





Figure 1 1950  
Source: ACTPLA.



Figure 2 1958  
Source: ACTPLA.



Figure 3 1965  
Source: ACTPLA.



Figure 4 1975  
Source: ACTPLA.



Figure 5 1990  
Source: ACTPLA.



## ACT Heritage Council

### **DEVELOPMENT APPLICATION TASKFORCE MINUTES**

Date: 24 September 2013  
Venue: Level 6, Transact House

Meeting Commenced: 1:00pm

#### **Present:**

Duncan Marshall, Heritage Council (DM)  
Dr Dianne Firth, Heritage Council (DF)  
Peter Lovell, Lovell Chen (PL)  
Adam Mornement, Lovell Chen (AM)  
Chris Purdon, Purdon Associates (CP)  
Anton Veld, Land Development Agency (AV)  
Glen Lacey, Land Development Agency (GL)

Jennifer O'Connell, Heritage Unit (JO) – part of time  
Pamela Hubert, Heritage Unit (PH)

#### **Apologies**

Dr Michael Pearson, Heritage Council  
John Miller, Heritage Council

#### **Minutes of Previous Meetings**

Minutes of meeting of 29 July 2013 were accepted with amendments.

#### **Declarations of Interest**

Duncan Marshall – author of CMP for the Fitters' Workshop  
Dianne Firth – member of the Land Development Agency Design Review Panel

#### **Item 1: Kingston Section 49 Master Plan**

CP and AV introduced the Kingston Section 49 Master Plan which is nearing completion. Key commitments in the Master Plan include:

- replacement of existing parking,
- retention and adaptive reuse of heritage buildings,
- retention of the bus depot markets,
- creation of an arts hub,
- release of residential dwellings, and
- ongoing remediation of the site.

CP noted previous public consultation to establish principles including:

- retention of heritage buildings,
- traffic kept to the periphery of the area,
- shared traffic ways for internal connections,

- 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

Phone: 6205 3195  
File ref: Kingston S49  
Contact Officer: Pamela Hubert

Mr Anton Veld  
Senior Project Planner  
Land Development Agency  
Anton.Veld@act.gov.au

Dear Mr Veld

### **Kingston Section 49 Master Plan**

Thank you for providing a briefing to the Development Application Taskforce (the Taskforce) of the Heritage Council (the Council) on the Heritage Strategy and the Master Plan for Kingston Section 49 (the Master Plan) on 24 September 2013.

The Taskforce has not yet had sufficient time to consider all of the documents you have provided and will make detailed comment in due course.

The main heritage issue that is apparent in the Heritage Strategy and the Master Plan is whether the 1948 substation is a feature intrinsic to the significance of the Kingston Powerhouse Historic Precinct (the Precinct), as stated in the register entry for the Precinct, and whether demolition of the 1948 substation can be justified.

Specific Requirement ii) a) of the heritage guidelines for the Kingston Powerhouse Historic Precinct does not allow demolition of the 1948 switch room “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.”

Consequently, there are three options under which Council could support demolition of the 1948 switch room. These are:

1. the registration for the Precinct is revised to exclude the 1948 switch room from the features intrinsic to the heritage significance of the place (if the Council agree with the claims presented in the Heritage Strategy); or
2. the heritage guidelines for the Precinct are revised to allow demolition of the 1948 switch room place (if the Council agree with the claims presented in the Heritage Strategy); or

3. the Land Development Agency (LDA) provides sufficient evidence that there is no prudent and feasible alternative to demolition of the 1948 switch room.

Option 1 cannot be achieved in a timely manner. The full Council would have to firstly agree with the claims presented in the Heritage Strategy. If agreement was reached, revising the registration would need to consider a range of matters in addition to the issue of the 1948 switch room. Even if revising the registration was given a high priority by the Council, it is likely to take some months for a provisional registration to be ready for public comment and at least five months until a decision is made on final registration. Registration decisions are also appealable to the ACT Civil and Administrative Tribunal (ACAT) under the *Heritage Act 2004*. Should an appeal be lodged, a significant increase to the timeframe to finalise the registration decision would occur.

Option 2 is also not likely to be achieved in a timely manner. Again, the full Council would have to firstly agree with the claims presented in the Heritage Strategy. If agreement was reached, guidelines should only be prepared in association with a revised registration (process outlined in option 1). Once the Council agreed on draft heritage guidelines, these would need to go through a public consultation process prior to being finalised.

Option 3 would appear to be the only appropriate alternative. It is also the only way that appropriate consideration of the issues is likely to occur within a reasonable time frame.

Consequently, the Council requests that the LDA as the proponent for the development establish that there is no feasible and prudent alternative to demolition of the 1948 switch room.

Please contact Pamela Hubert on 6205 3195 if you have any questions regarding this matter.

Yours sincerely



Jennifer O'Connell  
A/g Secretary (as delegate for)  
ACT HERITAGE COUNCIL

. 8. October, 2013

# STATEMENT OF HERITAGE EFFECTS

KINGSTON SECTION 49 MASTER PLAN

Kingston Section 49, Canberra

Prepared for

**Land Development Agency**

September 2013

**LOVELL CHEN**

ARCHITECTS & HERITAGE CONSULTANTS

LEVEL 5, 176 WELLINGTON PARADE  
EAST MELBOURNE 3002 AUSTRALIA  
TEL +61 (0)3 9667 0800  
FAX +61 (0)3 9416 1818  
[www.lovellchen.com.au](http://www.lovellchen.com.au)  
[enquiry@lovellchen.com.au](mailto:enquiry@lovellchen.com.au)



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## APPENDIX A            '1948 SWITCH ROOM' DRAWINGS (1947-1948)



## 1.0 Introduction

This Statement of Heritage Effects has been prepared for the Land Development Agency (LDA), Canberra. It addresses heritage issues and considerations associated with the proposed development of Kingston Section 49 for an arts precinct, with a combination of commercial, residential, public and arts-related uses and car parking. The vision for the Kingston Arts Precinct is articulated in the *Kingston Arts Precinct Strategy* prepared for artsACT.<sup>1</sup> Celebrating and respecting the heritage of Kingston Section 49 as a centre of industry that has strong associations with the early settlement of the national capital is identified as a core principle of the Arts Precinct Strategy.<sup>2</sup>

In the preparation of this Statement of Heritage Effects reference has been made to the 'Kingston S49 Masterplan' (July 2013) prepared by Purdon Associates and Cox Architecture, in association with Lovell Chen Architects & Heritage Consultants. The master plan provides a framework for the future development of the area. It establishes land uses and built form outcomes to the extent of indicative locations (building envelopes) and heights. It does not provide details of the articulation, roof forms or materials of new built form.

Reference has also been made to three concept sketches of the parking structure proposed to the north-west of the Power House. These sketches are extracts from a document titled 'Kingston Cultural Precinct' dated 9 August 2013 prepared by Purdon Associates and Cox Architecture.

### 1.1 Kingston Section 49 Heritage Strategy

Lovell Chen has prepared a Heritage Strategy to inform the master plan for Kingston Section 49 (dated September 2013). The Heritage Strategy (attached) should be read in conjunction with this Statement of Heritage Effects. The document includes:

- an overview of the relevant planning and heritage legislation
- a review of the Conservation Management Plans prepared for the Power House Precinct (Peter Freeman Pty Ltd, 2001), the Fitters' Workshop (Duncan Marshall *et al*, 2011) and the Transport Depot (Philip Leeson Pty Ltd, 2011)
- a summary history of the former government services and industrial area at Kingston
- a physical description of Kingston Section 49, its constituent elements and its local context
- an assessment of the significance of the former government services and industrial area at Kingston against the ACT Heritage Register criteria
- a suite of conservation policies and development guidelines that have regard for the cultural heritage significance of the area

### 1.2 The site

Kingston Section 49 is located approximately two kilometres east of Capital Hill, and immediately south of Lake Burley Griffin in central Canberra (Figure 1). The site covers an area of approximately 5.4ha and 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).



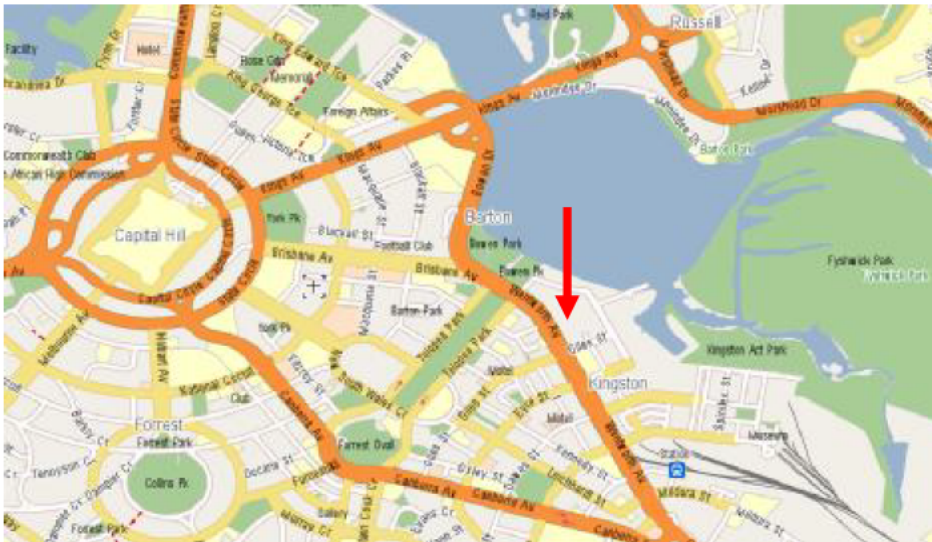


Figure 1 Map of central Canberra: Section 49 is indicated.  
Source: [www.street-directory.com.au](http://www.street-directory.com.au)



Figure 2 Recent aerial view of Section 49 (indicated by the red dotted line).  
Source: Land Development Agency.

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 Powerhouse 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 and areas of open space and at-grade parking that are not included in the ACT Heritage Register.

## **2.0 Description of the proposal**

The proposal is for the development of Kingston Section 49 as a mixed-use residential, commercial and manufacturing precinct with an arts emphasis. It includes new built form, demolition and landscaped open space.

### **2.1 New built form**

New built form is proposed to the north-west, north-east and south-east of Kingston Section 49 (Figure 3).

#### ***Parking structure***

A multi-level parking structure is proposed to the north-west of the Power House. This site is within the zone of lesser heritage sensitivity, as identified in the Heritage Strategy (Section 6.4). There is a requirement for the parking structure to accommodate 480 spaces. This is an outcome of the LDA's commitment to replacing the existing 480 surface car parking spaces at Kingston Section 49 to support the Kingston Arts Precinct. The commitment is in accordance with the requirements of the Territory Plan and the Parking and Vehicular Access General Code.<sup>3</sup>

The site is contained by the rail siding alignments, and the Heritage Strategy recommends a setback of 15m from the north-west elevation of the Power House. The parking structure requires the demolition of the '1948 Switch Room'.

The concept sketches indicate that the upper level of the parking structure is aligned with the underside of the Power House eaves (RL 573.1), which is approximately 13m above ground level (Figure 4). The sketches also indicate stair/lift cores projecting from the north-east and south-west elevations. These assist in breaking down the building's mass. There is an undercroft to the south-east of the parking structure, at the interface with the Power House. Retail tenancies may be located within the undercroft.

No details have been provided regarding the materials of the facades. However, it is understood that the intention is to provide a neutral cladding system, to minimise the visual impact of the parking structure as a foreground element in views of the Power House from the north and north-west.

#### ***Development to the north-east of Kingston Section 49***

Development is also proposed to the north-east of the Power House, and to the south-east corner of Kingston Section 49, in proximity to the modern residential development addressing Giles Street. This land is generally outside the zone of heritage sensitivity.

