EPD)
 - Minister Mick Gentleman – as Minister for Planning – took responsibility for heritage from 7 July 2014
- Strategic Planning Division
 - Heritage team to be referred as 'ACT Heritage' rather than 'ACT Heritage Unit' – aligned with other EPD agency naming conventions
- Staffing
 - James Bennett appointed as a Policy Officer for 6 month temp. contract 9 July 2014 – 8 Jan 2015
 - Daisy Chaston appointed permanent 0.6FTE position in Registration team 22 July 2014
 - Mary Clare Swete-Kelly to remain on extended leave until 15 May 2015
 - Backfilling arrangements underway
 - Grants Officer position being reclassified to higher level
 - Recruitment underway for permanent appointment:
 - Manager, Heritage. Applications closed 24 June 2014
 - Senior Manager, Planning and Heritage. Applications closed 17 July 2014.

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- Staff training and development
 - First aid
 - White card
 - Emotional intelligence

- Heritage Legislation Amendment Bill
 - Minister Gentleman provided with detailed brief, and requested confirmation for the:
 - proposed draft Bill;
 - proposed government amendments; and
 - timing of debate.

- Taskforce and Council meetings
 - DA Taskforce – 30 May
 - Register Taskforce – 3 July (email correspondence)

- Briefs and Ministerials
 - Brief - ESDD Submission to the development of the Australian Heritage Strategy
 - Brief – Heritage Council appointments
 - Brief – Government Agency Audit
 - Brief – Canberra Tracks Signage
 - Brief – outcomes of Heritage Council decision @ mtg 22 May
 - Brief – Heritage Council report on results of public consultation:
 - Hibernian Hotel Site
 - Crinigan’s Hut Artefact Collection
 - Shakespeare Hall

- Policy development
 - Taskforce meeting practice, membership and procedures
 - ACT Heritage staff induction manual

- Stakeholder engagement
 - New ACT Heritage website now live
 - Heritage Assessment Policy available online
 - ACT and Region Annual Australian Heritage Partnership Symposium
 - ACT Heritage staff attendance
 - New template letter prepared to notify property owners and other interested persons, as relevant, at the time of commencing assessment of a nominated

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place or object. Letter includes invitation to meet and discuss in person with Heritage staff.

- 2014 ACT Architecture awards
 - JS Murdoch Award for Heritage Architecture - Gudgenby in a Box (Phillip Leeson Architects)
 - Funded through ACT Heritage Capital Works and co-ordinated through ACT Heritage

- National Heritage Listing for 'Canberra'
 - EPD staff met with Commonwealth representatives 9 July 2014.
 - The ACT Chief Minister has requested further information about the impact of the listing for ACT Government, including the potential for a Conservation Agreement.
 - Timeframes for a decision on the listing by the Commonwealth minister for the Environment remain pending.

- Commonwealth bilateral agreements (assessment and approvals)
 - A new assessment agreement was signed by both levels of Government in June 2014. This is substantially the same as a previous agreement, with improved administrative functions. The agreement enables the ACT to continue coordinating environmental assessment of matters of national environmental significance (MNES) under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).
 - The ACT is currently negotiating an approval bilateral agreement. A draft agreement is expected to be released for public comment in August 2014.

- Stakeholder Meetings – staff have attended a range of stakeholder meetings since the last Council meeting. See Attachment 3.2a.

COMMENTS:

That Council:

* Note the report.

MEETING TABLE



MEETING TABLE



MEETING TABLE

MEETING TABLE



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MEETING TABLE



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REPORTS TO COUNCIL

CONSERVATOR'S REPORT

3.4

Prepared By: Helen McKeown

PURPOSE

To provide the Conservator's Report.

REPORT

ESDD was successful (with ANU and CSIRO) in getting a further grant from the Australian Research Council to support the reintroduction of species into the Mulligans Flat Sanctuary. The aim is to research the reintroduction of the Chestnut Mouse, the Antechinus and the Quoll to continue the restoration of the woodlands.

The ACT vegetation mapping project has just started the next phase (3) which is to map southern Namadgi National Park. Phase 1 was mapping Kowen. The report is on the EPD web site.

COMMENTS:

That Council:

* Note the report.

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REPORTS TO COUNCIL

PLANNING AND LAND AUTHORITY WITHIN EPD REPORT

3.5

Prepared By: Ben Ponton

PURPOSE

To provide an update of Government developmental planning activities for the Council.

REPORT

The Report is at [Attachment 3.5a](#).

COMMENTS:

That Council:

* Note the report.

Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

SCOPING FOR PLANNING REPORTS



Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

MATTER	COMMENT	HERITAGE COUNCIL INTEREST
<p><i>Yarralumla Old Canberra Brickworks</i> (Yarralumla section 102 blocks 1, 7 and 20, section 94 block 3, section 103 block 2, section 121 part block 7, section 113 and section 127; Dudley Street; Cotter Road; Curtin section 123; Deakin section 75, part 76 and part block 4 section 65)</p>	<p>Following the meeting on 9 September 2013, initial scoping advice was issued to the Land Development Agency (LDA) for the redevelopment of the site on 15 October 2013. Following agency consultation, a revised scoping advice including Heritage Council comment was sent to the LDA for consideration on 19 November 2013.</p>	<p>The Yarralumla Brickworks and adjacent Yarralumla Brickworks Railway Remnants are entered to the ACT Heritage Register. The Dowlraft Kilns and the Hardy Patent Kiln are identified as Schedule 1 Elements of Exceptional Significance in the Register Entry for the Brickworks. The former Brickworks Accommodation Village is included in Schedule 2, Elements of Moderate Significance in the Register Entry for the Brickworks. Development or demolition of these elements would require approval by the ACT Heritage Council in accordance with specific requirements. Moreover, development of the site of the former Brickworks Accommodation Village would need to be accordance with Conservation Policy 15 of the Conservation Management Plan for the Brickworks.</p>

Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

PLANNING REPORTS



Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

TERRITORY PLAN REVIEW

No new items

MASTER PLANNING



Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

LAND SUPPLY



Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)

DEVELOPMENT APPLICATIONS







Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)



Chief Planner's Report to the ACT Heritage Council (as at 16 Julv 2014)





Chief Planner's Report to the ACT Heritage Council (as at 16 July 2014)



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Chief Planner's Report to the ACT Heritage Council (as at 16 Julv 2014)



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DEVELOPMENT ISSUES AND ADVICE

**PROPOSED DEMOLITION OF 1948 SWITCH ROOM, KINGSTON POWERHOUSE HISTORIC
PRECINCT**

***6.1**

Prepared By: Pamela Hubert

PURPOSE

To seek the Council's direction in relation to a proposal to demolish the 1948 switch room in the Kingston Powerhouse Historic Precinct.

ISSUES

Representatives of the Land Development Agency (the LDA) and Lovell Chen met with the Development Application Taskforce of the Council (the DA Taskforce) on 24 September 2013 to present the *Kingston Section 49 Masterplan* prepared by Purdon Associates and Cox (the Masterplan) and the *Kingston Section 49 Heritage Strategy* prepared by Lovell Chen (the Heritage Strategy). Kingston Section 49 includes the Kingston Powerhouse Historic Precinct (the Precinct) which is included on the ACT Heritage Register. The Register entry for the Precinct is at [Attachment 6.1a](#). The Masterplan is included at [Attachment 6.1b](#). The Heritage Strategy is at [Attachment 6.1c](#). Minutes of the meeting of the DA Taskforce of 24 September 2013 are at [Attachment 6.1d](#).

The Masterplan includes the demolition of the 1948 switch room which is listed as a feature intrinsic to the heritage significance of the Precinct. Demolition of the 1948 switch room is proposed to make space for a new multi-level car park.

The Statement of Significance in the Register entry for the Precinct includes the following paragraph in relation to the 1948 switch room:

The Power House ceased to provide power to the National Capital in 1929 when a cheaper source of electric power became available. It was reactivated for short periods in the years 1936-42 when repairs to the Burrinjuck Dam (which supplied water to the Burrinjuck Hydro Electric Scheme then servicing Canberra) were required, and in 1948-57 when post war construction in NSW placed severe strain on the NSW Grid. The 1948 switch room provides evidence of this later period of reactivation.

The Heritage Guidelines for the Precinct include the following guidelines in relation to the demolition of buildings:

ii) Demolition of Buildings

- a) Demolition of the Power House, Fitters' Workshop, base of the second chimney stack and 1948 Switch Room shall not be permitted, other than in exceptional circumstances, including circumstances in which the buildings are structurally unsound and beyond economic repair or where there are significant public health and safety reasons to warrant demolition. Demolition shall not be

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permitted unless it can be demonstrated that there is no prudent and feasible alternative.

- b) Demolition of any part of the original fabric of the above features shall only be allowed in the context of sympathetic conservation of the place, including any alterations and additions.
- c) Accurate recording of any building or structure shall be undertaken prior to any demolition or removal of fabric.

The Heritage Strategy includes additional research in relation to the 1948 switch room and its relationship to the operation of the Kingston Powerhouse and argues that the 1948 switch room should not be considered as an intrinsic feature of the Precinct. In support of this argument, the Heritage Strategy (p56) notes:

The reactivation of the Power House in 1948 required the construction of a new stack in order to support operations (the base of the stack survives). The Switch Room was also constructed at this time, but the 11kv switchgear was not designed and installed until 1960. Since then it has been extended and/or modified on at least three occasions, including an extension to the south-west in the mid-1980s and the replacement of the original Marseilles Pattern Terra Cotta Tiles. The switch gear had been removed by the mid-1980s. The most recent works – the fit-out to residential use – were carried out in 2008.

The context of the 1948 Switch Room has also changed since 2000, through the demolition of the two-storey engineering services workshop and the 1938 switch house (respectively graded D and C in the 2001 CMP Review). This has resulted in the 1948 Switch Room being physically isolated from the Power House and Fitters' Workshop. Today, in a planning sense, the building relates most directly to the modern Telopea Park substation (1984). This connection is reinforced through the design parallels between the 1948 Switch Room and the main entry to the substation, including the general scale of the buildings, their simple gabled roof forms, the use of face brick and dark concrete roof tiles.

Following the DA Taskforce meeting of 24 September 2013, the Council sent preliminary comments of the DA Taskforce to the LDA in a letter of 8 October 2013 ([Attachment 6.1e](#)). This letter requested “the LDA as the proponent for the development establish that there is no feasible and prudent alternative to demolition of the 1948 switch room”.

In response to the above letter, the LDA submitted a *Statement of Heritage Effects; Kingston Section 49 Master Plan* by Lovell Chen (the SHE). The SHE is at [Attachment 6.1f](#). The Council provided a response to this report, in conjunction with the Heritage Strategy, on 7 November 2013. The response is found at [Attachment 6.1g](#). This response reiterated previous advice that demolition of the 1948 switch room “will need to be justified by an argument that there is no prudent or feasible alternative to the demolition”.

In April 2014, the LDA submitted the report titled *Submission to the ACT Heritage Council regarding the proposed demolition of the '1948 switch room' at the Kingston Powerhouse*

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Historic Precinct Section 49, Kingston, ACT by Lovell Chen (the Submission) in response to the Council's advice of 7 November 2013 and a list of questions agreed by the DA Taskforce to test whether there was no prudent or feasible alternative to the demolition. This was presented to the DA Taskforce at a meeting on 24 April 2014. The Submission is at Attachment 6.1h.

The Submission includes the following conclusion (pp11-12).

Over the past decade or more Kingston Section 49 has been the subject of extensive study and planning to determine a suitable development strategy. Prior to the development of the current Masterplan the area had been identified as a tourist 'Cultural Precinct', which subsequently included the Kingston Arts Precinct and structured car park. The Masterplan investigated how the objectives and commitments could be achieved and has been through a process of extensive consultation with expert urban design, architectural, heritage, transport and planning input. As addressed in this submission, a key conclusion of the integrated plan was that demolition of the Switch Room was necessary.

The response to the questions raised by the Heritage Council demonstrates that while there are in some instances alternatives to the approach proposed, none achieve an outcome which is both prudent and feasible. The project is one of considerable social utility which will respond to the needs of the community and visitors alike. It will deliver the highest benefit to the community into the future through a vibrant, high quality arts precinct, potential economic returns to the Territory (though residential/commercial development site land sales), a publicly accessible structured car park for local and interstate visitors, continued quiet enjoyment for residential uses and an urban form that respects and focuses on the significant heritage buildings through adaptive reuse.

It is a project which will continue to sustain heritage buildings on the site and support the ongoing process of adaptation and reuse. Core to the development of the precinct is the delivery of adequate parking. In this case the proposed course of action involves the loss of a heritage building currently included on the heritage register. That building is not one which makes a contribution which is key to understanding the significance of the precinct. It is a building which physically has been compromised and its ability to demonstrate its original use is limited.

Critically the proposal is one which is not about a convenient outcome but one which is the product of considered assessment and evaluation of options. As such there is no prudent and feasible alternative available.

Minutes of the DA Taskforce meeting of 24 April 2014 are at Attachment 6.1i. Additionally, on 23 May 2014, the LDA was advised by email that:

Following the meeting on 24 April 2014 with the LDA regarding the possible demolition of the 1948 substation at section 49 Kingston, the DA Taskforce of Heritage Council expressed that they would like some certainty about the design of

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any new building on the site prior to giving their support to demolition of the 1948 substation. This has been requested to:

- *prevent demolition of the building without a new building being constructed for some time if there was a change to the Kingston Section 49 master plan or to funding for the precinct,*
- *be certain that the proposed car park or other new building could not be designed without the demolition of the 1948 substation, and*
- *ensure the DA Taskforce had input into the design of a new structure on the site.*

Planning Delivery in ESDD has advised that they would not be willing to include a condition in a development approval for the demolition of the 1948 substation to the effect that demolition could not commence until a development application for a new building had been approved.

Consequently, the DA Taskforce of Heritage Council have suggested that, if they do not object to the development application for the demolition of the substation, they may seek an exchange of letters where the LDA agree not to implement an approval to demolish until a development application for a new design has been agreed to by the Heritage Council and funding for the whole of the project secured.