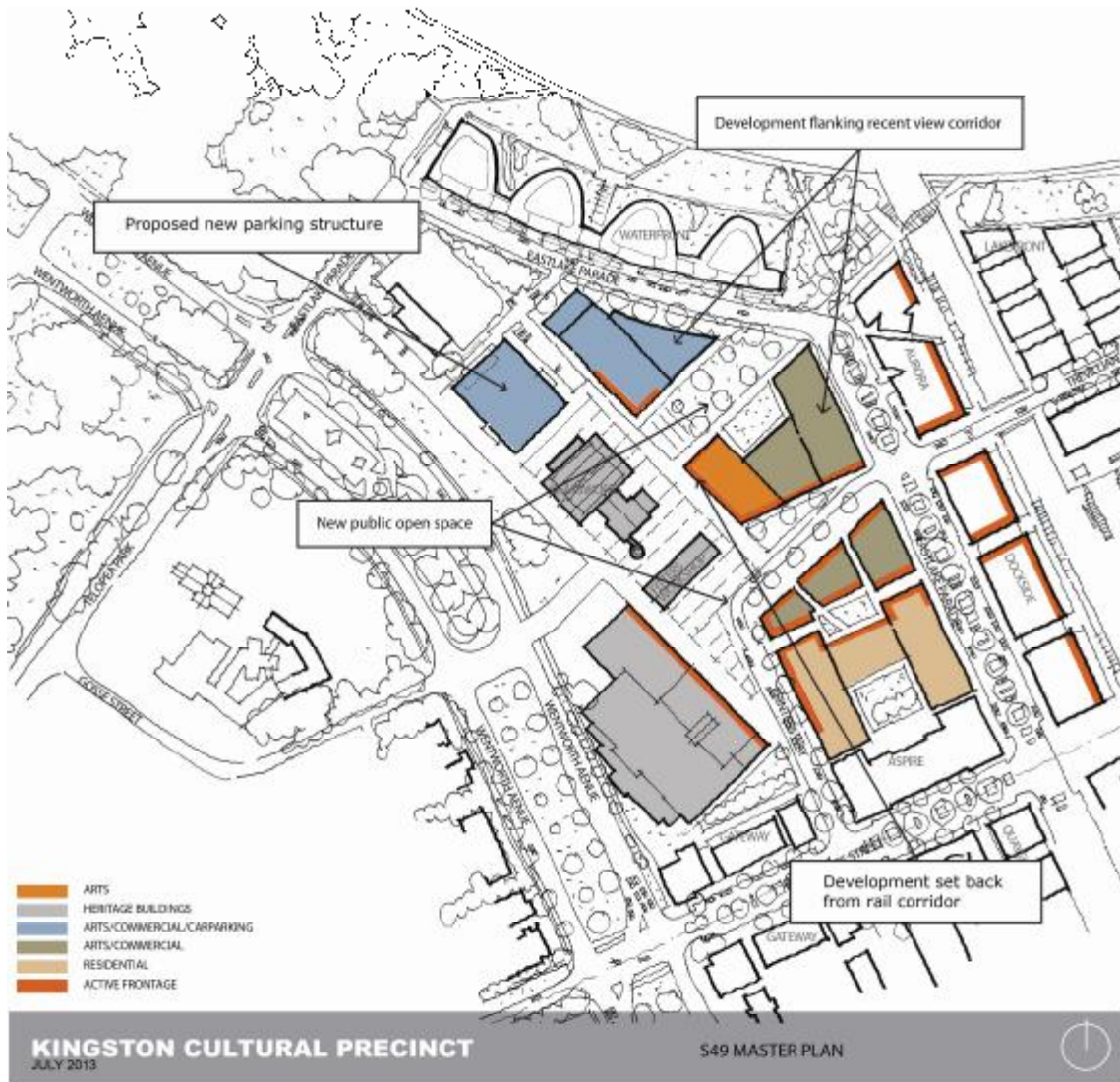


Figure 3 Kingston Section 49 masterplan.  
 Source: 'Kingston S49 Masterplan' (July 2013), p. 10.

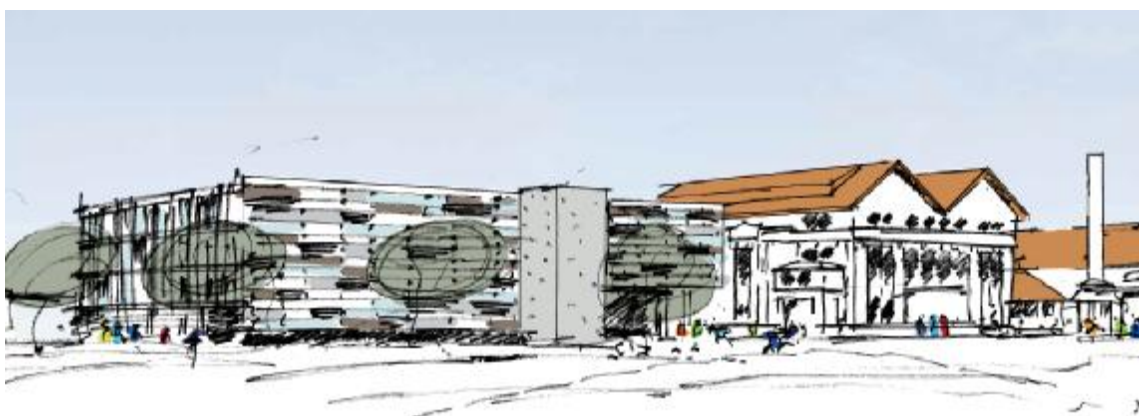


Figure 4 Concept sketch of the proposed parking structure, viewed from the south-west.

To the north of this large area, on the site of the present at-grade car park, the development includes two building envelopes, flanking the view line extending from the Power House to the lake. To the south-west, as they address the Power House and Fitters' Workshop, the parapets of these buildings will be no higher than the underside of the Power House eaves line (RL 573.1). There is potential for the heights of these buildings to 'step up' to the north-east, at the interface with the recent lakeside development. These buildings will be almost completely screened in ground-level views from the north (across the lake) by this development.

Development on the present at-grade car park will be no less than 20m from the Power House and Fitters' Workshop, with the north rail alignment and embankment providing a spatial buffer, and enabling an appreciation of oblique views of the Power House and Fitters' Workshop from the north-east and south-east.

*Development to the north-east of Kingston Section 49*

An arts facility is proposed to the south-east of the Fitters' Workshop, and residential development is proposed in proximity to the modern medium-rise residential development to the south of the area. The arts facility is proposed as three individual buildings. A laneway between two of these elements will enable a continuation of the north-east rail alignment. At its closest point, the arts facility is approximately 50m from the south-east elevation of the Fitters' Workshop, separated by a new public plaza. The south-west elevation of the residential development is in proximity to 1930s-50s additions to the Transport Depot (Figure 5).

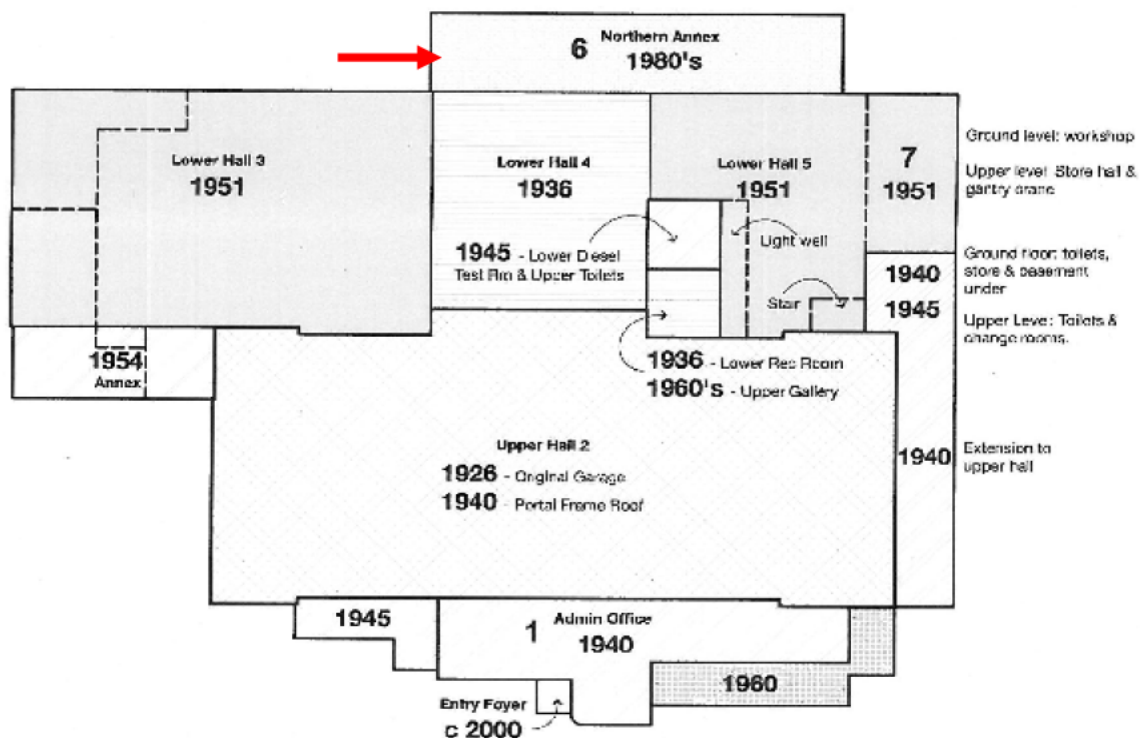


Figure 5 Sequential development plan of the former Transport Depot, Kingston. The 'Northern Annex' is indicated.  
Source: Former Transport Depot CMP, Philip Leeson Architects (2011), p. 16.

### **Ground levels**

Development to the north-east of the Power House and to the south-east corner of Kingston Section 49 is proposed to be at the same grade as the Power House. To manage the level change – the ground in this area is typically 1m-1.5m below the level of the Power House – it is proposed to introduce fill. This proposition is driven by an interest in delivering a public open space between the Power House and the new development to the north-east at grade. It is proposed to interpret the rail lines and embankment within the landscaping treatment for this area.

### **2.2 Demolition**

As noted, the '1948 Switch Room' is proposed for demolition, to provide space for the construction of the parking structure.

Also proposed for demolition is the northern annex to the Transport Depot (Figure 5). The northern annex (1980s) is built over the alignment of the south-west rail siding alignment.

### **2.3 Open space**

Kingston Section 49's Wentworth Avenue interface is to be retained as open space.

In addition, landscaped public spaces are proposed:

- in the area to the north-east of the Transport Depot and south-east of the Fitters' Workshop
- between the Power House and new development to the north-east, forming a linear space incorporating the alignment of the rail siding and the embankment
- between the two building envelopes flanking the view line extending from the Power House to the lake

Landscape treatments are not identified in the Master Plan document.

### **3.0 Comments on heritage impacts**

The following assessment of heritage impacts has regard for the relevant provisions and policies of the:

- **Heritage Act 2004:** the ACT Heritage Register entries for the Kingston Power House Precinct and the former Transport Depot
- National Capital Plan: Section 4.5.6, Kingston Foreshore Special Requirements
- Territory Plan: Kingston Foreshore Structure Plan and the CZ5 Mixed Use Zone Development Code

This assessment also has regard for policies and recommendations included in:

- 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, Philip Leeson Architects Pty Ltd

### *Comment*

From a heritage perspective, the principal issues with regard to the proposed development of Kingston Section 49 for a mixed-use residential, commercial and manufacturing precinct with an arts emphasis are considered to be:

- ensuring that new built form does not detract from the Power House as the dominant built element in the area, particularly the distinctive gabled tiled roof form;
- maintaining an appreciation of the architectural and planning relationship between the Power House and the Fitters' Workshop; and
- conserving elements and areas critical to an appreciation of the operation and planning of the former government services / industrial precinct.

### **3.1 Demolition**

#### *1948 Switch Room*

The ACT Heritage Register Statement of Significance for the Power House Precinct states that the '1948 Switch Room' is significant for its ability to provide evidence of the last phase of the reactivation of the Power House (1948-57). The building was graded C (on a grading system of A-D) in the *Kingston Power House Precinct, Conservation Management Plan Review*, 2001.<sup>4</sup>

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). A new switch room was also constructed at this time. It is a single-storey brick building with a pitched roof clad with dark concrete tiles. There is a lower annex to the north-west elevation, with a skillion roof. As built there were a pair of timber doors in the centre of the south-west and north-east elevations, and the roof was clad with terra cotta tiles, a reference to the roofs of the Power House and Fitters' Workshop (see drawings at Appendix A).

Albeit constructed in 1948, it is understood that the Switch Room was not used as such until 1960, when the 11kv switchgear was designed and installed.<sup>5</sup> The Switch Room handled power generated remotely from the site. The Power House had ceased operating for the final time in 1957. The building was later extended to accommodate additional switchgear.<sup>6</sup> It has subsequently been modified on at least two further occasions, including an extension to the south-west in the mid-1980s for its adaptation to office use. These works may also have resulted in the replacement of the original terra cotta tiles, and the removal of the switchgear. The most recent works – a 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.

The requirements in the entry to the ACT Heritage Register for the Kingston Power House Precinct state that demolition of the Switch Room will be not supported unless it is recommended for public health and safety reasons, and unless it can be demonstrated that there is no prudent or feasible alternative.

The 1948 Switch Room is an extensively modified building. It was graded C in 2000, and further works have been carried out to it since then. Alterations to the building over time and the changed context, have diminished the significance of the former Switch Room, and reduced its ability to demonstrate the function for which it was designed. As a result, the building makes a limited contribution to an understanding of the activities and processes that occurred at the former Power House site during its period of operation. Critically, the building does not have a direct connection with the final phase of the reactivation of the Power House, other than as related to the fact that both buildings as different points in time were incorporated into the large electricity grid.

It is considered that works over time, and the changed context, have diminished the significance of the former Switch Room to the point that the demolition of the building would not materially affect the cultural heritage values of the former government services/industrial area.

#### *Transport Depot northern annex*

The north annex to the former Transport Depot was the last addition to the evolved structure, being constructed in the 1980s.

The significance of the former Transport Depot, as noted in the entry to the ACT Heritage Register for the former Transport Depot includes the fully welded rigid steel portal frames to the upper hall and the orientation of the building in relation to the former railway siding and Wentworth Avenue. The north annex has not been identified as contributing to the significance of the former Transport Depot.

The CMP for the former Transport Depot prepared by Philip Leeson Architects (2011) identifies the north annex as an element that, 'May be demolished to facilitate the opening up of the lower halls to an outdoor plaza area'.

The location of the northern annex on the alignment of the south-east rail siding inhibits an understanding of the rail sidings as historically open spaces that provided the core planning determinant in the development of the area.

In summary, the demolition of the north annex is supported from a heritage perspective, as an action that will enhance an appreciation of the rail sidings.

### **3.2 New development**

#### *Parking structure*

A parking structure with ground level retail tenancies is proposed to the north-west of the Power House. This location has been identified as the preferred site for a parking structure related to: its accessibility from Wentworth Avenue; its potential to minimise through traffic in the precinct; for the scale and efficiency of the footprint as compared to the alternative site to the north of the Power House on the present at grade car park; and for reasons of minimising amenity impact on local residential development.

Over time, built form in the area to the north-west of the Power House has included an Electricity Transmission Switch Yard and two switch rooms (both single storey), of which one is extant, albeit modified. These developments have been located within the alignment of the north and south rail sidings. The area is presently an at grade car park.

Specific requirements in the ACT Heritage Register entry for the Kingston Power House Precinct stipulate that the Power House is to remain the dominant feature of the precinct in any future development, and that new development will only be permitted where it can be demonstrated that it will not adversely affect the heritage significance of the place or the landmark qualities of the Power House.

The Heritage Strategy (Lovell Chen, 2013) notes that new development to the north-west of the Power House and the south-east of the Fitters' Workshop should be contained within the rail sidings, and that development should be a minimum of 15m from historic buildings. Key historic views identified in the Heritage Strategy are to the east of Power House and Fitters' Workshop, particularly oblique views that enable an appreciation of the architectural and planning relationship between the two buildings. The provisions of the Development Code for the CZ5 Mixed Use Zone require that car parking structures are designed to integrate with existing development.

The site to the north-west of the Power House has a high level of heritage sensitivity. Subject to the development complying with the recommendations of the Heritage Strategy with regard to its siting, height and bulk it is considered that a parking structure can be accommodated in this location. An important issue to resolve is the articulation of the parking structure, in order for it to sit comfortably in its setting, and to avoid detracting from an appreciation of the Power House. This is also a requirement of the Development Code for the CZ5 Mixed Use Zone. The selection of the materials should be considered carefully, and the colours should be both responsive and deferential to the heritage context.

#### ***Development to the north-east and south-east of Kingston Section 49***

Historically the area between the Molonglo River (Lake Burley Griffin) and the north rail siding has been developed for a range of uses associated with the Power House and industrial operations. Built form in this area has generally been of limited scale. Today, much of this land is given over to at grade car parking. There is limited visibility of this area from outside Kingston Section 49, with views constrained by new lake-front development and the Power House itself.

As noted, development is anticipated for this area. Much of this area is outside the zone of heritage sensitivity, as identified in the Heritage Strategy (Lovell Chen, 2013). However, the Master Plan is responsive to the heritage context, providing for development no higher than the underside of the Power House eaves at the interface with the Power House, and stepping up to the north-east, and a 20m-wide linear open space between the Power House and the new development. The view line extending from the Power House to the lake is also maintained.

The Special Requirements to the National Capital Plan (Section 4.5.6) require that the height of new buildings in the area is to be generally consistent with that of the tree canopy of mature trees in the area, or four storeys except, for some taller buildings where these do not significantly impact on the landscape of the area or detract from the massing of the Power House. The Development Code for the CZ5 Mixed Use Zone notes that new buildings should be no higher than four storeys.

The key heritage consideration relating to the proposed development to the north-east and south-east of Kingston Section 49 is the potential for the works to impact visually on the Power House and the Fitters' Workshop, including the architectural and planning relationship between the buildings. In this regard, it is considered that the separation of the building envelopes from the historic built form by no less than 20m is an appropriate response, enabling an appreciation of oblique views of the Power House and Fitters' Workshop from the north-east and south-east. The proposed height of the commercial buildings to the north of this area are responsive to the guidelines at Section 4.5.6 of the NCP and the CZ5 Development Code, and will have no visual impact on the Power House in views from the north, being screened by the modern lake-side development.

The Master Plan does not include details of façade articulation or materials. However, the recommendations at Section 4.5.6 of the NCP (Special Requirements) are generally supported, including roof forms that do not compete with the distinctive steep gabled roof



form of the Power House and a materials palette that is generally light in tone and with limited diversity.

### **3.3 Views and vistas**

The Power House was a large industrial facility built to provide an essential service. It was not a building designed to be 'viewed'. However, given its scale – it was built to accommodate five 600kW generators – and the generally flat terrain it has long been recognised as having 'landmark' qualities in its local context. This remains the case today, particularly in views from the west.

From the 1920s until the 2000s the Power House complex was screened in views from the west, both by plantings and built form. Between 1919 and 1923, a deep windbreak was planted to the west of the Power House, running parallel with Interlake (Wentworth) Avenue. This formed a visual barrier from the emerging residential district to the west. In the mid-1940s the present alignment of Wentworth Avenue was established, with a wide median strip for parking, and Plane trees to either side. However, in the immediate vicinity of the Power House the 1920s plantings – by then mature – survived. In the 1960s, two workshop and office buildings were constructed for ACTEA in the triangular area to the west of the Power House. These were demolished in the 2000s. The present generally open views of the complex from the south-west and north-west date to this period, and provide the principal viewing point for the complex from the public domain

Historically, views of the Power House complex from the north and east, across the Molonglo River (Lake Burley Griffin from 1964), were comparatively open. A 1941 conference attended by senior officers responsible for the various industrial functions in the Kingston met to consider the future development of the area, which was considered unsightly and uncoordinated. The conference resolved that a strip of at least 135m (150 yards) should be reserved along the riverbank for a belt of trees to screen the area.<sup>1</sup> However, this was not established.

The 2001 *CMP Review* for the Power House Precinct identified views of the Power House from Kings Avenue Bridge as a key 'vantage point'. However, the recent Waterfront development has largely blocked views from the north, with only the Fitters' Workshop and the former economiser annexe being visible.

The 1997 master plan for Kingston Foreshore prepared by Colin Stewart Architects incorporated a view line looking north-east from the Power House through the new lakeside development towards the Jerrabomberra Wetlands. This view line is a modern introduction, and is not based on historic precedent. It is also noted that there is limited visibility of the Power House from the wetlands – i.e. this is a view 'out', rather than 'in'.

From a heritage perspective, longer views of the Power House are fortuitous and of limited significance. The key consideration in terms of views and vistas are local views of the Power House and Fitters' Workshop as structures with a demonstrable visual, planning and functional relationship. The primary vantage points for these views are from the north-east and south-east, when the site is viewed on the oblique. These views are retained in the proposed Master Plan.

### **3.4 Landscaping and open space**

Historically, open space at the former Kingston industrial / government services area was unplanned and utilitarian, with open areas flanking the rail sidings (storage areas) and other open spaces towards the river (Lake Burley Griffin from 1964). Formal landscaping was

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<sup>1</sup> Duncan Marshall et al, *Fitters' Workshop, Conservation Management Plan*, 2011, p. 30.

limited to the Wentworth Avenue frontage ('Weston's windbreak'). Other open areas of significance were the rail siding alignments themselves. The open spaces included areas of hard-paving, and included few if any decorative plantings.

The Master Plan proposes new open spaces between the buildings to the north-east of Kingston Section 49, a plaza to the south-east of the Fitters' Workshop and a linear open space along the north-east rail siding alignment. Existing landscaped open spaces to the Wentworth Avenue frontage are to be retained.

Specific requirements relating to landscaping included in the ACT Heritage Register entry for the Kingston Power House Precinct are for the conservation of the Monterey Pines (*Pinus radiata*) and White Brittle Gums (*Eucalyptus mannifera*) along Wentworth Avenue, and their replacement with the same species when required; the retention of the north rail siding as a linear open space; the retention and 'appropriate' landscaping of the spaces surrounding the Power House, Fitters' Workshop and railway alignment; and the retention of visual links between the Power House and East Basin and Bowen Park.

Policies relating to landscape considerations included in the *Fitters' Workshop CMP* (2011) 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. The *Former Transport Depot, Conservation Management Plan*, prepared by Philip Leeson Architects Pty Ltd (2011) 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.

From a heritage perspective a key designed landscape consideration relates to the Wentworth Avenue frontage, and the remnants of 'Weston's windbreak'. This area is proposed to be retained as open space and, as such, satisfies the requirements of the ACT Heritage Register entry and the CMP Review. This approach will maintain the existing views of the former Kingston government services/industrial area from the north and west. These are relatively recent views. However, this approach is consistent with the present use of the Power House as a visitor attraction.

The Master Plan does not include details of a proposed landscaping treatment. However, it would be appropriate for the remnants of the windbreak to be reinforced, with the planting of additional trees and replacement of existing with the same species as required. There is also potential for future landscaping works to be integrated with the interpretation of the area, including the retention of the rail alignments as linear open spaces. A formal treatment for the south-west rail alignment, incorporating the extant section of platform, would be supported from a heritage perspective.

As a general comment, it is recommended that future landscaping should be of a character and appearance that responds to the historic context with a balance of soft and hard landscaping. Extensive grassed areas should, in preference, be avoided.

#### ***Works to the north-east rail embankment***

The introduction of fill on the land to the north-east of the Power House, to enable development in this area to be at the same grade (RL 560) as the Power House, will result in impacts upon the rail embankment. As noted, the intent is to interpret the rail lines and the embankment within the landscaping treatment for this linear open space. This is consistent with the Specific Requirements (iii b) of the entry to the ACT Heritage Register.

The embankment is identified as an element intrinsic to the significance of the Power House Precinct in the ACT Heritage Register Statement of Significance. It is not specifically referenced in the Statement of Significance.

Rail sidings to either side of the Power House and Fitters' Workshop were constructed by 1914-15. They were required to enable the delivery of coal. To compensate for the sloping site, the land to the south-west of the buildings was levelled, and an embankment was constructed to the north-east. The height of the embankment varied from approximately 700 to approximately 1000mm, following the natural contours – the site slopes down towards the north and north-east. At the interface with the Power House, the embankment accommodated three rail lines. The north-easternmost line was approximately 12m from the base of the Power House.<sup>7</sup> The original width of the embankment has not been established during research for this report; in 2006, it extended approximately 14m from the base of the Power Station. The rail sidings exerted a major influence on the orientation of development at Kingston, with development located on a north-west to south-east axis.

Analysis of aerial photography indicates that the rail track and sleepers to the south-west had been removed by the 1950s, and in 1963 the large Engineering Services Workshop was built over the north end of the alignment.<sup>8</sup> There is likewise no visibility of rail tracks to the north-east of the Power House in historic aerial photography since the mid-twentieth century (see aerial photography at Appendix D of the Heritage Strategy). It is also noted that, in the 1980s, two small, single-storey workshops were constructed on the rail siding to the immediate north-east of Power House.<sup>9</sup>

In 2002-03 a 3m-deep and 4m-wide trench for 132kV electrical cables was introduced adjacent to the embankment, approximately 16m from the main building line of the Power House. The works are likely to have resulted in physical impacts (re-grading) to the embankment (compare Figure 6 with Figure 7 and Figure 8). The gradient of the embankment to the south of the Power House has clearly been modified for the pedestrian paths and ramps that extend from Wentworth Avenue to Eastlake Parade.



Figure 6 North-east elevation of the Power House c. 1915.  
Source: National Library of Australia.



Figure 7 North-east elevation of the Power House 2012.



Figure 8 View looking south along the embankment, 2012.

Archaeological testing conducted in June, July and September 2006 exposed sections of the two original rail lines closest to the Power House. The archaeologists (Navin Officer) concluded that, 'There is significant historical and archaeological evidence ... to indicate that there are further remains of at least three sets of railway lines aligned in a northeast/southwest orientation, and a built-up railways embankment, in the area to the immediate northeast of the Power House and the Bulk Store [Fitters' Workshop]'.<sup>10</sup>

The embankment has been modified over time. However, there has been an embankment in this location since c. 1915, and is important for its ability to interpret the operation of the Power House between 1915 and 1929. From a heritage perspective, it is important that an embankment is maintained to the north-east of the Power House.

It is recommended that a section of the embankment to the immediate north-east of the Power House should be incorporated into the landscape plan for the new public open space. Prior to works being commenced, archaeological test trenches should be conducted to establish what remains of the original tracks and sleepers. It would also be desirable to establish the original height of the embankment.

### **3.5 Interpretation**

The Territory Plan (Kingston Foreshore Structure Plan) promotes increased public access to, and experience and understanding of, the heritage significance of the Kingston Foreshore. Within the Kingston Section 49, existing interpretation devices are limited, and include story boards fixed to temporary hoardings along the Wentworth Avenue frontage.