In May 2014, the LDA submitted a report titled *Kingston Foreshore Structured Carpark Location Options* (the Carpark Report) as the additional information requested by the Council. The Carpark Report is at [Attachment 6.1j](#). In response to the Carpark Report, the LDA was provided with an email summarising the DA Taskforce's responses urging: *a very close look at options A.1 and A.2 (on page 8). It is noted that the site line issue on page 8 is a major heritage issue but exists only for the development box and may be able to be reduced as an impact by the actual building design within the A.2 box or in a skewed building straddling A.1 and A.2.*

In response, the LDA has advised that:

Constructing the car park on the alternate orientation (A.2) extending the car park towards Wentworth Avenue beyond the building line of the Powerhouse, will cause an unavoidable reduction in visibility of the Powerhouse from the Wentworth Avenue approach. This visual impact may be minimised from limited viewpoints in the final detailed design through cladding material selection and the design of the decks and ramps, however the visual impact of this approach will still be significant.

It is also suggested that a skewed building straddling A.1 and A.2 might be possible. This would not be consistent with the industrial built form heritage of the Kingston Powerhouse precinct as established by the former rail sidings and buildings on the site. A skewed building was be (sic) unlikely to be technically feasible due to the flow-on impacts on access road alignments being skewed. Since the carpark cannot be built any closer to the high voltage easement or the buildings (due to basement stabilisation), a skewed orientation would not be feasible.

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The LDA advised ACT Heritage on 4 July 2014 that it expected to submit a development application for the demolition of the 1948 substation in the following week.

In consideration of the above discussion and the imminent referral of a development application for the demolition of the 1948 switch room, the Council needs to decide if it is satisfied that there is no feasible and prudent alternative to demolition of the 1948 switch room.

RECOMMENDATION

That the Council:

- * does not object to the development application to demolish the 1948 substation in the Kingston Powerhouse Precinct subject to:
 1. the LDA providing written agreement that the 1948 substation will not be demolished until the Heritage Council agrees to the design of a new building on the site of the 1948 substation, and
 2. an archival recording of the 1948 substation being approved by the Heritage Council prior to the approval of the development application.



ACT Heritage Council

Entry to the ACT Heritage Register

Heritage Act 2004

20048. Kingston Powerhouse Historic Precinct

Section 8, Blocks, 8, 11, 14, & 24

KINGSTON

This document has been prepared by the ACT Heritage Council.

This entry which was previously part of the old heritage places or the old heritage objects registers (as defined in the *Heritage Act 2004*), as the case may be, is taken to be registered under the *Heritage Act 2004*.

Conservation Requirements (including Specific Requirements), as defined under the *Heritage Act 2004*, that are contained within this document are taken to be Heritage Guidelines applying to this place or object, as the case may be.

Information restricted under *the old heritage places register or old heritage objects register* is restricted under the *Heritage Act 2004*.

Contact: ACT Heritage Council c/o Secretary PO Box 144
Enquiries: phone 02 6207 2164 fax 02 6207 5715

Lynham ACT 2602
e-mail heritage@act.gov.au



ACT Government



environment ACT

Helpline: 02 6207 9777
Website : www.cmd.act.gov.au
E-mail: EnvironmentACT@act.gov.au

48. Kingston Power House Historic Precinct, Kingston [V113]¹

Location

District of Central Canberra, Division of Kingston, Section 8, Blocks, 8, 11, 14, & 24 as identified on Figure 48 and indicated on the Territory Plan Map by the Heritage Places Register Overlay H48.

Features Intrinsic To The Heritage Significance Of The Place

The Place comprises the following significant features identified on Figure 48a

- a) Power House building, together with significant internal fabric identified at Schedule 1 and Figure 48b;
- b) Fitters' Workshop (Bulk Supply Store);
- c) original alignment of the railway and existing railway track and embankment
- d) landscape elements: Monterey pine (*Pinus radiata*- A), White brittle gum (*Eucalyptus mannifera* - B);
- e) base of the second chimney stack;
- f) fabric and operation of the siren and whistle; and
- g) 1948 Switch Room.

Statement Of Significance

The Power House and Fitters' Workshop are of industrial and architectural significance. Other intrinsic features assist in demonstrating the industrial use of the site for power generation. The Power House is a landmark structure in its Lakeside setting.

The Power House generated the first power to the Federal Capital in 1915. The Power House and its associated Fitters' Workshop are early examples of buildings that housed coal fired steam powered electricity generation equipment. The Power House, Fitters' Workshop, base of the second chimney stack and remnant railway embankment and existing railway track to the north west of the Power House demonstrate the technology and process of early electricity generation in the Federal Capital. The siren and whistle located on the main power house building was an important soundscape feature throughout Kingston. The landscape elements are remnants of Thomas Charles Weston's 1920s windbreak plantation along Interlake (now Wentworth) Avenue and have an evident relationship with the establishment and development phases of the Federal Capital.

The Power House was the first permanent public building in the Federal Capital. Its existence was fundamental to the development and establishment of the City. It is an example of early 20th century industrial architecture and the first building in the Federal Capital designed by John Smith Murdoch, a major figure in the creation of the 'Federal Capital' architectural style. The Power House retains numerous internal fittings demonstrating its substantial industrial use.

The Fitters' Workshop (Bulk Supply Store) is the second permanent structure in Canberra designed by J. S. Murdoch. The remnant railway embankment and existing railway track are part of the original rail system and were associated with the delivery of coal to the Power House.

The Power House ceased to provide power to the National Capital in 1929 when a cheaper source of electric power became available. It was reactivated for short periods in the years 1936-42 when repairs to the Burrinjuck Dam (which supplied water to the Burrinjuck Hydro Electric Scheme then servicing Canberra) were required, and in 1948-57 when post war construction in NSW placed severe strain on the NSW Grid. The 1948 switch room provides evidence of this later period of reactivation.

Specific Requirements

In accordance with s54(1) of the *Land (Planning and Environment) Act 1991* the following requirements are identified as essential to the conservation of the heritage significance of the place. These requirements are prepared to implement the following conservation policy for the place:

¹ [V113: Added to Heritage Places Register Number 48 08/06/2000 (Variation Number 113)]

The place is to be conserved and appropriately maintained consistent with its heritage significance. In conserving the place, its prior use as an industrial site for the generation of electricity should continue to be evident and accessible to the public.

i) Buildings including alterations and additions

- a) The Power House is to remain the dominant feature of the Precinct in any future development.
- b) The industrial character, form and scale of the Power House and Fitters' Workshop shall be retained. External additions to the Power House, Fitters' Workshop and 1948 Switch Room shall only be permitted if the proposed additions do not adversely affect the heritage significance of the place.
- c) External alterations to the Power House, Fitters' Workshop and 1948 Switch Room, including alterations to external finishes, shall reflect and complement the architectural style of the buildings.
- d) Internal alterations or additions to the Power House and Fitters' Workshop will respect proportions of space and may only be permitted where it can be demonstrated that they will not adversely affect the heritage significance of the place. Any alterations or additions shall be undertaken in accordance with a Conservation Management Plan approved by the ACT Heritage Council and any subsequent amendment of that plan. Any proposed works which will require the alteration or removal of the significant internal fabric identified at Schedule 1 will require a Development Application.
- e) Any new buildings or elements shall be consistent with the architectural character of the place, and where possible, shall positively enhance the public's ability to understand its former industrial use and historic role in the development of the National Capital. New construction shall only be permitted where it can be demonstrated that it will not adversely affect the heritage significance of the place and will not affect the landmark qualities of the Power House and Fitters' Workshop.
- f) The base of the second chimney stack shall be conserved in its current location. If the base of the first chimney stack is uncovered during development works this shall be conserved and protected from disturbance.
- g) The siren and whistle shall be conserved and retained in its current location on the roof of the Power House and maintained in working order. Consideration shall be given to future operation for interpretive purposes or new use.

ii) Demolition of Buildings

- a) Demolition of the Power House, Fitters' Workshop, base of the second chimney stack and 1948 Switch Room shall not be permitted, other than in exceptional circumstances, including circumstances in which the buildings are structurally unsound and beyond economic repair or where there are significant public health and safety reasons to warrant demolition. Demolition shall not be permitted unless it can be demonstrated that there is no prudent and feasible alternative.
- b) Demolition of any part of the original fabric of the above features shall only be allowed in the context of sympathetic conservation of the place, including any alterations and additions.
- c) Accurate recording of any building or structure shall be undertaken prior to any demolition or removal of fabric.

iii) Landscape

- a) The plantings on the corner of Mundaring Drive and Wentworth Avenue of Monterey Pine (A) and White Brittle Gum (B), and those to the west of the Power House of White Brittle Gum (B), are to be conserved and when appropriate, replaced with the same species of tree. All are to be maintained.
- b) The alignment of the former railway and existing railway track should be retained as a linear open space and appropriately expressed in future landscaping treatment. An indicative portion of the existing railway track should be retained, conserved and interpreted *in situ*.
- c) The immediate spaces surrounding the Power House, Fitters' Workshop and railway alignment that demonstrate the industrial servicing and operation of these buildings shall be retained and appropriately landscaped.
- d) Significant visual links shall be retained between the Power House and (i) East Basin and (ii) Bowen Park. The prominent gables and roof form of the Power House shall be visible from potential water transport links to and from the Kingston Foreshore area.

- e) Excavation and landscaping works shall be undertaken in accordance with approved archaeological procedures.

Figure 48: Kingston Power House Precinct: Location

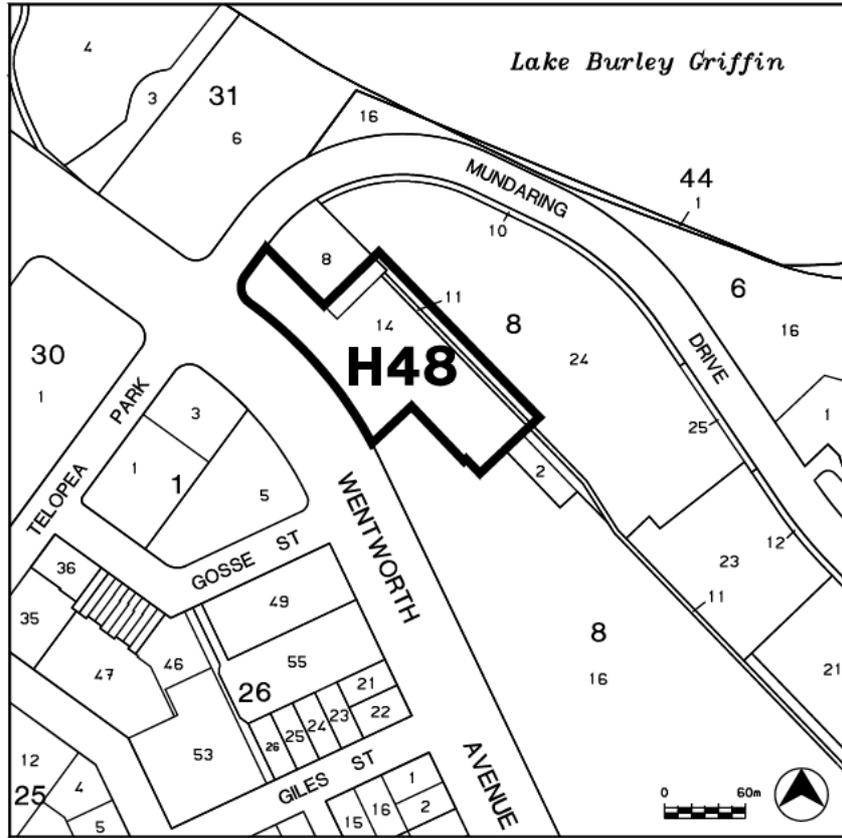
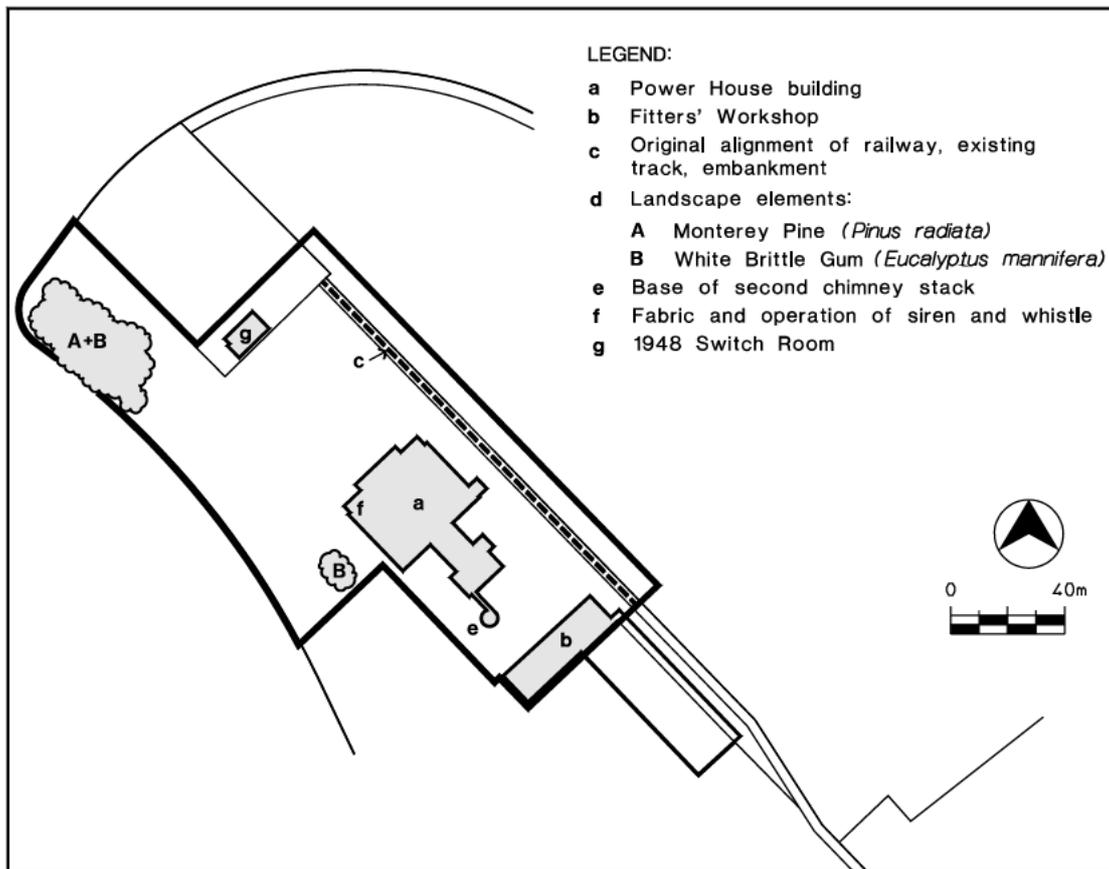