The Master Plan does not include an interpretation strategy. However, the LDA intends to prepare a suite of interpretation principles for the area. This intention is supported.

The interpretation plan should augment the physical evidence of the Kingston government services/industrial area, and enhance an appreciation of the processes and activities that occurred there, as well as emphasising the status of the Power House as the first permanent building in the national capital.

### **4.0 Concluding comment**

Kingston Section 49 is a large and under-utilised site located in an area that has seen significant change over the past 15-20 years, and where further development is anticipated. The acceptance that development can occur at Kingston Section 49 is well established, as reflected in the provisions and policies of the National Capital Plan and the Territory Plan.

From a heritage perspective, a key issue is how to appropriately reflect the heritage significance of the place and its constituent elements in the new development.

The primary reasons for the significance of the former government services / industrial area at Kingston Section 49 relate to its associations with the establishment phase of the Federal Capital. This is demonstrated in the Power House and Fitters' Workshop, which were among the first permanent buildings constructed in the Federal Capital and today are the dominant heritage features at Kingston Section 49 with a clear architectural and planning relationship. The siting and orientation of the three major buildings at the site is also significant, reflecting the role played by the rail sidings to the north and south of the Power House and Fitters' Workshop in determining development on an axial alignment from north-west to south-east.

Built fabric proposed for demolition as an outcome of the Master Plan for Kingston Section 49 does not have a strong association with the former industrial / government services area. Switchgear was not installed in the '1948 Switch Room' until 1960, three years after the Power House ceased operating for the last time. The building has been modified to the extent that it has very little ability to demonstrate its original use. The demolition of the

1980s additions to the north of the former Transport Depot removes an element of no significance will assist in interpreting the original south-west rail alignment.

The framework for the future development of the area outlined in the Master Plan establishes land uses and built form outcomes to the extent of indicative locations and heights. The Master Plan generally satisfies the policies, principles and guidelines provided in the National Capital Plan, the Territory Plan and the ACT Heritage Register entries for the Power House precinct and the former Transport Depot. The siting of the building envelopes, and the indicative heights, respond appropriately to the heritage context, and the balance of built form to landscaped open spaces provides an appropriate setting for an appreciation of the relationship between the remnant industrial buildings and the historic activities and operations at the area. As noted, an important issue to resolve is the articulation of the parking structure, in order for it to sit comfortably in its setting, and to avoid detracting from an appreciation of the Power House. There is also potential for an understanding of the historic significance of the area to be enhanced through integrated interpretation programs at the site.

The delivery of the Master Plan will result in alterations to the heritage place, notably in the introduction of the parking structure to the north-west of the Power House, and the demolition of the 1948 Switch Room. However, as considered against the identified heritage values of the place, the conclusion of this assessment is that these impacts can be accommodated without diminishing the cultural heritage significance of the heritage place. The Power House will be maintained as the dominant built form in the vicinity, and the conservation of key heritage areas and elements will enable an on-going understanding of the historic operation and planning of the former Kingston government services/industrial precinct.

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- 1 *Kingston Arts Precinct Strategy* (March 2011) prepared for artsACT by Susan Conroy in association with Susan Davis, Sue Kyte, Eric Martin, David Moyle and Clare Middleton.
  - 2 *Kingston Arts Precinct Strategy* (March 2011), p. 6.
  - 3 ACTPLA, Parking and Vehicular Access General Code, [www.legislation.act.gov.au/ni/2008-27/copy/92042/pdf/2008-27.pdf](http://www.legislation.act.gov.au/ni/2008-27/copy/92042/pdf/2008-27.pdf), accessed 20 September 2013.
  - 4 *Kingston Power House Precinct, Conservation Management Plan Review*, 2001, Peter Freeman Pty Lt, p. 56.
  - 5 H A Jones, 'Electricity,' Chapter 6 of *Canberra's Engineering Heritage*, Institution of Engineers, Canberra Division, 1990, p. 133.
  - 6 H A Jones, 'Electricity,' Chapter 6 of *Canberra's Engineering Heritage*, Institution of Engineers, Canberra Division, 1990, p. 133.
  - 7 Navin Officer, *Kingston Power House Original Railways Lines, Archival Recording*, September 2006, p.4.
  - 8 *Kingston Power House Precinct, Conservation & Management Plan*, 1993, Freeman Collett & Partners Pty Ltd, Appendix 6, Building 15.
  - 9 *Kingston Power House Precinct, Conservation & Management Plan*, 1993, Freeman Collett & Partners Pty Ltd, Appendix 6, Building 25.
  - 10 Navin Officer, *Kingston Power House Original Railways Lines, Archival Recording*, September 2006, p.9.



**APPENDIX A      '1948 SWITCH ROOM' DRAWINGS (1947-1948)**





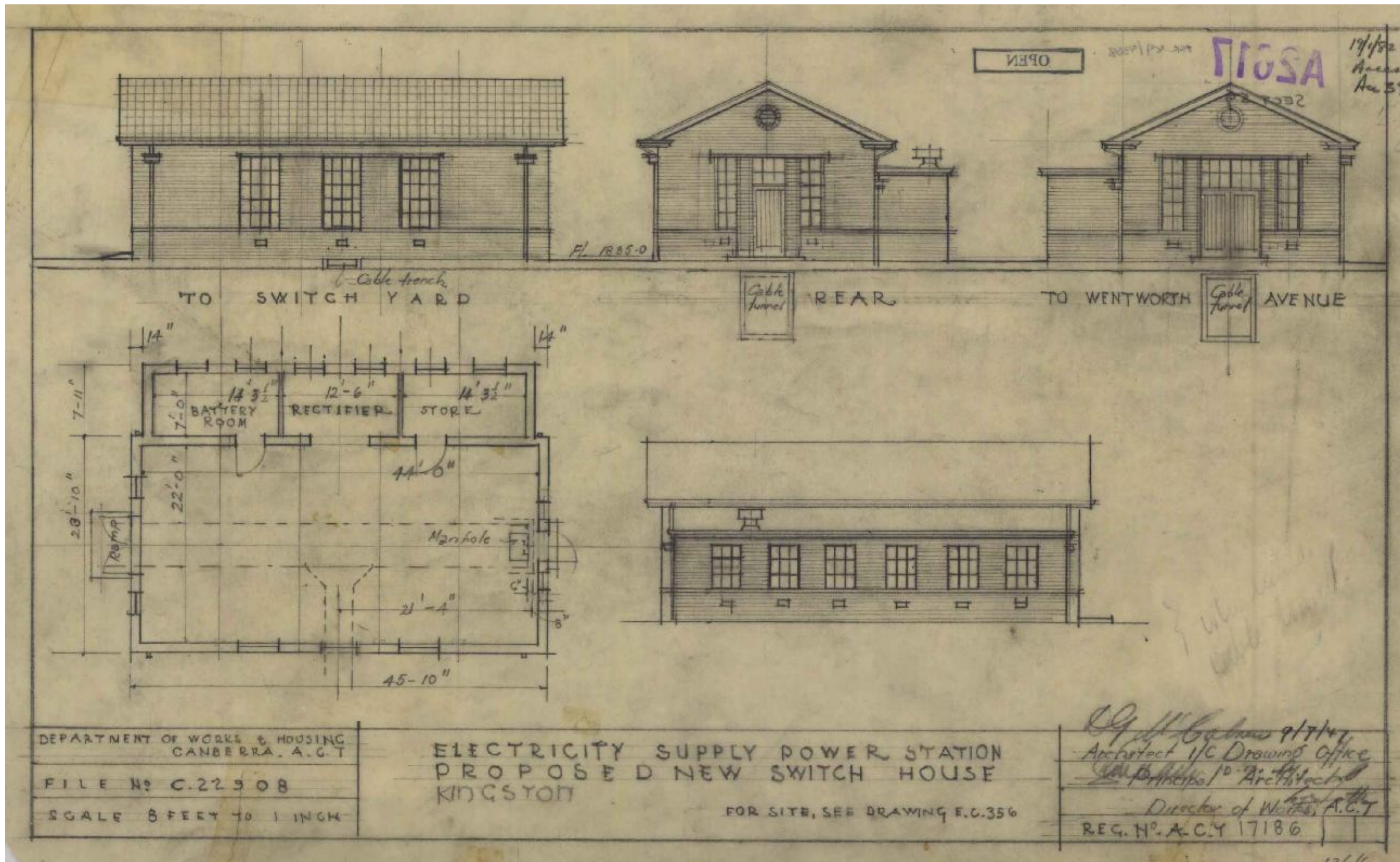


Figure 1 'Electricity Supply Power Station, Proposed New Switch House, Kingston,' prepared by the Director of Works, ACT, 9 July 1947.  
Source: National Archives of Australia.

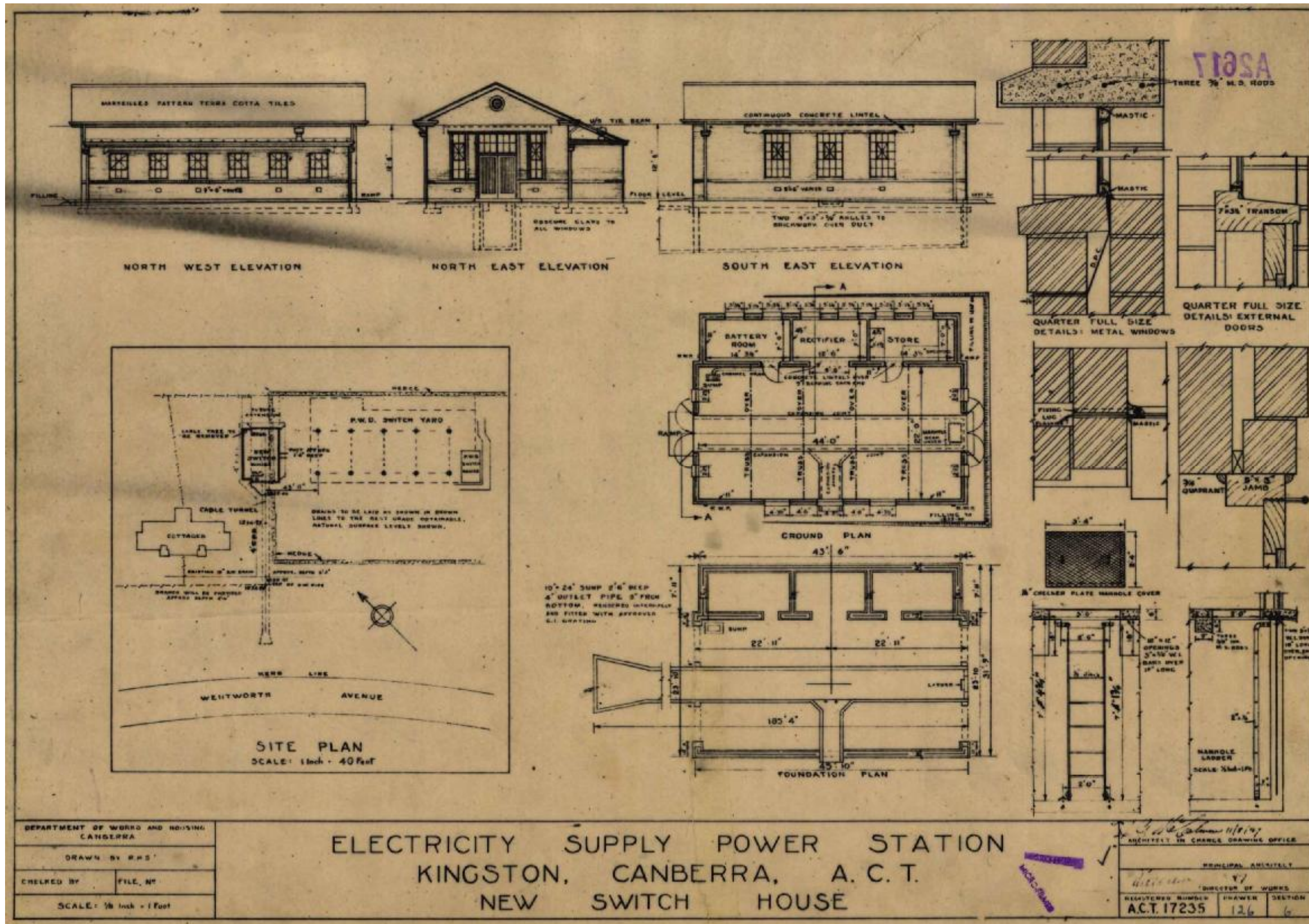


Figure 2 Plans, elevations and details: 'Electricity Supply Power Station, Kingston, Canberra, ACT, New Switch House,' Department of Works and Housing, Canberra, 11 August 1947. Source: National Archives of Australia.

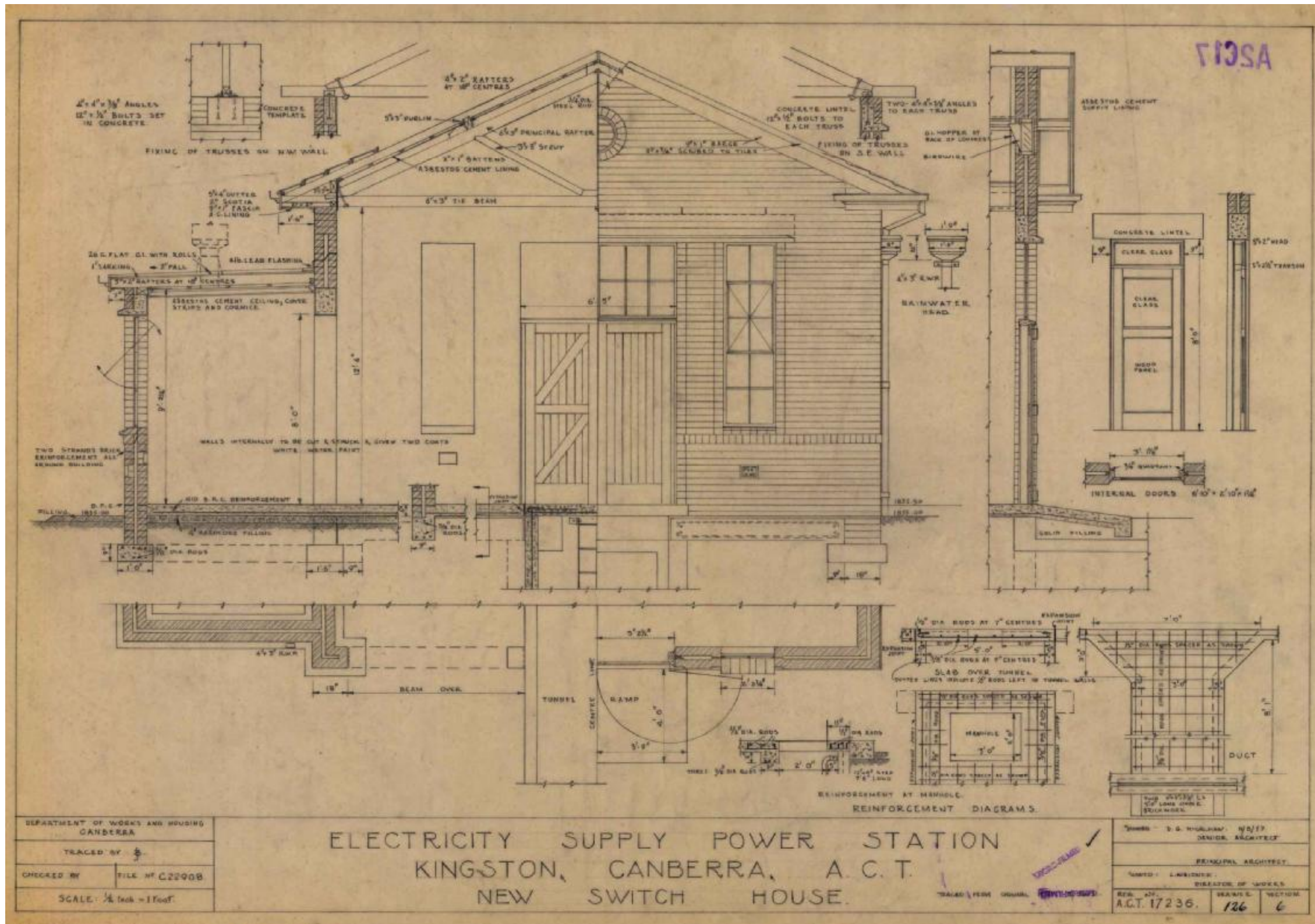


Figure 3 Details: 'Electricity Supply Power Station, Kingston, Canberra, ACT, New Switch House,' Department of Works and Housing, Canberra, 11 August 1947.  
Source: National Archives of Australia.



## ACT Heritage Council

Phone: 6205 3195  
File ref: Kingston S49  
Contact Officer: Pamela Hubert

Mr Anton Veld  
Senior Project Planner  
Land Development Agency  
[Anton.Veld@act.gov.au](mailto:Anton.Veld@act.gov.au)

Dear Mr Veld

### **Kingston Section 49 Master Plan and Statement of Heritage Effects**

Further to our letter of 8 October 2013, the DA Taskforce (the Taskforce) of the Heritage Council (the Council) has now considered the *Kingston Section 49 Heritage Strategy* dated September 2013 by Lovell Chen (the Heritage Strategy) and the *Statement of Heritage Effects; Kingston Section 49 Master Plan*, by Lovell Chen, dated September 2013 (the SHE). Comments on the reports follow.

The Taskforce finds most aspects of the Heritage Strategy and the SHE to be a useful framework to guide the Master Plan and future development of Section 49, Kingston apart from the comments set out below.

The Taskforce has also considered the arguments presented in the reports in relation to the significance of the 1948 substation. The Taskforce still consider that the 1948 substation building has some value and encourages its retention.

It is noted that the Kingston Section 49 Master Plan suggests the demolition of the 1948 substation to allow for the construction of a car park. As previously advised in the Council's letter of 8 October 2013, this demolition will need to be justified by an argument that there is no prudent or feasible alternative to the demolition.

Please contact Pamela Hubert on 6205 3195 if you have any questions regarding this matter.

Yours sincerely

Jennifer O'Connell  
**A/g Secretary (as delegate for)**  
**ACT HERITAGE COUNCIL**

7. November, 2013

SUBMISSION TO THE ACT  
HERITAGE COUNCIL

REGARDING THE PROPOSED DEMOLITION OF  
THE '1948 SWITCH ROOM' AT THE KINGSTON  
POWERHOUSE HISTORIC PRECINCT  
Section 49, Kingston, ACT

Prepared for  
**Land Development Agency**

April 2014

**LOVELL CHEN**  
ARCHITECTS & HERITAGE CONSULTANTS

LEVEL 5, 176 WELLINGTON PARADE  
EAST MELBOURNE 3002 AUSTRALIA  
TEL +61 (0)3 9667 0800  
FAX +61 (0)3 9416 1818  
[www.lovellchen.com.au](http://www.lovellchen.com.au)  
[enquiry@lovellchen.com.au](mailto:enquiry@lovellchen.com.au)

## **Executive Summary**

The redevelopment of Section 49 Kingston is a major initiative of the ACT Government. The project involves the ongoing adaptation of heritage buildings on the site and the construction of new public facilities, and has been developed in consultation with the community and key stakeholders to ensure the development achieves the financial and non-financial objectives and balances the needs of all stakeholders. The key deliverables include:

- Delivering on a Government commitment to the Kingston Arts Precinct through the creation of new public spaces and arts facilities in a new building;
- A public structured car park to support the Kingston Arts Precinct and the waterfront entertainment precinct;
- Mixed use development sites to introduce new daytime activity through office and retail employment;
- Adaptive reuse of the historically significant buildings of the Fitters Workshop and Former Transport Depot in a continuation of the standard established by the Kingston Power House adaptation to the Canberra Glassworks;

The area is currently used as an at grade car park. As noted a key deliverable for the project is the provision of 480 plus car parking spaces to replace the existing parking and to service the hub. The proposed location of the car park involves the demolition of a heritage building; the '1948 Switch Room'.

In arriving at the size and location for the new carpark a comprehensive assessment has been undertaken. This has included consideration of options with a particular focus on heritage impacts. The conclusion of this assessment is that there is no prudent and feasible alternative for the siting and size of the proposed car park if the project objectives are to be met. The action is such that there will be no adverse impacts on the significance of the Precinct and that considerable benefits will arise in further supporting and sustaining the activation of this important heritage place.

## 1.0 Introduction

This submission has been prepared in support of the proposed demolition of the '1948 Switch Room' (the Switch Room) located in the Kingston Powerhouse Precinct to enable the construction of a structured carpark and public road (Figure 1). The proposal is an action which arises from balancing a range of Government commitments and project objectives for the future development of the area known as the Kingston Cultural Precinct. The *Kingston Section 49 Master Plan* (2013) has been developed to deliver a mix of residential, arts, retail and office uses (Attachment A) in the area and identifies the area between the Power House and the Telopea Park substation as the preferred location for the car park.



Figure 1 The *Kingston Section 49 Master Plan* area with the Switch Room arrowed.



More broadly demolition of the '1948 Switch Room' is proposed in support of the ACT Government's policy objective to develop the visual arts hub at Kingston Foreshore.<sup>1</sup> Specifically the action is required to:

- a) Meet an ACT Planning and Land Authority commitment to replace the existing 480 at-grade car parking spaces in Section 49 Kingston in a structured car park to meet the parking generated by the waterfront developments.
- b) Achieve the ACT Government's vision for the future development of the area as a vibrant mixed-use arts and cultural precinct as illustrated in the Kingston Section 49 Master Plan.
- c) Meet the expectations of Kingston residents, local tourism and business operators, and the wider Canberra community for a high-quality waterfront destination at Kingston Foreshore.
- d) Maintain the Actew Telopea Park Substation facility

In seeking approval for the Master Plan the ACT Heritage Council Taskforce was briefed on the Master Plan and the associated Heritage Strategy in September 2013. In relation to the Switch Room the Heritage Strategy concluded that the Switch Room was not 'an element intrinsic to the significance of the Kingston Power House precinct'. Accordingly it was further concluded that demolition would not have an adverse impact on the precinct.

In response to the briefing the ACT Heritage Council Taskforce initially advised that there were three options under which the Council could support demolition. These were by way of revision of the registration, revision of the precinct heritage guidelines or by establishing that there is no prudent and feasible alternative to demolition. Subsequently the Taskforce advised that they still considered that the building had 'some value' and that demolition would need to be justified on the basis of no 'prudent and feasible' alternative.

This approach is consistent with the Specific Requirements, Section ii (a) of the entry for the Kingston Powerhouse Historic Precinct in the ACT Heritage Register, which states that:

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.

The purpose of this submission is to address the issue of prudent and feasible alternatives. In doing so arguments regarding the significance of the Switch Room have not been restated as these are addressed in the Heritage Strategy (2013). In framing the submission a response is provided to five questions raised by the ACT Heritage Unit. These are:

1. What are the requirements for car parking in Section 49 Kingston as a result of the proposed development in the Section 49 Kingston master Plan (the master Plan)?;
2. Are there prudent and feasible opportunities to incorporate parking in other buildings or locations in Section 49?;

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<sup>1</sup> ACT Government, Arts Facilities Strategy, 2003; and Susan Conroy et al, Kingston Arts Precinct Strategy, March 2011.

3. Are there prudent and feasible opportunities to adjust the size and/or location of the car and retain the 1948 substation[sic]?
4. Are there prudent and feasible options to design the car park around the 1948 substation [sic]?
5. Is there a prudent and feasible option to relocate the Telopea Park Substation and locate the car park on that site?

In addressing these issues the submission draws on a number of previous reports and documents, including:

- Purdon Associates *et al*, Kingston Section 49 Master Plan, October 2013 (attached as Appendix A)
- Lovell Chen, Kingston Section 49 Heritage Strategy, September 2013<sup>2</sup> (the Heritage Strategy forms part of the Kingston Section 49 Master Plan document)
- Coffey Geotechnics, Study of Geotechnical and Groundwater Conditions for proposed multi-storey car park in Section 49, Kingston, July 2013
- Purdon Associates, Section 49, Kingston, Assessment of Parking Options, May 2013
- GTA Consultants, Kingston Foreshore Section 49, Traffic and Revised Parking Investigations, 2012
- Susan Conroy *et al*, Kingston Arts Precinct Strategy, March 2011
- Macro Plan Australia, Kingston Depot Precinct, Market assessment and case studies, March 2010
- ACT Planning & Land Authority, Structure Plan, Kingston Foreshore, effective January 2010
- ACT Government, Arts Facilities Strategy, 2003
- Peter Freeman Conservation Architects & Planners, Kingston Power House Precinct, Conservation Management Plan Review, 2001

## **2.0 The test of prudent and feasible**

In examining the questions raised by the Heritage Council consideration needs to be given to the test of 'prudent and feasible'.

The manner in which these terms are applied in a heritage context have been recently canvassed in a series of actions in the Supreme Court in Tasmania in relation to the Parliament Square redevelopment on Sullivan's Cove in Hobart. The case involved the proposed demolition of a building which was subject to the provisions of the *Historic Cultural Heritage Act, 1995* in which a key demolition test is that there is 'no prudent and feasible alternative'.

In addressing the test of prudent and feasible relevant conclusions were that:

- the assessment is not limited to how the objectives of the development can be achieved by alternatives to the proposed works;
- the reasons for the proposed works are a relevant consideration;

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<sup>2</sup> Copies of this document were circulated to the ACT Heritage Council following the DA Taskforce Meeting relating to the proposed Kingston Section 49 master plan held on 24 September 2013.