Figure 48a: Kingston Power House Precinct: Significant Features



SCHEDULE 1
SIGNIFICANT INTERNAL FABRIC: POWER HOUSE

Stairwell (Ground and 1st Floors)

- Steps, railings, handrails, cupboards beneath stairs (1)
- Original light fittings (8)

Basement (Ground Floor)

- Condensing pits (2)
- Light fitting on central beam (4)
- Ladder to 1st floor and into condensing pit (5)
- Ash chutes (6)
- Coal elevator (7)
- Original light fittings (8)

Battery Room (Ground Floor)

- Original joinery and 3 phase switch on right hand side of door as you enter, ceiling and cable terminating boxes and cable rack

Economiser Room (Ground Floor)

- Trusses
- Drill press (9)
- Position of flue (10)

Engine Room (1st Floor)

- Floor, ripple iron ceiling, trusses, fenestration, louvres and gantry, sign, columns, beams, and services (external electrical wiring)
- Internal operating mechanism for siren and whistle (11)
- Building services switch board (12)

Tea Room (1st Floor)

- Windows and door and wall framing

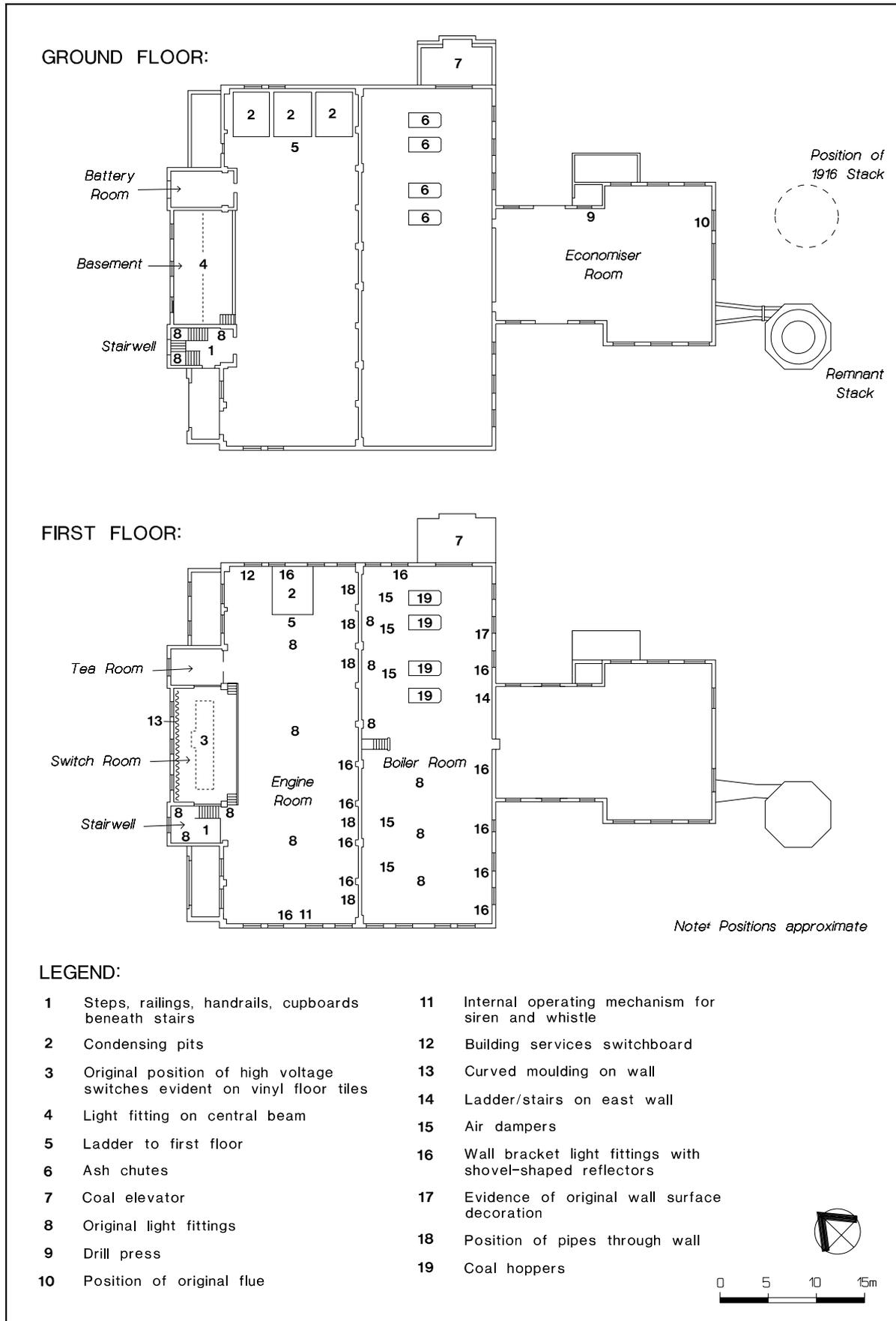
Switch Room (1st Floor)

- Original position of high voltage switches evident on the vinyl floor tiles (3)
- Curved moulding on the wall (13)

Boiler Room (1st Floor)

- Walls, ceiling
- Coal hopper (19)
- Coal elevator (7)
- Ladder/stairs on east wall (14)
- Air dampers (15)
- Wall bracket light fittings with shovel shaped reflectors (16)
- Original light fittings (8)
- Evidence on east wall of original wall surface decoration featuring red section from floor finished with a black line below cement washed walls (17)
- Portion of pipes through west wall of Boiler Room into the Engine Room (18)

Figure 48b: Kingston Powerhouse Precinct: Significant Internal Fabric of Power House Building



KINGSTON S49 MASTERPLAN



INTRODUCTION

The LDA has prepared the Kingston Section 49 Master Plan to guide development of the area in the vicinity of the Power House and other heritage buildings in the Kingston Foreshore. It has been prepared following extensive community consultation, has been informed by a heritage strategy and parking and traffic investigations, and reflects government decisions to develop the Kingston Arts Hub.

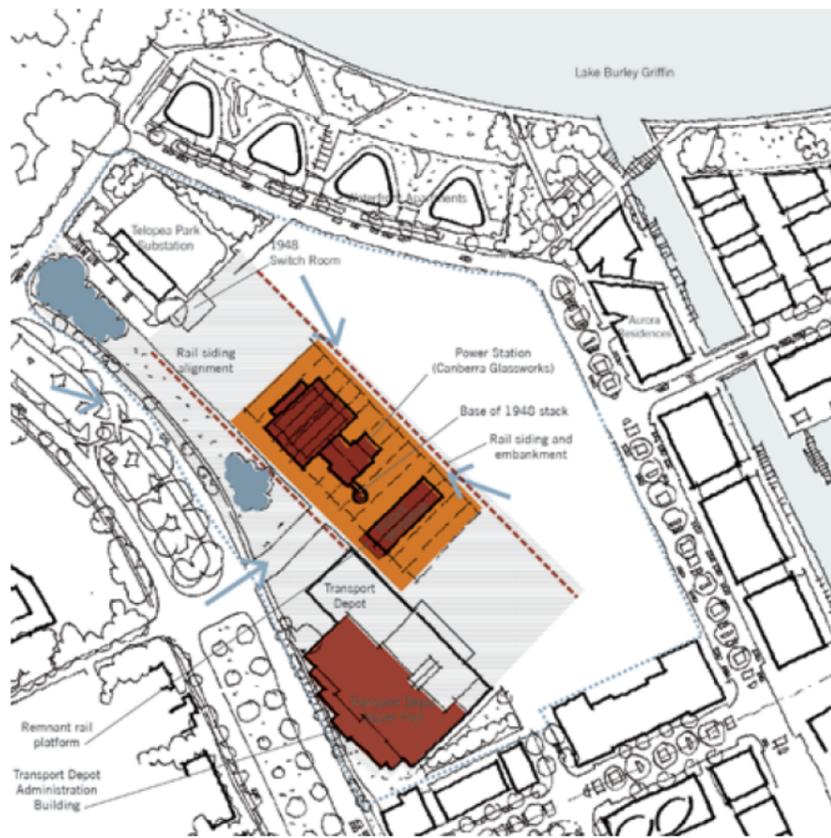
This document summarises the Kingston Section 49 Master Plan.

This summary outlines the planning and urban design principles on which the master plan is based. It also presents the master plan. The master plan is a flexible plan that identifies the public realm and areas for future development. Within the context of the objective to develop a vibrant mixed use area, the development areas could be used for different purposes depending on government and market requirements. Therefore land use options have been prepared to demonstrate the development potential of the area taking into account the requirement to identify a site for a parking structure and the need to meet the requirements of arts organisations that may locate there.

The contents of this summary presentation are:

- Urban planning & design principles
 - > Heritage Strategy
 - > Key Views and Vistas
 - > Movement and Connections
 - > Public Realm
 - > Development Opportunities
 - > Urban Form
 - > Activity Nodes
 - > Active Frontages
 - > Building Heights
 - > Parking
 - > Height-Heritage Requirements
- The Master Plan
- Implementation
- Land use options
 - > Option 1
 - > Option 2
 - > Option 3





KEY

Kingston Section 49

SIGNIFICANT BUILDINGS AND ELEMENTS

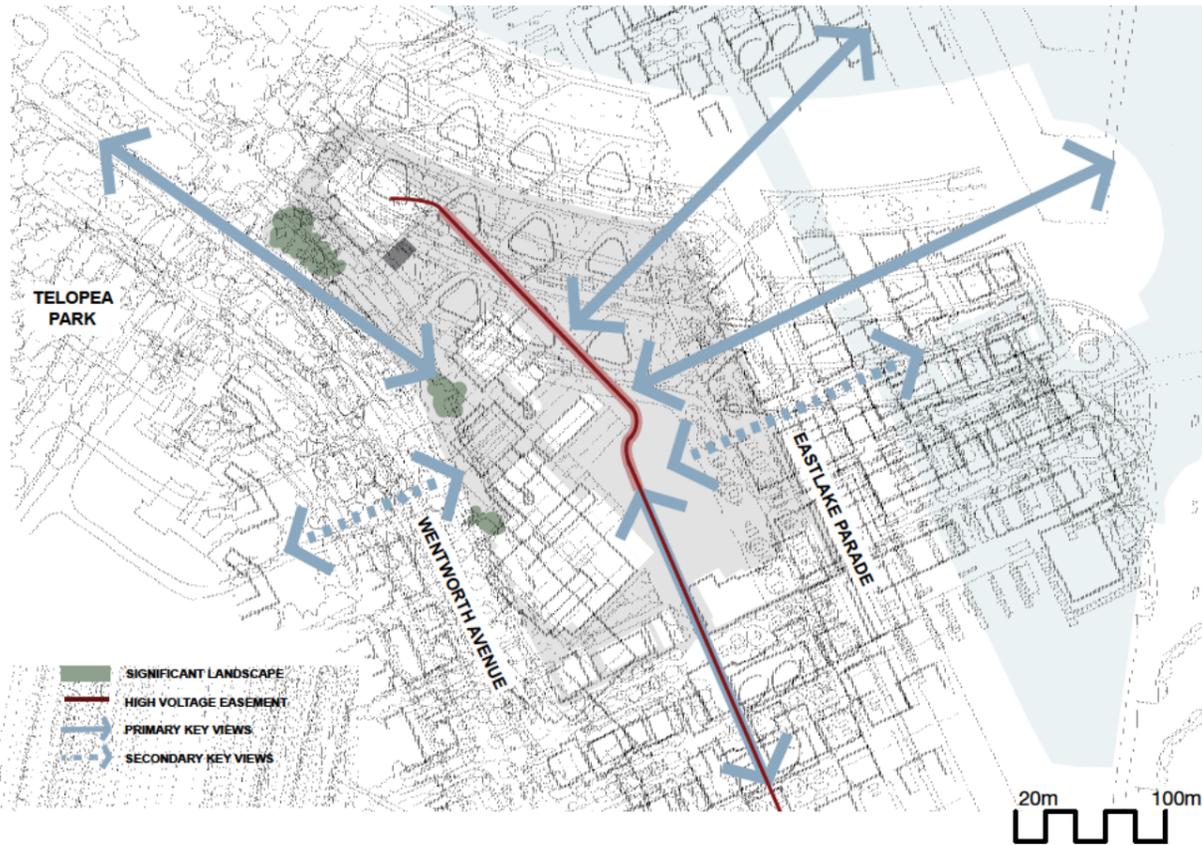
- Significant buildings / built fabric and rail sidings
- Zone of greater heritage sensitivity
- Zone of lower heritage sensitivity
- Significant trees
- Significant views

HERITAGE STRATEGY

Section 49 Kingston contains visible remnants of the former industrial hub which helped build the national capital.

The heritage values of the Power House Precinct and Former Transport Depot contribute to the unique character of the area, and are to be maintained in any future development.

The primary building elements and open spaces associated with the historic railway alignments are to be retained. The height and form of any adjacent future development is to address the areas of identified heritage significance. Future landscape design and signage should allow interpretation of the area's unique heritage.