- the greater the social utility of the proposed development, the less prudence there may be in any alternatives;
- the extent of the heritage significance of the place is a relevant consideration;
- the prudent and feasible test is a stringent one; and
- a clear and compelling case needs to be made – it is not a question of the balance of convenience.<sup>3</sup>

These matters have been considered in formulating a response to the questions raised by the Council.

### **3.0 ACT Heritage Council Questions**

#### **3.1 What are the requirements for car parking in Section 49 Kingston as a result of the proposed development in the Section 49 Kingston master Plan (the master Plan)?;**

The ACT Government has made a strategic commitment to the development of a visual arts hub at Kingston Section 49. This vision was articulated in the 'Arts Facilities Strategy' (2003), which identified Kingston Section 49 as a major arts precinct. The adaptation of the Power House to Canberra Glassworks (2007) was the first stage in the process. The adaptive re-use of other heritage buildings at Kingston Section 49 was a core element of the vision for Kingston Section 49. To date these works have not been realised.

In 2011, Arts ACT prepared a detailed strategy for the precinct – Susan Conroy *et al*, 'Kingston Arts Precinct Strategy'. The 'Precinct Strategy' noted that:

... adequate and convenient provision of car parking within the Power House Precinct will be a significant contributor to the viability of start-up businesses and to the popularity of the precinct as a venue for a wide range of arts and other cultural activities.<sup>4</sup>

Short-term options included using the existing surface car parking spaces. In the longer term, the 'Precinct Strategy' anticipated that:

... the reliance of new developments emerging on Kingston Island and along the Foreshore Promenade on current public parking capacity is likely to place increasing pressure on this surface car park. In the future, this demand may be sufficient to warrant the provision of either a multi-level car park structure or basement levels parking under new buildings, or both.<sup>5</sup>

In 2010 the LDA made a commitment to replacing the existing surface car parking at Kingston Section 49.<sup>6</sup> Parking at Kingston Section 49 is required to meet the needs of the weekend markets at the former Transport Depot, future cultural uses and parking related to retail and entertainment activities in the waterfront area.

Since the late-1990s the former industrial area of the Kingston Foreshore has been developed as a mixed-use (primarily residential) area based on a masterplan prepared by

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<sup>3</sup> Supreme Court of Tasmania, *Kidd v Resource Management and Planning Appeal tribunal* [2012] TASSC 60 (24 September 2012).

<sup>4</sup> Susan Conroy *et al*, *Kingston Arts Precinct Strategy*, March 2011, p. 25.

<sup>5</sup> Susan Conroy *et al*, *Kingston Arts Precinct Strategy*, March 2011, p. 25.

<sup>6</sup> Pers comm, David Dawes, Acting Chief Executive of the Department of Land & Property Services to Neil Savery, ACT Planning and Land Authority, 18 June 2010.

Colin Stewart Architects in the late-1990s. Outcomes of the masterplan include development of 3-5 levels in the blocks bounded by Eyre and Giles streets, Wentworth Avenue and Eastlake Parade, and a number of apartment blocks addressing Lake Burley Griffin. Consistent with the requirements of the Territory Plan (TP) and the Parking and Vehicular Access General Code (PVAGC), development approval for each of these new buildings included car parking provision. Where parking was insufficient to satisfy the TP and the PVAGC, approvals were contingent on the balance being provided at the future Kingston Section 49 arts precinct.<sup>7</sup>

The number of car parking spaces required at Kingston Section 49 is an outcome of a complex range of factors, including:

- consideration of parking volumes related to the weekend markets;
- anticipated traffic volumes related to the development of the arts precinct;
- overflow parking related to retail and entertainment activities in the area; and
- Development Approvals for new buildings on the lake shore.

The conclusion is that 480 spaces are an absolute requirement and that their location in immediate proximity to the core Arts Precinct activities is critical to the viability and success of the precinct.

### **3.2 Are there prudent and feasible opportunities to incorporate parking in other buildings or locations in Section 49?;**

A structured car park is proposed between the Power House and Telopea Park Substation. The preference for this location is a balanced outcome of detailed analysis which has included consideration of planning, transport, heritage and geotechnical objectives and imperatives. The following provides a summary of the key drivers and considerations.

#### *Planning*

The key planning principles used in identifying the proposed location of a structured car park at Section 49 Kingston were:

- Respect and reinforce the significant heritage of the area including the Power House, Fitters Workshop and Former Transport Depot;
- Respect the height of the heritage buildings – by holding the Power House eaves height and a suitable set-back, the development will not dominate or screen the Power House;
- Activate the precinct by providing an inviting destination night and day that appeals to a wide cross-section of the community;
- Provide a diversity of activities – a mix of community and small-scale commercial spaces;
- Develop an arts hub as the basis for a vibrant and creative precinct;
- Encourage an active area and minimise potential conflict between these uses and the established residential uses;
- Include adequate open space – to encourage people to visit and provide a place to recreate for all age groups;
- Ensure connectivity – with surrounding areas;

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<sup>7</sup> Further information and analysis of car parking computations is provided in GTA Consultants, Kingston Foreshore Section 49 Traffic and Revised Parking Investigations, 2012.

- Retain available views – retain local views of the heritage buildings and views to and from the lake and Wentworth Avenue;
- Provide sufficient parking – maximise opportunities for shared use;
- Discourage through traffic – minimise the need for external traffic to enter the area;
- Create an attractive public domain – create external public spaces that are well integrated with internal spaces;
- Optimise safety;
- Discourage through traffic within the arts precinct;
- Maintain pedestrian permeability;
- Provide a structured car park that is clearly legible as such;
- Encourage people arriving by car to walk through the precinct, which will in turn assist in activating the precinct and increasing pedestrian and cycle safety and amenity. This is a core objective of the Master Plan; and,
- Maximise the distance between the car park and established (and proposed) residential developments to the east of Eastlake Parade, to manage the impacts of noise, traffic and car headlights at night. From an amenity impacts perspective, the interface of a structured car park with Telopea Park substation, Canberra Glassworks and existing roads is more appropriate.

#### *Transport*

The key transport consideration in the siting of the structured car park at Kingston Section 49 was to provide parking in an accessible and visible location on Wentworth Avenue, an arterial road which forms the site's primary address. This will minimise the extent of traffic engineering works within the precinct.

#### *Heritage*

From a heritage perspective, key considerations in the provision of new development – including a structured car park – at Kingston Section 49 are to avoid physical and visual impacts on the elements identified as being of core significance to the former Kingston government services and industrial suburb in the Heritage Strategy (Lovell Chen, 2013), specifically:

- the Power House (Canberra Glassworks), including the air raid siren and 'shift' whistle
- the Fitters' Workshop
- the rail siding alignments to the north-east and south-west of the Power House, the rail embankment to the north-east of the Power House and the section of railway platform to the south-west of the Fitters' Workshop
- the remnants of the 1920s windbreak to Wentworth Avenue, comprising Monterey pines (*Pinus radiata*) and White brittle gum (*Eucalyptus mannifera*)
- the upper hall of the Transport Depot, including the fully welded rigid portal frame (1940)
- the Transport Depot Administration Building (1940, 1945, 1960s)
- the base of the 1948 stack

Heritage considerations relating to the siting of new development at Kingston Section 49 were the identification of sites that:

- maintain views of the Power House from Wentworth Avenue;

- maintain views that provide evidence of the architectural, planning and historical relationship between the Power House and Fitters' Workshop, including views looking south-east and north-west along the rail embankment to the north-east of the Power House; and
- contain development within the rail siding alignments that extend to either side of the Power House and Fitters' Workshop.

A further recommendation of the 'Heritage Strategy' document was that new development should not be introduced in the immediate vicinity of the Power House and Fitters' Workshop. To the north-east and south-west this area is flanked by the former rail siding alignments; to the south-east and north-west it extends 15m from the main building lines of the historic buildings.

From a heritage perspective, options for the siting of the car parking structure at Kingston Section 49 include: the present at-grade car park to the east of the Power House; the area to the south-east of the Fitters' Workshop; and the area to the north-west of the Power House.

#### *Subsurface constraints*

Subsurface constraints on new development at Kingston Section 49 include the following:

- Groundwater conditions arising from the location of Kingston Section 49 within the Molonglo River valley. Geotechnical analysis indicates that a single basement level with passive groundwater controls could be accommodated where the surface level is AHD 560-561 (this includes the higher ground to the north of Kingston Section 49), and that permanent pumping systems may be required for two basement levels.<sup>8</sup> As noted by Coffey Geotechnics, '[pumping systems] would have an economic impact, which would need to be taken into consideration when assessing the economic viability of the project'.<sup>9</sup>
- The presence of two electrical cabling trenches extending from the south-east corner of the Telopea Park substation on an alignment parallel with the rail embankment to the north-east of the Power House. The outer-most trench is approximately 24m from the main building line of the north-east elevation of the Power House. Access is required to this infrastructure, prohibiting development in proximity to the cables.
- Contamination associated with the previous industrial land uses may be present at the site.

#### *Infrastructure Requirements*

The Telopea Park Substation is an asset of Actew and supplies power to the Parliamentary Zone (including Parliament House). Actew has no plans to decommission or relocate the facility in the future as the costs would be significant, and the asset life expectancy is still valuable (being built recently in 1984). Through discussions with Actew it has been identified that asset management and maintenance operations could be improved by having unimpeded physical access around the perimeter of the facility. This is to allow vehicles such as cranes to change electrical infrastructure components, and emergency vehicle access in the event of an incident or failure (such as fire or explosion). Currently the Switch Room

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<sup>8</sup> Coffey Geotechnics, Study of Geotechnical and Groundwater Conditions for proposed multi-storey car park in Section 49, Kingston, July 2013, p. 14.

<sup>9</sup> Coffey Geotechnics, Study of Geotechnical and Groundwater Conditions for proposed multi-storey car park in Section 49, Kingston, July 2013, p. 14.

building inhibits access to a portion of the facility. The LDA also understands that typically substations should not have an opportunity for people to throw objects into the facility where it might damage the equipment.

#### Options analysis

As part of the master planning for Kingston Section 49, a number of potential car park locations were identified. Most were rapidly dismissed typically for reasons of inadequate size and poor proximity to activity areas. As a result of this examination a comparative analysis of two preferred sites for a structured car park was undertaken: a site to the immediate north-west of the Power House, accessed from Wentworth Avenue, and a site to the north of the Powerhouse, on part of the existing surface parking area, accessed from Eastlake Parade (Figure 2 **Error! Reference source not found.**).<sup>10</sup>

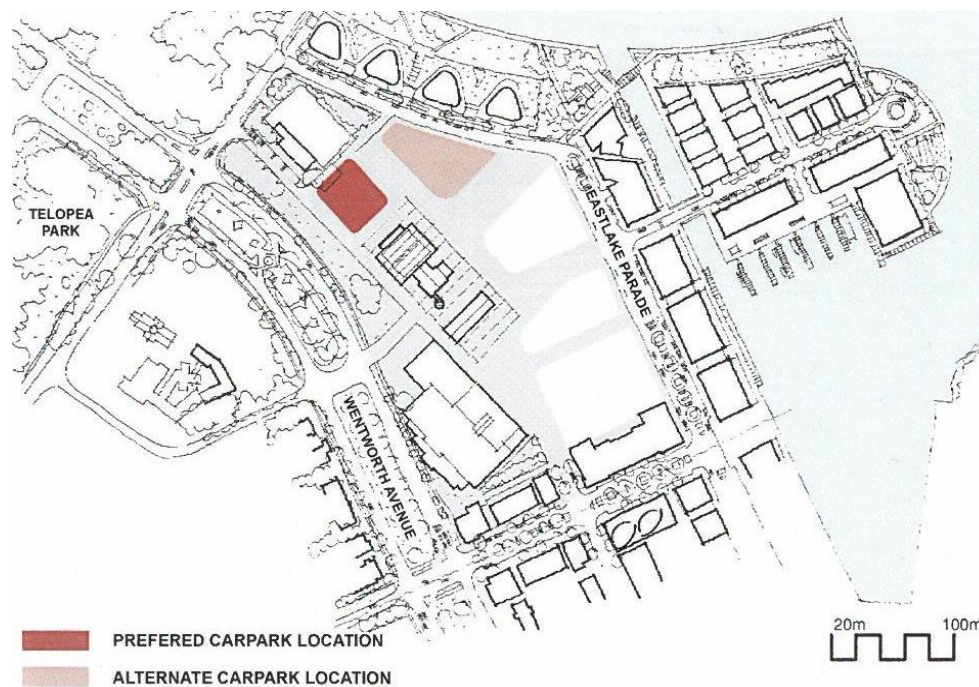


Figure 2 The two sites considered for a structured car park.  
Source: Purdon Associates *et al*, *Kingston Section 49 Master Plan*, 2013 (p. 83).

The analysis considered a range of factors, including impacts on heritage values; the urban design and planning objectives for the precinct; the economic viability of the development, including costs related to the provision of basement levels; and the potential for the two outcomes to deliver the parking capacities required to service the precinct.

The site to the north-west of the Power House was preferred for reasons of planning and urban design; efficiencies associated with the site's regular dimensions; optimising the financial returns of the precinct through greater development capacity; and accessibility from Wentworth Avenue. The preferred option provides an estimated 483 spaces, including two basement levels.

Consideration was also given to establishing what parking capacity could be achieved on the preferred site without requiring demolition of the '1948 Switch Room'. Concepts prepared by Cox Architecture in 2012 (Figure 3) indicated that approximately 400 spaces could be

<sup>10</sup> Purdon Associates, *Section 49, Kingston, Assessment of Parking Options*, May 2013.

accommodated between the Power House and '1948 Switch Room' without encroaching into the rail alignments. This option was not pursued due to the proximity of the structured car park to both the Power House and '1948 Switch Room' and the consequent impacts on views to both buildings.

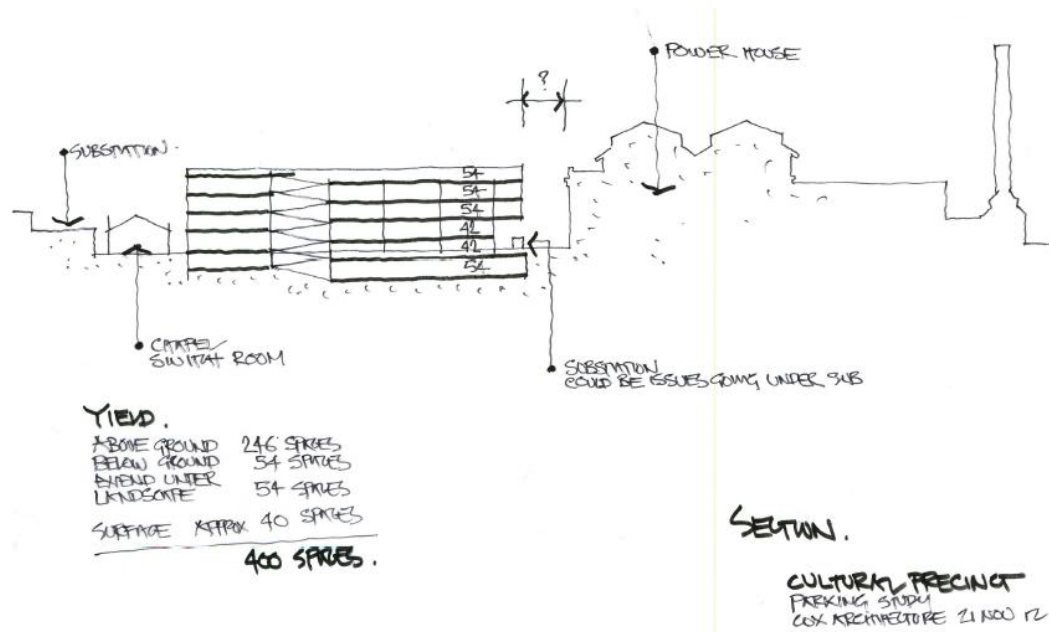


Figure 3 Concept sketch for structured car park between the Power House and the '1948 Switch Room' (2012).  
Source: Cox Architecture.

Having regard to the planning, transport and heritage objectives and imperatives, the geotechnical constraints and the outcomes of the options analysis the conclusion is that the proposed site best meets the required car parking provisions as required to sustain the development as a whole. While alternatives have been explored none are able to deliver car parking in a manner which is viable and sustainable for the precinct.

### 3.3 Are there prudent and feasible opportunities to adjust the size and/or location of the car and retain the 1948 Switch Room?

During the development of the master plan for the arts precinct, consideration was given to providing the required parking at multiple locations within Kingston Section 49, including a smaller structured car park on the preferred location to the north-west of the Power House (as noted above). Such an approach was found to be incompatible with the planning objectives for the arts precinct, which include locating parking on a peripheral site in order to activate the precinct, increasing pedestrian and cycle safety and amenity, and minimising vehicular traffic within the precinct (see further discussion at Section 3.2). In addition, the provision of parking to the east or south-east of Section 49 (the area bounded by Eastlake Parade) would be incompatible with the zoning objectives of the Master Plan (separating parking from established and future residential areas) and would require access from Eastlake Parade, a minor collector road.

Consideration was also given to the potential for parking to be provided in the basements of new development at the arts precinct. Having regard to the requirements of the Territory Plan and the Parking and Vehicular Access General Code, it was established that there would



be insufficient surplus to make a meaningful contribution to the commitment of c. 480 parking spaces at Section 49.

In addition, geotechnical analysis revealed that the provision of two basement levels on the lower ground to the east of the site was not possible due to groundwater conditions – in this regard, the experience of recent developments at the lake shore was instructive.

### **3.4 Are there prudent and feasible options to design the car park around the 1948 Switch Room?;**

The LDA gave consideration to the potential for integrating the '1948 Switch Room' into a structured car park early in the concept development stage for the Kingston Section 49 Master Plan. Initial analysis indicated that pursuing this option would result in a structured car park that would be appreciably larger than the structure proposed in the Master Plan (2013).<sup>11</sup> On this basis, the option was not pursued, and no drawings (elevations or sections) were prepared.

From a heritage perspective it is commented that the integration of the '1948 Switch Room' into a c. 480-capacity parking structure would be likely to overwhelm a heritage element presently identified as being 'intrinsic to the significance' of the place. While it is probable that at least one elevation of the '1948 Switch Room' could remain exposed, the outcome would almost inevitably be transformative in terms of an ability to discern the historic and planning relationship between the '1948 Switch Room' and the broader Powerhouse precinct.

The increased scale of the parking structure would also be undesirable in the context of seeking to minimise visual impacts on the Power House in views from the north-west.

### **3.5 Is there a prudent and feasible option to relocate the Teloepa Park Substation and locate the car park on that site?**

The Teloepa Park substation (1984) occupies a large site to the north-east of the Kingston Powerhouse Historic Precinct. Early in the development phase for the Master Plan consideration was given to relocating the substation. The asset owner ACTEW has previously advised that the substation supplies power to the Parliamentary Zone and is considered critical infrastructure. The likely cost of relocation works was deemed to be prohibitive. In exploring relocation, the LDA looked at costs associated with the relocation of a Switching Station that was required elsewhere in the Kingston Foreshore development. The costs for that project were approximately \$40 million. Anticipating that the costs for the Kingston Section 49 would be appreciably higher, reflecting the scale of the site and the criticality of the infrastructure, this option was not considered to be economically viable, and was not actively pursued.

## **4.0 Conclusion**

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.

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<sup>11</sup> Pers comm, Nick Holt, Project Director at the Land Development Agency, 30 January 2014.

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 (through 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.

## APPENDIX A '1948 Switch Room'

The ACT Heritage Register Statement of Significance for the Kingston Powerhouse Historic Precinct states that the '1948 Switch Room' is significant for its ability to provide evidence of the last phase of the reactivation of the Power House (1948-57). The building was graded C (on a grading system of A-D) in the *Kingston Power House Precinct, Conservation Management Plan Review*, 2001.<sup>12</sup> The CMP provides the following description of the Switch Room:

### *Description*

A simple pitched roof structure. Utilitarian function indicated by brick strong course as sill level. Windows are steel framed reflecting contemporary practice. All woodwork and steel glazing bars painted white. Entrance is on the south west side with glazing restricted to the south-east and north-east sides.

### *Modifications*

Circa 1985 the Switch Room was converted to office space. Access doors modified at the eastern end and a porch added at the western end.<sup>13</sup>

The following expanded history of the '1948 Switch Room' was prepared for the *Kingston Section 49 Heritage Strategy* (Lovell Chen):

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). A new switch room was also constructed at this time. It is a single-storey brick building with a pitched roof clad with dark concrete tiles. There is a lower annex to the north-west elevation, with a skillion roof. As built there were a pair of timber doors in the centre of the south-west and north-east elevations, and the roof was clad with terracotta tiles, a reference to the roofs of the Power House and Fitters' Workshop.

Albeit constructed in 1948, it is understood that the Switch Room was not used as such until 1960, when the 11kv switchgear was designed and installed.<sup>14</sup> The Switch Room handled power generated remotely from the site. The Power House had ceased operating for the final time in 1957. The building was later extended to accommodate additional switchgear.<sup>15</sup> It has subsequently been modified on at least two further occasions, including an extension to the south-west in the mid-1980s for its adaptation to office use. These works may also have resulted in the replacement of the original terracotta tiles, and the removal of the switchgear. The most recent works – a fit-out to residential use – were

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12 *Kingston Power House Precinct, Conservation Management Plan Review*, 2001, Peter Freeman Pty Lt, p. 56.

13 Peter Freeman Conservation Architects & Planners, *Kingston Power House Precinct Conservation Management Plan Review*, 2001, Appendix B, p. 17,

14 H A Jones, 'Electricity,' Chapter 6 of *Canberra's Engineering Heritage*, Institution of Engineers, Canberra Division, 1990, p. 133.

15 H A Jones, 'Electricity,' Chapter 6 of *Canberra's Engineering Heritage*, Institution of Engineers, Canberra Division, 1990, p. 133.

carried out in 2008. The building is now used as temporary accommodation for visiting glass artists.

The context of the 1948 Switch Room has also changed since 2001, 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.

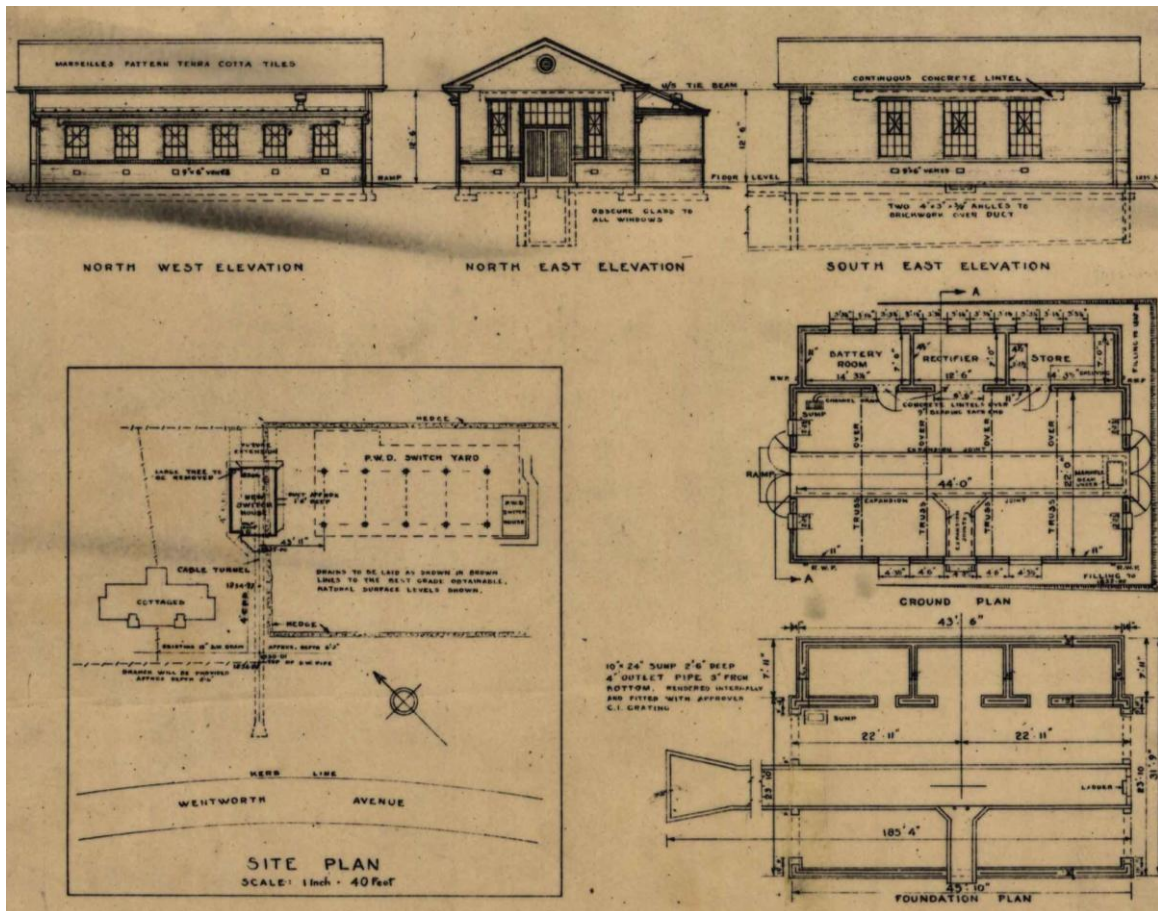


Figure 4 Elevations and plans for the New Switch House at the Electricity Supply Power Station, Kingston, 11 August 1947.  
Source: National Archives of Australia.



Figure 5 South-west elevation: the building was extended to the south-west in the mid-1980s. Most of what is visible on this facade is a recent addition.



Figure 6 South-east elevation: the later addition is indicated.



Figure 7 View looking north from the entrance to the '1948 Switch Room': the entry to the Telopea Park Substation is to the rear.