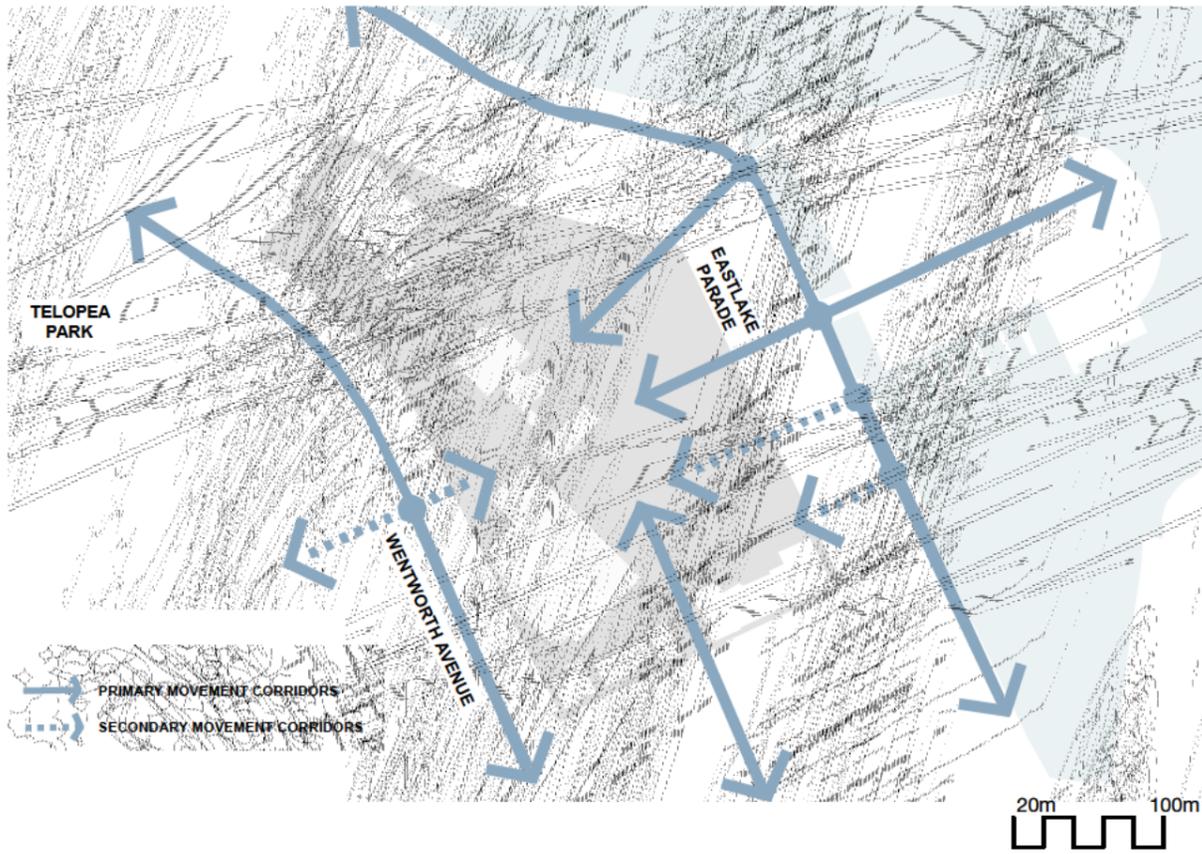
KEY VIEWS AND VISTAS

The primary views linking Section 49 Kingston to its immediate surrounds and broader context, contribute to the area's unique character.

Some of these views were established up to a century ago and have heritage significance, including the oblique views of the Power House and the Fitters' Workshop buildings.

More recently established views such as those linking the Power House to Lake Burley Griffin and Wentworth Avenue are also important. Longer range visual connections to the Kingston Harbour, Jerrabomberra Wetlands, Mount Pleasant and Bowen Park are to be maintained and strengthened in future development patterns.





MOVEMENT AND CONNECTIONS

Section 49 Kingston is well connected to the city's transport and recreation movement networks, which provide excellent access for tourists and other visitors. It is also adjacent to the Kingston Boat Harbour and emerging waterfront dining promenade.

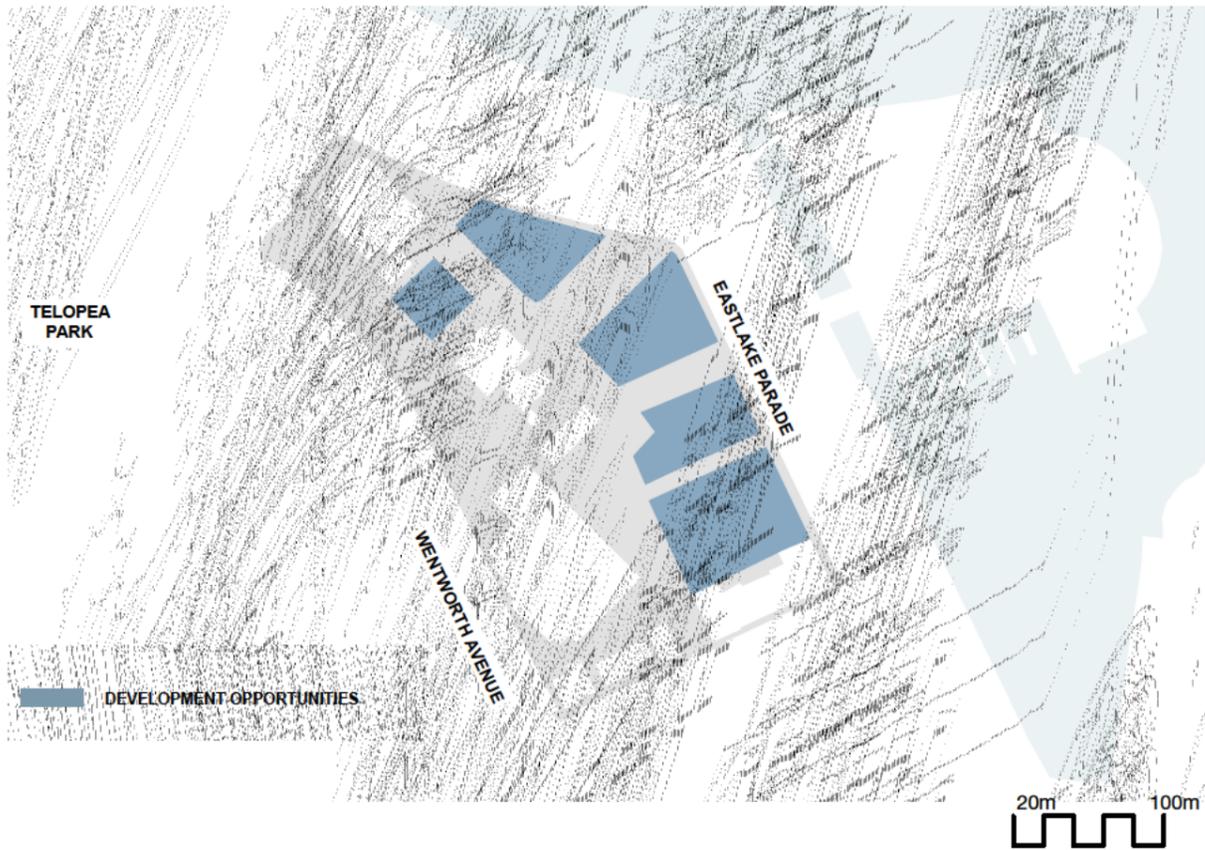
Within the precinct, movement of people walking and cycling is to be encouraged by maximising permeability of buildings and landscape design.

Movement of private vehicles through the precinct is to be discouraged and roads located in the periphery. Primary access to basement car parks is to be from Eastlake Parade.



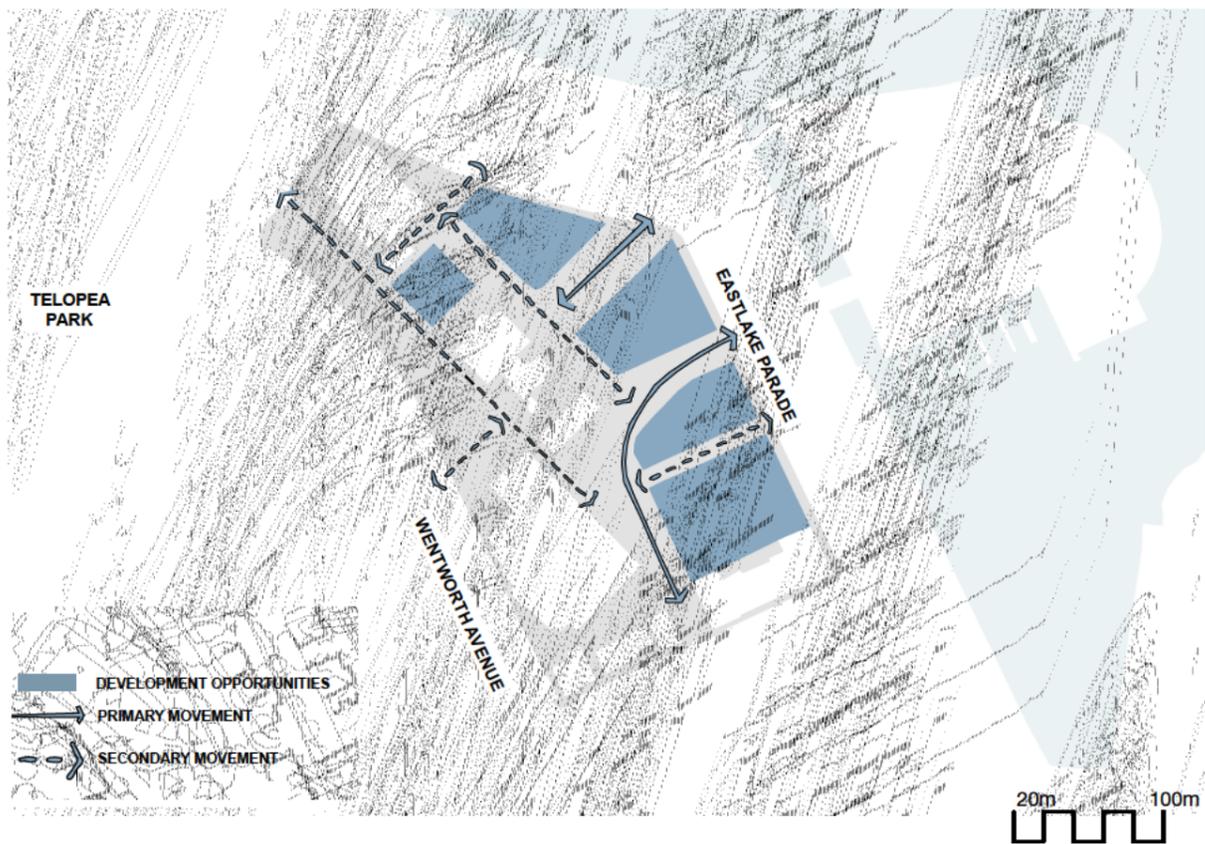
PUBLIC REALM

The areas of heritage significance, key view corridors and movement routes will become the future public realm. They are to be maintained as high-quality, multi-use open spaces for everyone's enjoyment. Future landscape treatments should reinforce these areas and the elements that have defined them.



DEVELOPMENT OPPORTUNITIES

The balance of Section 49 Kingston presents a number of opportunities for future development. This development is to contribute to the future character and use of the precinct.

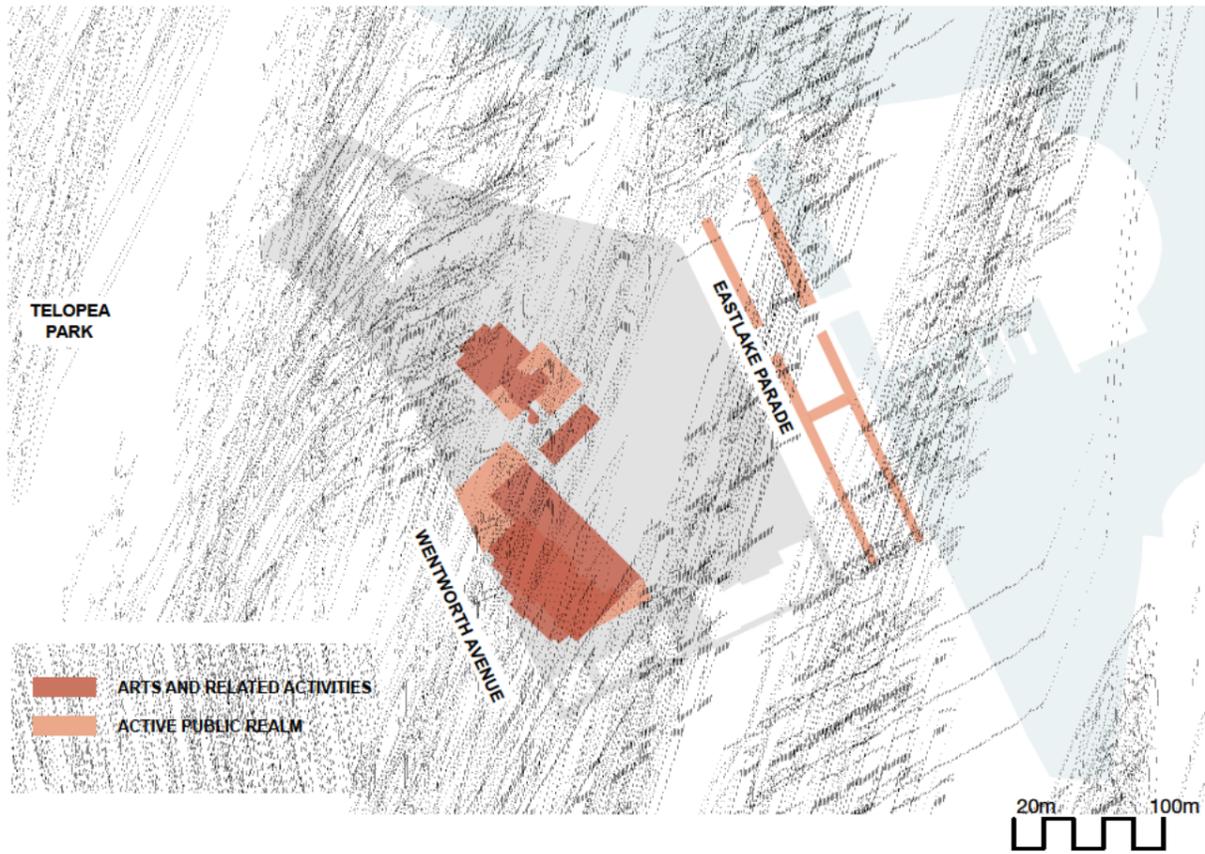


URBAN FORM

The urban structure of the precinct is defined by the central public realm areas, the future internal road and path networks and the surrounding building forms.

Primary movement routes will extend Printers Way to Trevillian Quay, and a landscaped plaza space linking the Power House to the lake.

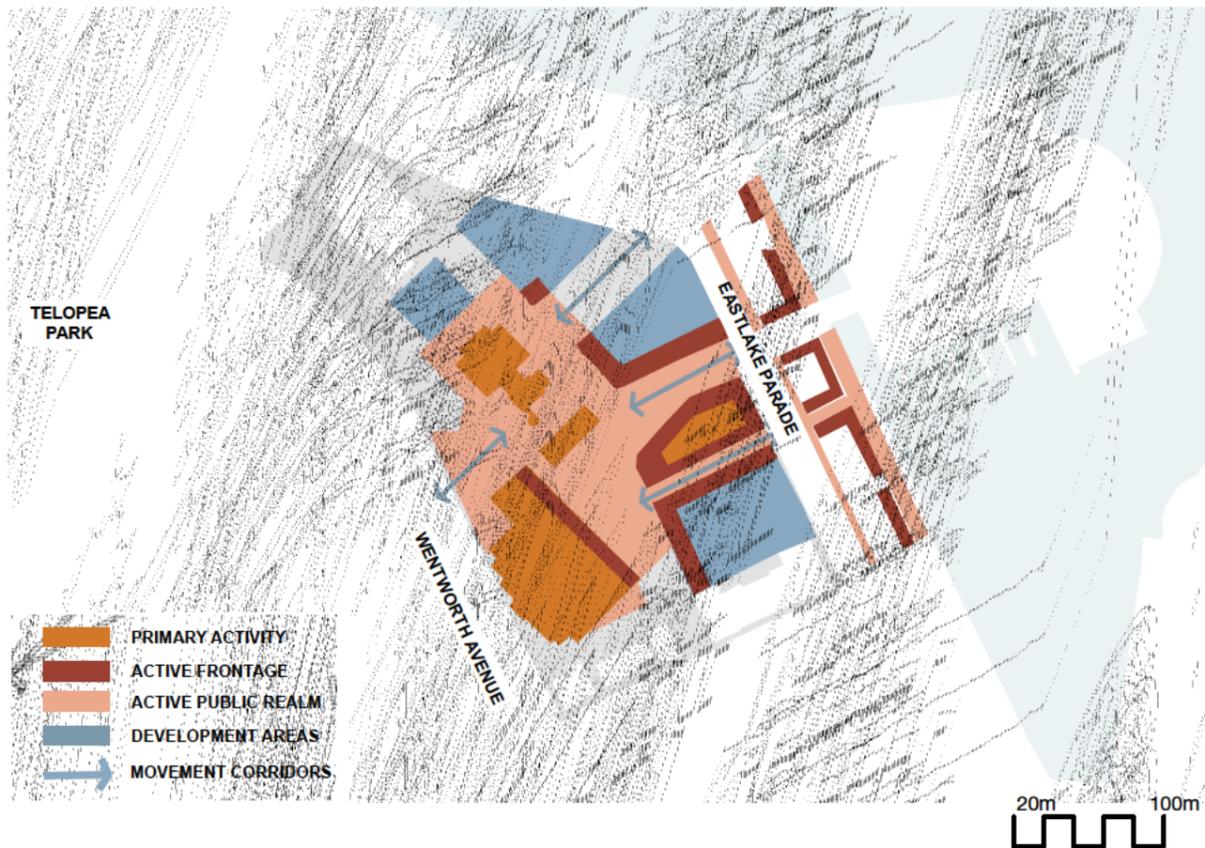
Secondary movement routes will prioritise movement of pedestrians, cyclists and service vehicles.



ACTIVITY NODES

The Canberra Glassworks and the Old Bus Depot Markets generate activity in the precinct.

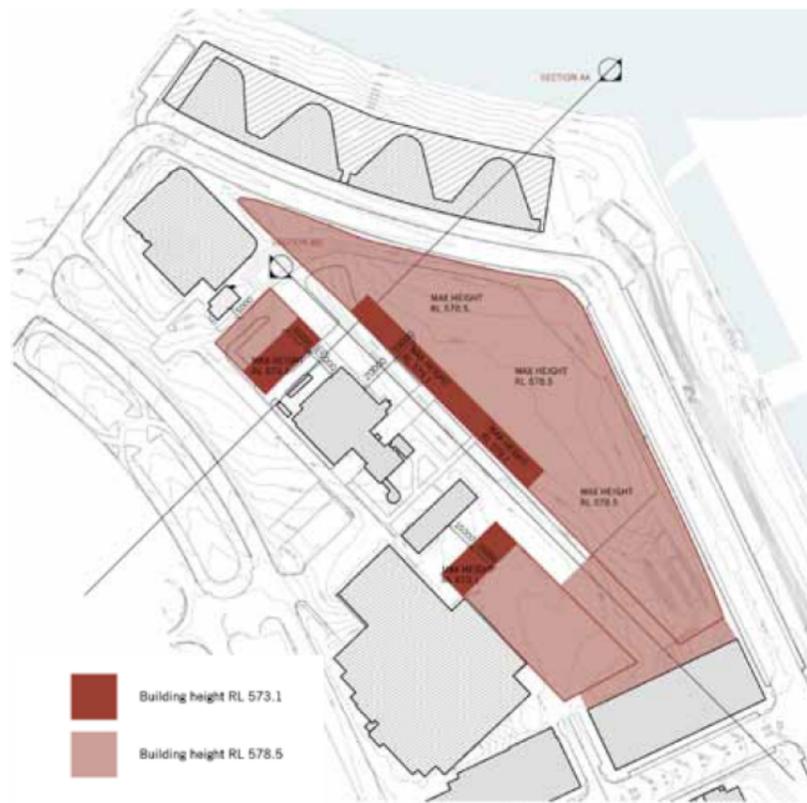
The emerging cafes, bars, restaurants and other venues along the Kingston Harbour promenade will generate a more consistent level of activity in the area throughout the day and at night time, on weekdays and weekends.



ACTIVE FRONTAGES

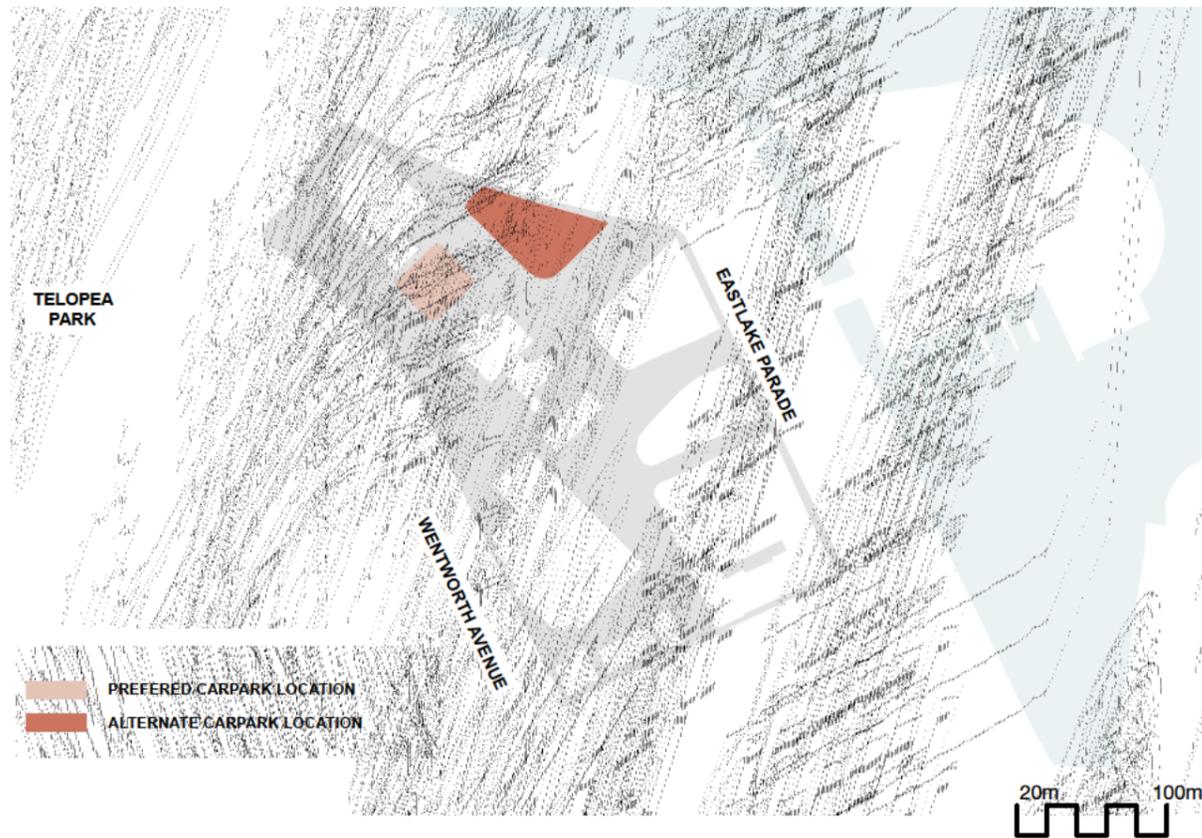
Movement through the precinct and especially to the harbour will be encouraged by requiring active frontages adjacent to the main areas of the public realm. Active frontages are to be developed on the ground floor of buildings adjacent to key movement and activity areas.

Pedestrian movement is to be encouraged through street and landscape designs.



BUILDING HEIGHTS

In areas immediately adjacent to the Power House and the Fitters Workshop, any future proposed building is to be limited to a height which equates to around three storeys, to maintain the prominence of the heritage buildings. Building heights in areas beyond this are to be consistent with the Territory Plan requirements.

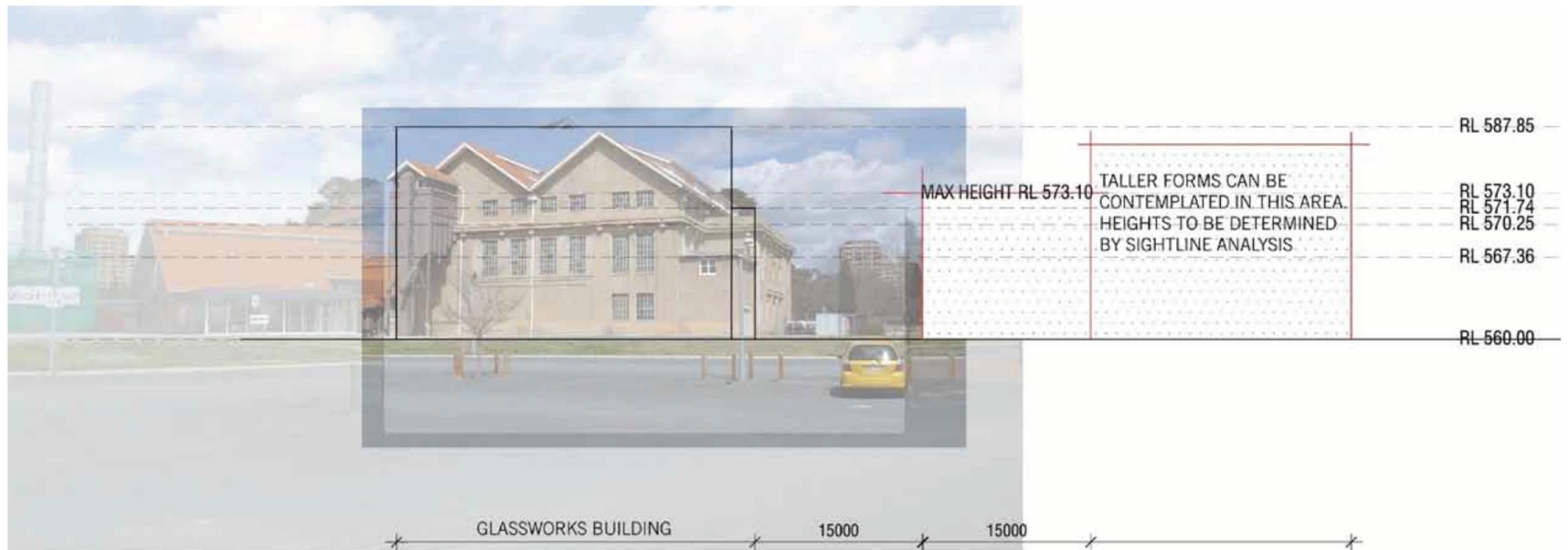


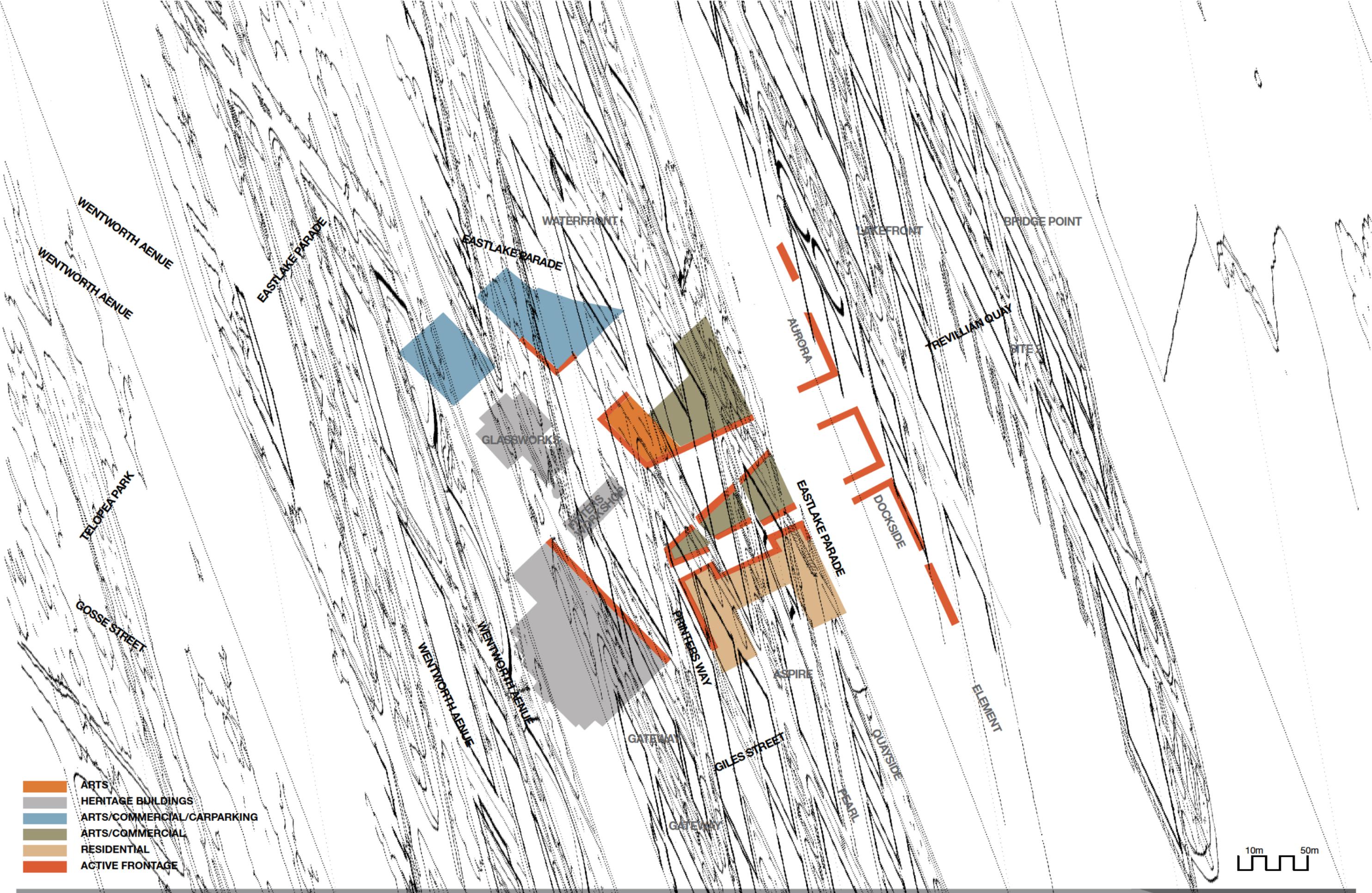
PARKING

Public car parking will be provided primarily in a multi-storey car park development.

The preferred location for this facility is between the Power House and the Telopea Park Substation near Wentworth Avenue.

Subject to a feasibility study and detailed planning and design, an alternate site may be considered adjacent to Eastlake Parade. Primary access to basements is to be from Eastlake Parade.





- ARTS
- HERITAGE BUILDINGS
- ARTS/COMMERCIAL/CARPARKING
- ARTS/COMMERCIAL
- RESIDENTIAL
- ACTIVE FRONTAGE

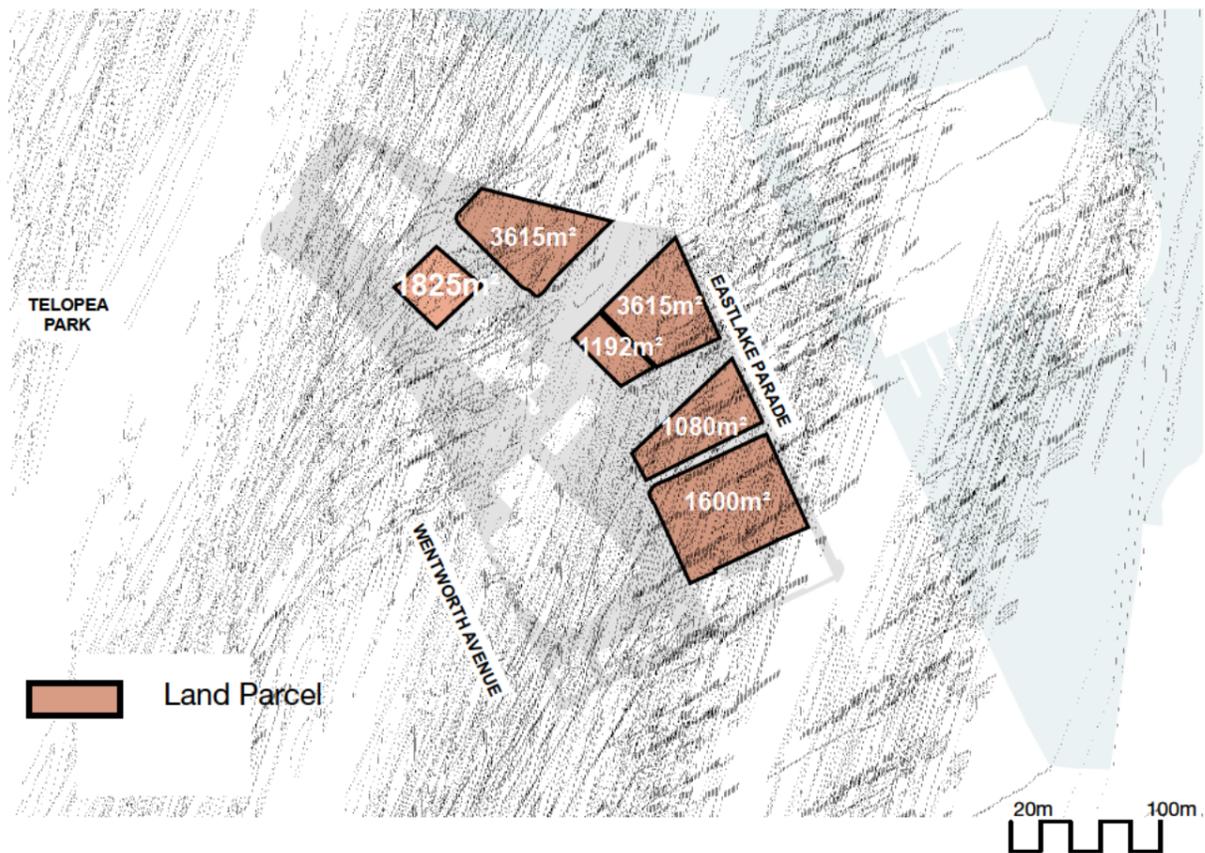




IMPLEMENTATION

In order to implement the master plan the following actions need to be undertaken:

- Amend the Territory Plan to increase the maximum permissible office floorspace per site/tenancy
- Determine the location of the proposed parking structure (the land use options identify two possible locations)
- Complete the feasibility study of the parking structure
- Clarify if the Switch Room is to be demolished or retained
- Resolve finished floor levels for buildings adjacent to the northern linear open space (that includes the former rail embankment)
- Prepare an estate development plan for the site

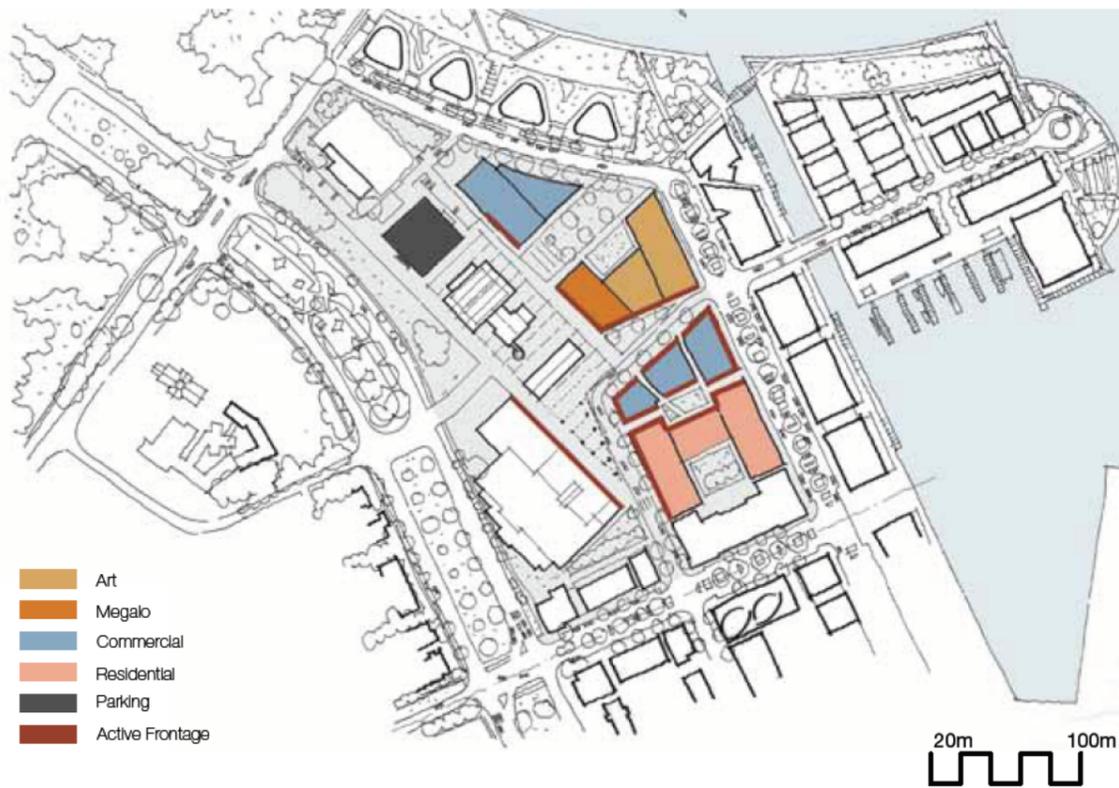


LAND USE MIX

A mix of land uses in the precinct will be encouraged to ensure that the precinct becomes an economically, socially and environmentally sustainable destination for a diverse range of living, working, arts, recreation, tourism and dining activities.

The master plan establishes general objectives for the land use mix and provides a flexible framework for its delivery by different parties in stages over time.

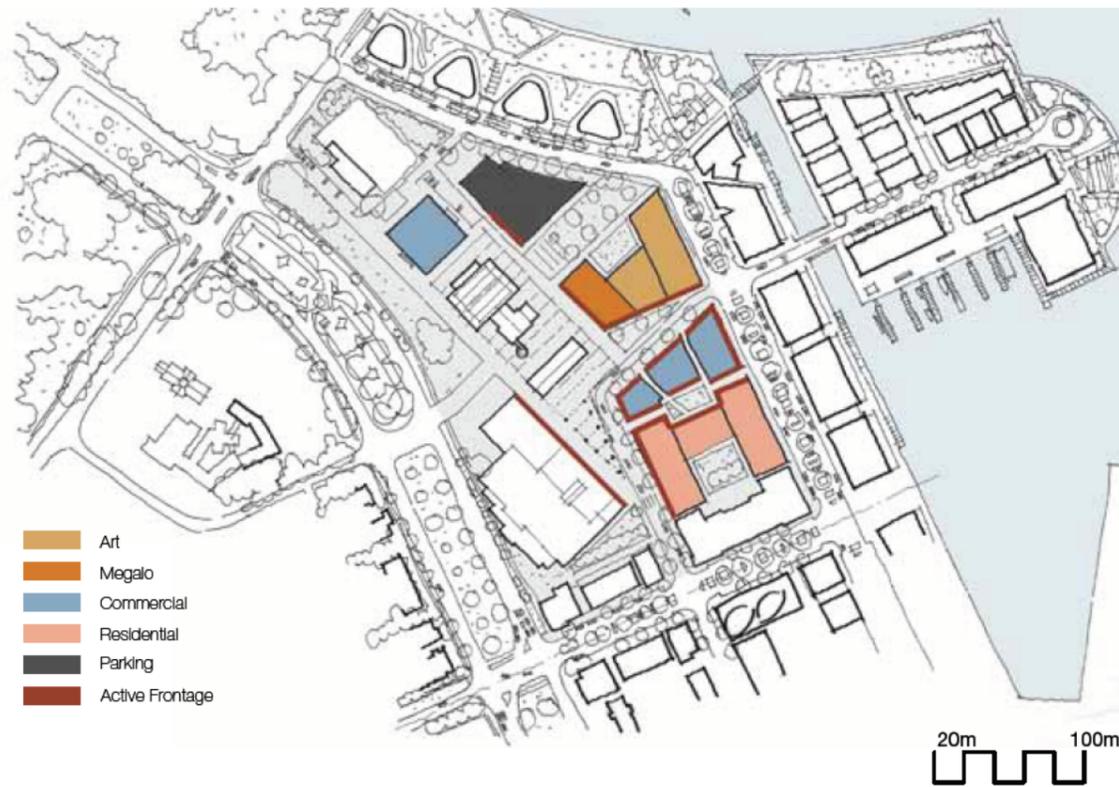
OPTION 1



Land Use	Development Yield
Arts	5,300m ²
Commercial	20,636m ²
Ground level retail/active frontage	4,182m ²
<i>Total commercial</i>	24,818m ²
Total Arts/Commercial 30,118m ²	
Public parking	442 spaces
Residential	150 units

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

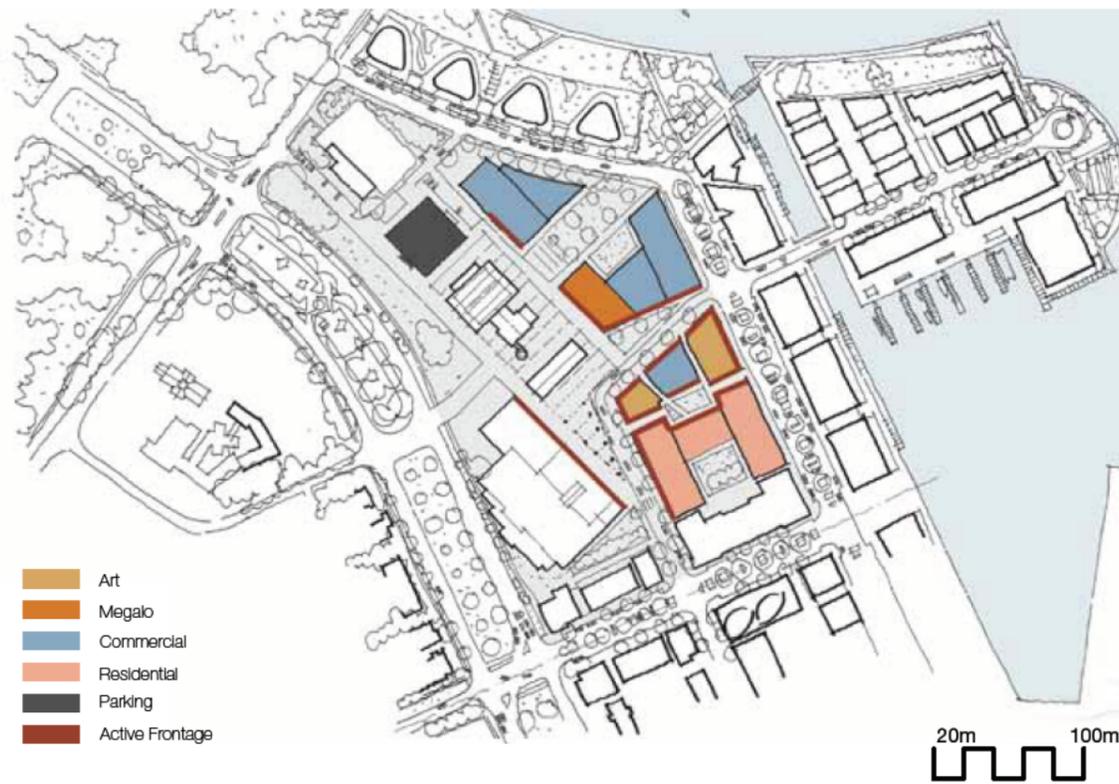
OPTION 2



Land Use	Development Yield
Arts	5,300m ²
Commercial	14,035m ²
Ground level retail/active frontage	4,047m ²
<i>Total commercial</i>	18,082m ²
Total Arts/Commercial 23,382m ²	
Public parking	460 spaces
Residential	150 units

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

OPTION 3



Land Use	Development Yield
Arts	5,601m ²
Commercial	21,965m ²
Ground level retail/active frontage	2,552m ²
<i>Total commercial</i>	24,517m ²
Total Arts/Commercial	30,118m²
Public parking	442 spaces
Residential	150 units

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

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KINGSTON SECTION 49 HERITAGE STRATEGY

Prepared for
Land Development Agency

September 2013

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1.0 Background and brief

This Heritage Strategy for Kingston Section 49 was commissioned by the Land Development Agency (LDA), Canberra. It has been prepared to inform a masterplan for the area. Kingston Section 49 is proposed for development as an arts precinct.¹

The Heritage Strategy follows a number of heritage studies for individual buildings and the Power House precinct within Kingston Section 49 (see Section 1.3 below). These documents variously have regard for considerations of heritage setting and curtilage. However, these issues are not addressed comprehensively across Section 49, including the relationships between buildings, and there is no holistic overview of the significance of the former Kingston industrial/government services area. Primary objectives of this Heritage Strategy are to address these matters, and to provide a suite of conservation policies and development guidelines that have regard for the cultural heritage significance of the area.

Kingston Section 49 includes buildings, associated elements and soft landscape features which are included in the ACT Heritage Register pursuant to the *Heritage Act, 2004* (Part 3). These are: the 'Kingston Power Historic Precinct,' which contains the Kingston Power House, Fitters' Workshop, sections of rail track and rail embankment and landscape elements associated with the early 1920s planting of the area; and the former Transport Depot, Kingston. Section 49 also includes an operational electricity substation, areas of open space and at-grade parking that are not included in the ACT Heritage Register.

Note: Existing documents variously spell 'Power House' as one and two words. The two word spelling has been adopted for this report.

1.1 Overview of the study area

The Kingston Power House was the first permanent building constructed in Canberra following the decision to select the Limestone Plains as the setting for the national capital. The location of the Power House was not anticipated (or supported) by Walter Burley Griffin, who won the competition for the plan of the new city with his wife Marion Mahony. It was determined by proximity to water and rail: the pool created by the 1913 gauging weir provided a reliable source of water for the Power House boilers, and the parallel rail sidings (operational by 1914) enabled delivery of coal from Queanbeyan. The rail sidings became the key influence on the orientation and nature of development at Kingston, which evolved as an industrial and government services suburb, with development located on a north-west to south-east axis.

Until the 1990s Kingston retained a strong industrial character. Redevelopment since then has seen its transformation to a residential suburb. The primary remnants of 'industrial' Kingston, the Power House, Fitters' Workshop and the former Transport Depot, present as islands within a highly urbanised environment. Notwithstanding, these buildings, ancillary elements and landscaped areas have an ability to demonstrate the historic character and planning of the area.

1.2 Location

Kingston Section 49 is located approximately two kilometres east of Capital Hill, and south of Lake Burley Griffin in central Canberra (Figure 1). The site is bounded to the north and east by Eastlake Parade, to the south by new development on Giles Street and to the west by Wentworth Avenue (Figure 2). The site covers an area of approximately 5.5ha.



Figure 1 Map of central Canberra: Section 49 is indicated.
Source: www.street-directory.com.au



Figure 2 Recent aerial view of Section 49.
Source: Land Development Agency.

1.3 Previous heritage reports

The following Conservation Management Plans address the three principal historic buildings at Kingston Section 49:

- Kingston Power House Precinct, Conservation Management Plan Review, 2001, Peter Freeman Pty Ltd
- Fitters' Workshop, Conservation Management Plan, 2011, Duncan Marshall, Keith Baker, Nicola Hayes (Navin Officer Heritage Consultants) and Brendan O'Keefe
- Former Transport Depot, Conservation Management Plan, 2011, Power House, Philip Leeson Architects Pty Ltd

The Conservation Management Plan (CMP) Review (2001) for the Kingston Power House Precinct addresses both the Power House and the Fitters' Workshop; it does not include the Transport Depot. The Fitters' Workshop CMP (2011) was prepared to guide the adaptation of the building to accommodate the Megalo Print Studio. However, it is now proposed that Megalo will be accommodated in purpose-built accommodation elsewhere at Kingston Section 49 (see also Section 1.4 below).

1.4 Present uses of the historic buildings

In 2006-07, the Power House was adapted as the Canberra Glassworks, a publically-accessible facility for the practice of glass making (or glass art). Glassworks was formally opened on 25 May 2007. The former Switch Room to the north-west of the Power House has been adapted to provide accommodation to visiting glass artists. At the time of writing, the Fitters' Workshop was vacant, and its future use had not been resolved.

The former Transport Depot closed in 1992. Since 1998, it has been used for the Old Transport Depot Markets. The markets operate at the weekends.

1.5 Statutory planning context

The *Australian Capital Territory (Planning and Land Management) Act* 1988 established the National Capital Planning Authority, which was required to prepare a National Capital Plan (NCP). The Act also required the preparation of a Territory Plan, which was not to be inconsistent with the NCP. The Territory Plan is the document that informs and guides planning and development in the ACT, with the exception of 'Designated Areas' (an area specified in the NCP as having 'the special characteristics of the National Capital'). Kingston Section 49 is not within a Designated Area.

Special Requirements are established under the NCP for areas where it is desirable for new development to be in the interests of the National Capital.² In areas where Special Requirements apply, a development proposal is administered through the Territory Plan by the ACT Planning and Land Authority in compliance with the special requirements specified in the NCP.

Section 4.5.6 of the NCP includes Special Requirements applicable to the Kingston Foreshore. The Kingston Foreshore is defined as land bounded by Bowen Park, Wentworth Avenue (including the Avenue), Cunningham Street, the Causeway through to Jerrabomberra Creek, Jerrabomberra Creek and a line approximately seven metres behind the wall of Lake Burley Griffin (Figure 3). The overarching objective of Section 4.5.6 is to, 'ensure the Lake Burley Griffin Foreshore in East Basin continues to be developed as a major landscape feature helping to unify the National Capital's central precincts'.

The following guidelines for built form and materials apply to Kingston Section 49:

Colour

The colour scheme of development is to be generally light in tone. Some highlighting with darker colours may be acceptable where these do not present [as] the dominant colour scheme when viewed from or across the Lake.

Roofs

A variety of roof forms, materials and colours should be introduced into the area.

Building Height

The overall height of buildings in the area is to be generally consistent with that of the tree canopy of mature trees in the area. This can be achieved through buildings being a maximum of 4 storeys except for some taller buildings or focal elements where these do not significantly impact on the landscape of the area or detract from the massing of the Kingston Powerhouse building.

Materials and Finishes

Materials on buildings and structures near the Lake edge are to be of a durable and low maintenance nature with a high quality in the materials used. Buildings fronting the Lake edge should generally avoid the use of highly reflective materials.

The Territory Plan (as gazetted in March 2008) includes a Structure Plan for the Kingston Foreshore, which provides for the redevelopment of the foreshore as a mixed-use area with an arts, cultural, tourism and leisure emphasis. Ten qualitative design objectives for the development of the Kingston Foreshore area include the following which have particular pertinence to the present Heritage Strategy:



Figure 3 Extent of the Kingston Foreshore subject to the provisions of Special Requirements at Section 4.5.6 of the NCP.

Source: *Consolidated National Capital Plan*, September 2009.

- (2) To ensure that the heritage significance of the site is recognised and that in particular the Power House remains a landmark building.
- (6) To achieve exemplary urban design in terms of views, vistas, containment, environmental quality, design and architecture.

'General Principles' relating to heritage provided in the Structure Plan are as follows:

- (a) Ensure that the Kingston Power House Historic Precinct is conserved and appropriately maintained consistent with its heritage significance. Strongly reflect the cultural significance of the site as the historic commercial and industrial heart of Canberra in the urban design and presentation of the development.
- (b) Encourage public appreciation of the heritage values of the site through appropriate interpretation within the Kingston Power House Historic Precinct and in neighbouring precincts.
- (c) Promote the conservation, reinstatement, consolidation and interpretation of the historic fabric and encourage its adaptive reuse.

The Structure Plan adopts a precinct-based approach for areas within the Kingston Foreshore area. The Power House precinct, including the former Transport Depot, is included within precinct 'g' (Figure 4). Principles for precinct 'g' are as follows:

- (a) Preserve and protect the heritage significant building and elements in a manner which encourages adaptive reuse.
- (b) Provide opportunities for activities and facilities to be integrated with the historic building and setting of the Power House.
- (c) Promote public access to, and experience and understanding of, the heritage significance of the place.
- (d) Respect significant views to and from the Power House



Figure 4 Kingston Foreshore Structure Plan: precincts.
Source: ACTPLA.

The 2008 Territory Plan establishes a series of land use zones, in place of the former land use policies. Section 49 is included within a CZ5 Mixed Use Zone, and is subject to a Future Urban Area (FUA) overlay for the purposes of Section 51 (2) (a) of the *Planning and Development Act 2007*. The principles and policies for the development of the land are set out in the Structure Plan for the Kingston Foreshore.

A CZ5 Mixed Use Zone provides for high density residential development in combination with non-retail commercial uses, commercial accommodation, retail, restaurants and community uses. Additional uses permitted at Section 49 include a craft workshop, tourist facility, light industry and indoor entertainment facility.

Proposals for development with a CZ5 Mixed Use Zone are subject to the provisions of the CZ5 Mixed Use Zone Development Code. Consistent with the provisions of the NCP, these development codes provide criteria for the height of built form as well as restrictions on certain land uses.

1.5.1 Development Control Plan

A Development Control Plan (DCP) providing lease and development control conditions for the Kingston Foreshore area, including Section 49, was prepared following amendments to the NCP (Amendment 29) and Territory Plan (Variation 113) in 2000.

The DCP for the Kingston Foreshore was not completed and has not been approved by the National Capital Authority, and has no statutory weight. Notwithstanding, the Land Development Agency has used the completed sections of the DCP to inform development conditions for specific sites.³

As noted in Appendix 1 of the Kingston Arts Precinct Strategy:

The Kingston Foreshore Development Control Plan was intended to be a seven part document. However only three parts were prepared:

- Part 1 Development Plan
- Part 2 Public Domain Urban Design Guidelines
- Part 3 Private Domain Urban Design Guidelines

Part 1 includes guidelines for land use, built form, private domain, public art, traffic and parking, services, ESD, and landscape and public open space. This part also includes development principles and guidelines for the Power House Heritage Precinct. These provisions provide the most detailed explanation of the development intentions for this precinct and the manner in which the Power House is to be protected as a dominant visual structure within the Foreshore area.

The recommendations included at Parts 1 and 3 of the DCP are generally consistent with the 2001 CMP Review for the Kingston Power House Precinct. The Power House and Bulk Store (Fitters' Workshop) are identified as the 'heritage-building group,' and emphasis is placed on the enduring prominence of the 'distinctive gabled tile roof of the Power House' in any future development of the area.

Building zones for new development within the Power House precinct are identified, and recommendations for their relationships with the heritage buildings, which are proposed for adaptive re-use. Extracts from the DCP Parts 1 and 3 are attached at Appendix A.

1.6 Heritage listings and controls

1.6.1 National Heritage List and Commonwealth Heritage List (Environment Protection and Biodiversity Conservation Act)

The Kingston Power House Historic Precinct is not included in the National Heritage List (NHL) or the Commonwealth Heritage List (CHL). The Power House, Fitters' Workshop and former Transport Depot are likewise not included in the NHL or CHL.

1.6.2 ACT Heritage Register (ACT Heritage Act)

The Kingston Power House Historic Precinct (Section 8, Blocks 8, 11, 14 and 24) is included in the ACT Heritage Register, maintained by the ACT Heritage Council, pursuant to the *Heritage Act, 2004* (Part 3) (Figure 5). The entry to the Heritage Register is attached at Appendix B. The precinct includes:

- a) Power House building, together with significant internal fabric identified at Schedule 1 [of the citation] and Figure 48b;
- b) Fitters' Workshop (Bulk Supply Store);
- c) original alignment of the railway and existing railway track and embankment;
- d) landscape elements: Monterey pine (*Pinus radiata* – A), White brittle gum (*Eucalyptus mannifera* – B);
- e) base of the second chimney stack;
- f) fabric and operation of the siren and whistle; and
- g) 1948 Switch Room

These elements are illustrated at Figure 6.

It is assumed that point 'c' refers to the rail siding alignment and embankment to the north-east of the Power House. However, it is noted that the original alignment of the rail sidings exists to both sides of the Power House. It is unclear what the reference to the 'existing railway track' relates to.

As noted as Section 6.2, research conducted for this heritage strategy has led to the conclusion that the 1948 Switch Room is an element that makes a contribution to the evolved nature of the Kingston Power House precinct, but is not intrinsic to the significance of the place.

The former Transport Depot (forming part of Block 13, Section 49) is included in the ACT Heritage Register, maintained by the ACT Heritage Council, pursuant to the *Heritage Act, 2004* (Part 3). The citation is included at Appendix C.

1.6.3 Register of the National Estate

The Kingston Power House (Place ID 13364) was included in the Register of the National Estate (RNE) as a 'Registered Place' in 1983. In February 2007, following amendments to the Australian Heritage Council Act 2003, the RNE was 'frozen,' meaning that no new places have been added or removed since that date. Since February 2012 the RNE has been maintained by the Australian Heritage Council as a publically-accessible archive. There are no statutory requirements relating to the Kingston Power House as a consequence of this listing.

1.6.4 National Trust of Australia (ACT)

Kingston Power House was identified as a 'classified' place by the National Trust of Australia (ACT) on 20 July 1981. The National Trust of Australia (ACT) does not maintain files or reports for classified places. There are no statutory requirements as a consequence of this classification.

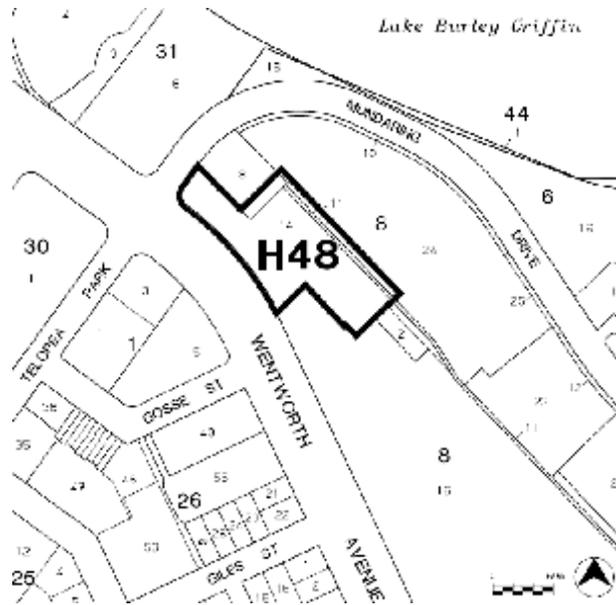


Figure 5 The Kingston Powerhouse Historic Precinct is designated H48.
Source: ACT Heritage Register.

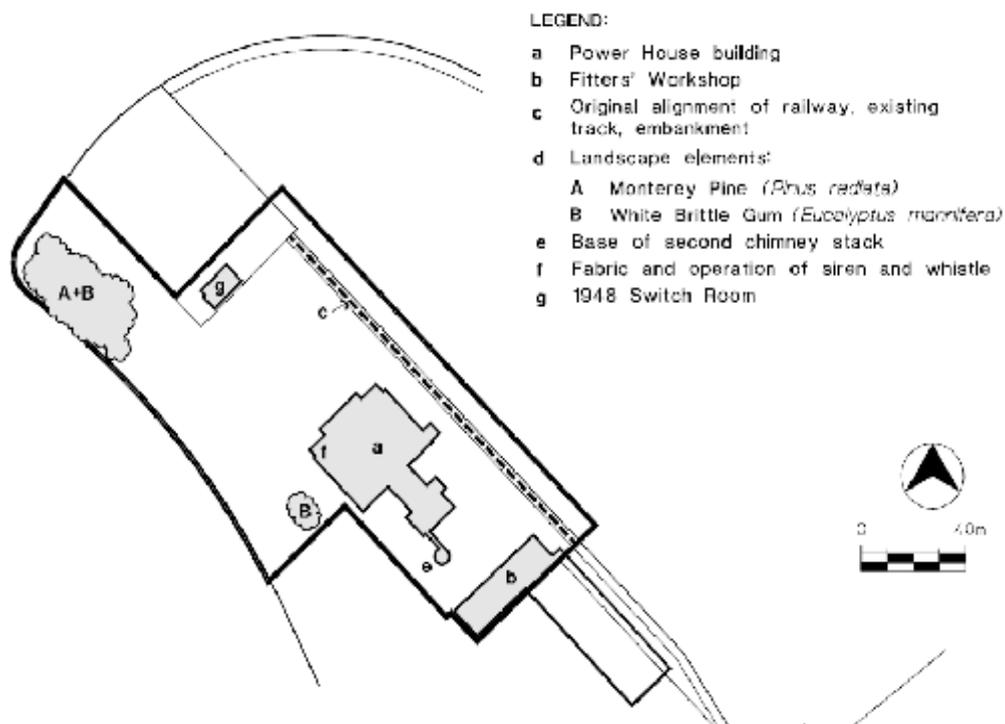


Figure 6 The Kingston Powerhouse Historic Precinct: site elements.
Source: ACT Heritage Register.

2.0 Document review

The following section provides a review of the CMPs that address the three major historic buildings at Kingston Section 49:

- Kingston Power House Precinct, Conservation Management Plan Review, 2001, Peter Freeman Pty Ltd
- Former Transport Depot, Conservation Management Plan, 2011, Philip Leeson Architects Pty Ltd
- Fitters' Workshop, Conservation Management Plan, 2011, Duncan Marshall, Keith Baker, Nicola Hayes (Navin Officer Heritage Consultants) and Brendan O'Keefe.

The emphasis of this review is on the conservation policies, with particular reference to policies relating to the broader precinct (i.e. setting, heritage curtilage, the relationships between the buildings and the potential for future development).

Heritage curtilage

Kingston Power House Precinct CMP Review (2001)

The Kingston Power House precinct, as illustrated at Chapter 4 'Physical Overview' of the CMP Review, is bounded to the north and east by Mundaring Drive (Eastlake Parade) and to the south-west by Wentworth Avenue. The southern boundary is formed by the Fitters' Workshop. It does not include the former Transport Depot.

Fitters' Workshop CMP (2011)

The heritage curtilage for the Fitters' Workshop identified in the 2011 CMP comprises open space to all sides of the building, including a large area to the south-east, previously the location for buildings associated with the Fitters' Workshop.

Former Transport Depot CMP (2011)

The curtilage of the former Transport Depot is not defined.

The external walls of the building constitute the 'study area' for the former Transport Depot CMP, as illustrated at p. 8 of the document.

The 'Enhanced Statement of Significance' for the place (CMP, pp. 46-47) notes that, 'The Depot ... plays an important part, combining with the adjoining Powerhouse and Fitters' Workshop, in augmenting the forecourt to the renewed Kingston foreshore industrial heritage precinct'.

Setting

Kingston Power House Precinct CMP Review (2001)

See comments for heritage curtilage above.

Fitters' Workshop CMP (2011)

The setting of the Fitters' Workshop as identified in the 2011 CMP includes the Power House, the large open car park to the north-east, the open area leading to modern residential development to the south-east and the former Kingston Transport Depot (CMP, p.6). Related to these elements are the railways alignments to either side of the Workshop, and the railway platform to the south-west (CMP, p. 62).

The setting of the building and its relationship (aesthetically and in terms of planning) to the Power House are identified as primary reasons for its significance (CMP, p.51).

Places with which the Fitters' Workshop is associated are the Power House, the Kingston Power House Historic Precinct and the former Transport Depot (CMP, p. 17).

The CMP includes a recommendation that the LDA maintains an appropriate setting for the Fitters' Workshop which respects the planning relationship with the former Transport Depot (CMP, p. 74).

Former Transport Depot CMP (2011)

The external walls of the building constitute the 'study area' for the former Transport Depot CMP, as illustrated at p. 8 of the CMP. The poor relationship between the Transport Depot (Lower Hall 3, 1951) and the Fitters' Workshop is noted at p. 30 of the report.

Conservation

Kingston Power House Precinct CMP Review (2001)

The CMP Review recommends that the industrial character and the form and scale of the Power House and Fitters' Workshop should be conserved, including the base of the chimney. The plantings at the corner of Eastlake Parade and Wentworth Avenue should also be conserved and, when appropriate, replanted with the same species. The alignment of the former railway and existing railway track should be retained as open space and expressed in future landscaping (this is understood to be a reference to the north rail siding). The areas immediately around the Power House, Fitters' Workshop and railway alignment should be maintained as open space, to enable an understanding of the industrial servicing and operation of the buildings.

Fitters' Workshop CMP (2011)

Conservation actions recommended in the 2011 CMP include conservation of building fabric related to the architectural style of the Workshop, its large scale and evidence of engineering use. The railway embankments to either side of the building, the railway platform wall to the south-west and the planned relationship with the Power House are also recommended for the conservation. Ground level changes associated with the railway lines should also be conserved.

(See also 'Landscaping' below)

Former Transport Depot CMP (2011)

The following significant fabric and spaces are identified at Policy 4 of the CMP:

- the fully welded rigid steel portal frames in the upper hall;
- the volume, façade detail and clock tower of the administration office;
- the interior volumes of the upper and lower halls and their inter-relationship; and
- the western and eastern exterior facades.

Additional features 'intrinsic to the heritage of the place' are included with the 'Enhanced Statement of Significance' (CMP, p. 47). This list includes:

- the orientation of the Transport Depot in relation to the former rail sidings;
- the surviving 1926 sections of the west and south facades of the upper hall;
- the west façade and gable roof line of the lower halls;
- the east façade and parapet line of the 1951 Eastern Annex;

- the 1951 first floor workshop with gantry crane, face brick and exposed timber trusses;
- the exterior volume of the 1940 administration block, including the clock tower; and
- the remaining Cypress Trees to the south and west of the upper hall.

Potential for demolition

Kingston Power House Precinct CMP Review (2001)

n/a

Fitters' Workshop CMP (2011)

n/a

Former Transport Depot CMP (2011)

Spaces and fabric with the potential for demolition are illustrated at pp. 60-61 of the CMP. They include the northern annex (1980s), internal additions dating to 1954 (spaces 2G and 3A) and ancillary spaces including toilets and stores.

New development

Kingston Power House Precinct CMP Review (2001)

Recommendations of the CMP Review with regard to future development at the Power House precinct are that the Power House should remain the dominant feature of the precinct, and development to the south-west of the Power House is to be restricted to maintain views of the principal building facades from Wentworth Avenue. A 'market square' (open space) is envisaged south-west of the Power House and north-west of the Transport Depot.

See also views and vistas below.

Fitters' Workshop CMP (2011)

The CMP anticipates new development to the south-east of the Workshop. It is recommended that new development should 'echo the footprint of one of the earlier buildings in this area'; should be sympathetic to the earlier industrial character of the area; and be of muted colours. New development should have minimal impact on the south-east elevation of the Workshop. If works are proposed to the south-east of the Workshop, an archaeological assessment of the area should be undertaken.

Former Transport Depot CMP (2011)

The CMP notes that the removal of the 1980s northern annex would create the potential for an enhanced relationship between the Transport Depot and the area to the north.

(See also 'Adaptive Re-Use' below)

Views and vistas

Kingston Power House Precinct CMP Review (2001)

A recommendation of the CMP Review is that 'significant visual links' be maintained between the Power House and the East Basin (Lake Burley Griffin) and Bowen Park, to the north-west. The roof forms of the Power House should be visible in these views. The view from Kings Avenue Bridge is also identified as a key 'vantage point'. Development to the south-west of the Power House is discouraged, implying that views from Wentworth Avenue are significant.

Fitters' Workshop CMP (2011)

The CMP identifies the space between the Power House and the Fitters' Workshop as significant for its ability to demonstrate the spatial and operational relationship between the two buildings.

Former Transport Depot CMP (2011)

Significant views and vistas are not identified.

Adaptive re-use

Kingston Power House Precinct CMP Review (2001)

Adaptive re-use of the Power House and Fitters' Workshop is encouraged in the CMP Review, where works do not adversely affect the heritage significance (architectural and cultural) of the place. This policy has been successfully enacted through the adaptation of the Power House to Canberra Glassworks.

Fitters' Workshop CMP (2011)

The CMP recommends that future uses of the Fitters' Workshop should be compatible with the industrial/engineering character of the buildings, and identified fabric and features of significance (see also Section 2.1.2).

Former Transport Depot CMP (2011)

At a broad precinct-based level, the CMP recommends that, 'The building and its functions should relate to the Kingston Industrial/ Cultural Precinct as a whole [area not defined] including the Power House, Fitters' Workshop, former railway sidings and proposed new retail/residential development' (CMP, Policy 9).

The CMP also notes that, 'The Halls should remain accessible to the public,' consistent with their use since 1998 as the Old Transport Depot Markets. Works with the potential to diminish the legibility of the internal relationship between the upper and lower halls are discouraged.

Reconstruction

Kingston Power House Precinct CMP Review (2001)

n/a

Fitters' Workshop CMP (2011)

n/a

Former Transport Depot CMP (2011)

The CMP recommends 'restoration and/or reconstruction' of the stepped parapets to the 1926 garage (east and south elevations).

Landscaping

Kingston Power House Precinct CMP Review (2001)

Policies relating to landscape considerations in the CMP Review include: the conservation of the Monterey Pines and White Brittle Gums along Wentworth Avenue, and their replacement with the same species when required; the retention of the 'former railway' (presumed to be a reference to the north siding) as a linear park; and the retention and 'appropriate' landscaping of the 'immediate spaces surrounding the Power House, Fitters' Workshop and railway alignment'. An appropriate approach to landscaping is to keep these areas free of

trees, 'to maximise the visibility of the structures'. Trees are restricted to the south boundary of the precinct.

Fitters' Workshop CMP (2011)

Policies relating to landscape considerations included in the CMP are that the areas to the north-west, north-east and south-west of the Fitters' Workshop should remain open to allow views of the Workshop, with no plantings or structures and a hard landscape finish evocative of the former industrial/ engineering character of the area. As noted above, the area to the south-east of the Workshop is considered to offer some potential for new structures.

Former Transport Depot CMP (2011)

The CMP notes that retention of Cypress Trees to the south and west of the Upper Halls is 'desirable,' consistent with their location in this area since the 1950s.

Archaeological significance

Kingston Power House Precinct CMP Review (2001)

The CMP Review notes that there is high archaeological potential throughout the area, and recommends that all excavation and landscaping works in the study area should be undertaken in accordance with approved archaeological procedures.

Fitters' Workshop CMP (2011)

The CMP notes that the area to the north-east of the Power House and Fitters' Workshop has considerable archaeological potential, and recommends that archaeological assessment should be undertaken prior to any development proposal in the immediate vicinity of the Fitters' Workshop, particularly the area to the south-east.

Former Transport Depot CMP (2011)

The CMP does not comment on the archaeological potential of the study area.

Interpretation

Kingston Power House Precinct CMP Review (2001)

The CMP Review recommends a two-stage approach to the interpretation of the Power House precinct: to complete an interpretation plan for the precinct (one year); and to develop the interpretation of the precinct in parallel with the development and completion of the adaptive re-use of the buildings within the precinct (two to five years). This approach appears to have been followed in relation to the Power House, in parallel with its adaption at the Glassworks.

Fitters' Workshop CMP (2011)

The CMP recommends that an interpretation plan for the Fitters' Workshop should form part of a strategy for the broader area, including the Power House and Transport Depot.

Former Transport Depot CMP (2011)

The CMP recommends that, 'The semi-industrial character of the place as evidenced by remnant equipment and services' to be retained and interpreted (Policy 8).

2.1 Concluding comments

The following section provides comments in relation to the three CMPs including, as appropriate, recommendations for further work.