#### *Comment*

The 1948 Switch Room is an extensively modified building. It was graded C in 2000, and further works have been carried out to it since then. Alterations to the building over time and the changed context, have diminished the significance of the former Switch Room, and reduced its ability to demonstrate the function for which it was designed.

The building makes a limited contribution to an understanding of the activities and processes that occurred at the former Power House site during its period of operation.

Critically, the building does not have a direct connection with the final phase of the reactivation of the Power House (the reason for which it is identified as an element intrinsic to the significance of the precinct), other than as related to the fact that both buildings at different points in time were incorporated into the large electricity grid.

#### **How could the loss of the '1948 Switch Room' be mitigated?**

Prior to demolition the '1948 Switch Room' would be recorded and documented by means of archival standard photography and measured architectural drawings.

An interpretation panel, describing the history and cultural heritage values of the '1948 Switch Room' and its contribution to an understanding of the last operating phase of the Power House, would be installed at the Power House precinct. Possible locations for the panel are close to the entry to the Telopea Park Substation, or at the base of the 1948 chimney stack – the two elements sharing an historic association.

In preference, the interpretation of the '1948 Switch Room' would be delivered as part of a broader interpretation strategy for Canberra's historic industrial and government services precinct.

It would be desirable for the entry to the ACT Heritage Register (and the Conservation Management Plan) for the Kingston Powerhouse Historic Precinct to be updated, to reflect the changed conditions of the place, including demolition of the Switch Room, the significantly changed context/setting for the precinct and the effective blocking of views of the Power House from the north by lakefront residential development.



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.

# Kingston Foreshore Structured Car Park Location Options Assessment

## *1. Introduction*

The Land Development Agency (LDA) proposes the demolition of a small building within the Kingston Power House Precinct, referred to as the 1948 Switch Room building, in order to facilitate the development of a public structured car park to support the Kingston Arts Precinct, the Kingston Foreshore waterfront precinct and boat harbour.

This report has been produced to provide additional information on the proposed structured car park in Section 49 Kingston and the process undertaken to identify the proposed site. The report demonstrates the need for the car park, what locations have been considered, the reasons why some of these options are not viable and to highlight the exceptional circumstances that necessitate the demolition of the Switch Room building in the Kingston Power House Precinct.

The information contained in this report references numerous studies undertaken by Community Services Directorate (CSD) and the LDA from 2010 to 2013 that have guided the development of the Kingston Section 49 Master Plan and the Kingston Arts Precinct. This has included seeking advice from service providers in architecture (Cox Architecture), heritage (Lovell Chen), planning (Purdon Associates, Conroy et al), commercial valuers (PriceWaterhouseCoopers, Ray White, MMJ Real Estate), geotechnical assessment (Coffey), traffic and parking consultants (GTA Consultants), environmental (AECOM) and engineering (various). Copies of all supporting documentation can be provided on request.

## *2. Car Park Requirements*

The structured car park in Section 49 Kingston is needed to fulfil prior ACT Government commitments. The car park is fundamental to the delivery of the Kingston Section 49 Master Plan which has been developed in consultation with the community. The car park has also formed a condition for waterfront development approvals granted by the ACT Planning and Land Authority. The car park is needed to support the emerging Kingston Arts Precinct, waterfront precinct and harbour. The critical requirements of the car park are:

- i. A publicly-accessible structured car park of **at least 480 spaces** in a single location.
- ii. Be **located in Section 49 Kingston** in accordance with the Territory Plan and National Capital Plan provisions and all relevant ACT policies.
- iii. The car park needs to be operational prior to the removal of existing temporary surface car parks which is anticipated to occur as early as 2016 when new arts buildings and sites identified in the ACT Indicative Land Release Program are sold for residential and commercial development.
- iv. Suitable for delivery and operation by private industry on behalf of the ACT Government.
- v. A site made available that is suitable for use as the car park and that can be developed within the required timeframes.

### 3. Location Options

A number of sites have been identified through the Kingston Section 49 Master Plan around the many constraints and opportunities in the precinct. The resulting development sites are shown in Figure 1 below.

Kingston Foreshore Structured Car Park – Location Options Assessment

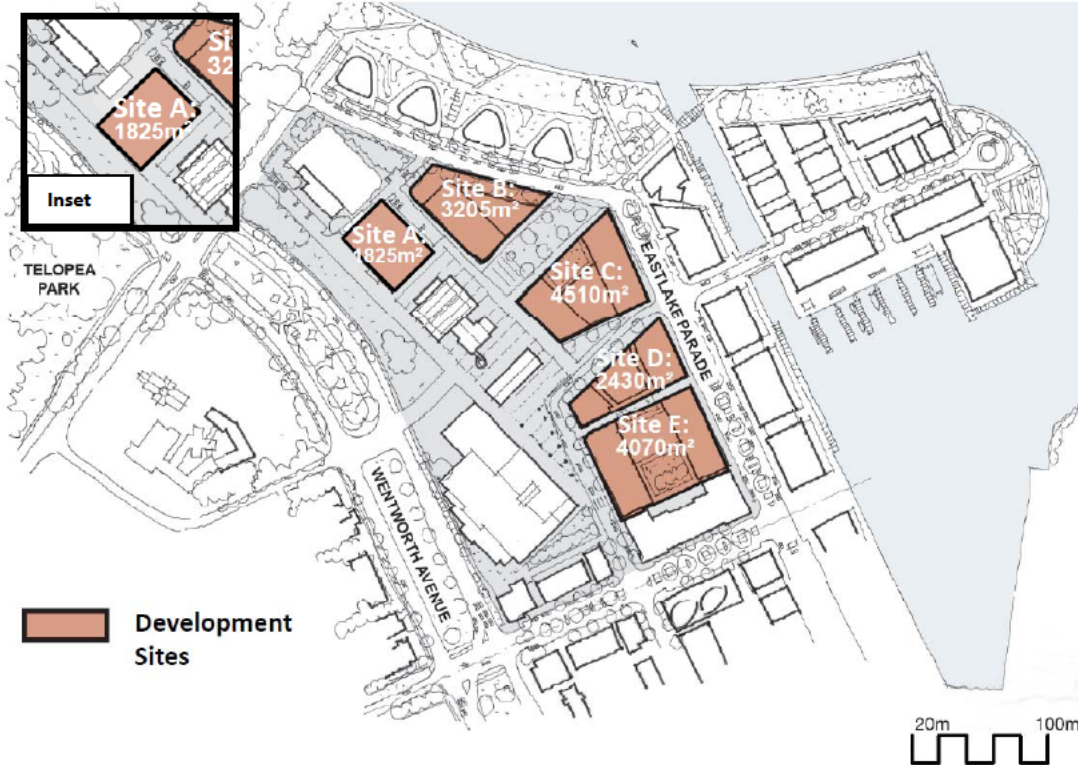


Figure 1: Kingston Section 49 Master Plan development sites showing potential car park location options (inset showing alternate configuration of Site A)

The constraints that define the future development sites are the Telopea Park Substation, Kingston Power House, Fitters' Workshop, Former Transport Depot, high voltage electrical easements, underground service infrastructure, remnant historic tree plantings, significant trees, the Aspire and Gateway mixed use developments, primary view lines to the lake and Bowen Park, public open space parkland, geotechnical conditions, ground water, pedestrian access and vehicular connectivity. The resulting development sites and their respective areas are:

- Site A = 1825m<sup>2</sup> (referred to as 'Site A.1' herein)
- Site A = 1825m<sup>2</sup> (Alternate configuration see inset above, referred to as 'Site A.2' herein)
- Site B = 3205m<sup>2</sup>
- Site C = 4510m<sup>2</sup>
- Site D = 2430m<sup>2</sup>
- Site E = 4070m<sup>2</sup>

#### 4. Assessment Criteria

The criteria that have been used to assess the proposed site for the structured car park development are outlined in the table below.

Site assessment criteria and key performance indicators	Explanation
1. Capacity for at least 480 car spaces	Critical requirement to achieve Government and agency commitments.
2. Can be delivered in a single location	Locating the public car park in one location is a requirement for future management arrangements and for the legibility of the facility for users.
3. A peripheral location in close proximity to key transport corridor	Needs to be highly visible from Wentworth Avenue an arterial road for legibility and convenience for visitors, tourists and users. This will minimise traffic volumes and optimise pedestrian movements in precinct, which will in turn improve safety and amenity.
4. Required basements are feasible with water table	A four (4) storey height limit applies under the Territory Plan for Kingston Foreshore, meaning that basement car parking is generally required to achieve the required capacity without dominating the above-ground developable area with car parking. Kingston Foreshore's close proximity to Lake Burley Griffin, geotechnical conditions and high ground water table mean that typically only one (1) basement level is feasible, and that passive or active measures are needed to address water ingress. Such measures add cost and complexity, and can also affect adjacent development foundations if not appropriately designed. Sites with an elevated natural ground level of RL560m are more likely to achieve two (2) or more basement levels. Depending on the site, 2 basement levels are required to deliver the capacity of 480 spaces.
5. A site that is unencumbered by environmental contamination or remediation issues	As a former industrial site, Kingston Foreshore has a number of sites that require remediation prior to being found suitable for use. Environmental investigations have identified a range of contaminants including hydrocarbons, heavy metals and asbestos containing material that will need to be remediated prior to development and use. Remediation is likely to add cost, time and uncertainty through environmental approvals processes. To ensure the car park

Site assessment criteria and key performance indicators	Explanation
	can be developed in the first stage of the development and within the defined timeframes and budget, the site selected for the car park needs to be free of known contamination.
6. Key heritage and landscape values are retained	The development should not significantly impact the heritage values of the area for future enjoyment by the community through visual impact on key views or loss of key buildings.
7. Capable of operating on a commercial basis	The intention of the ACT Government is that the car park will be economically viable and attractive to privately owned car park operators to operate and maintain. Industry consultation has revealed that splitting the public car parks across multiple sites OR sharing the ownership under unit titling arrangements would be less attractive to car park operators.
8. Site access, area and geometry must be suitable for use as an efficient multi-storey car park	The site must be suitable for efficient layout and circulation of car park bays, circulation lanes, ramps and stacking. It must allow physical separation of entry and exit points for vehicle queuing.
9. Compatible with adjacent land uses	Residents may raise objections to a structured car park being developed in close proximity to established residential areas where increased vehicle movements at ground and upper levels may generate increased noise, traffic movements, disturbance from headlights at night.
10. Consistent with Territory Plan without variations or amendments	Project funding and planning approval must be delivered in accordance with expected timeframes to provide certainty on traffic impacts and industry partnerships for delivery.
11. Temporary traffic arrangements can be maintained throughout construction stages	Parking must be maintained during construction staging without adversely impacting key stakeholders and to the approval of TAMS
12. Consistent with Kingston Section 49 Master Plan and community consultation outcomes	It is important that the site is not inconsistent with the proposals that the community have been consulted on and had input on including the key planning principles.

## 5. Assessment (matrix)

Each site option is assessed against the criteria for the structured car park development in the table below. For each of the criteria, a tick is shown for sites that have been assessed as meeting the criteria and a cross is given for those that do not (see *Figure 1 on Page 2 for plan of sites*).

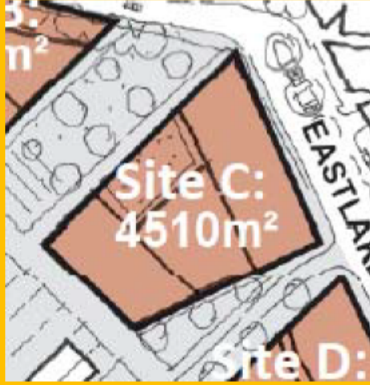
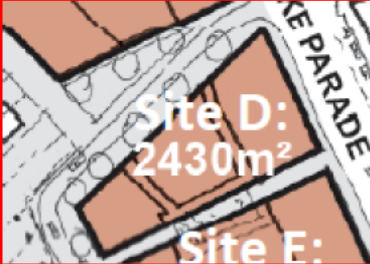

Site assessment criteria and key performance indicators	A.1	A.2	B	C	D	E
1. Capacity for at least 480 car spaces	✓	✓	✓	✓	✗	✓
2. Can be delivered in a single location	✓	✓	✓	✓	✗	✓
3. A peripheral location in close proximity to key transport corridor	✓	✓	✗	✗	✗	✗
4. Required basements are feasible with water table	✓	✓	✗	✗	✗	✗
5. A site that is unencumbered by environmental contamination or remediation issues	✓	✓	✓	✓	✗	✗
6. Key heritage and landscape values are retained	✗	✗	✓	✓	✓	✓
7. Capable of operating on a commercial basis	✓	✓	✓	✓	✓	✓
8. Site access, area and geometry must be suitable for use as an efficient multi-storey car park	✓	✓	✓	✓	✗	✓
9. Compatible with adjacent land uses	✓	✓	✗	✗	✗	✗
10. Consistent with Territory Plan without variations or amendments	✓	✓	✗	✓	✗	✓
11. Temporary traffic arrangements can be maintained throughout construction stages	✓	✓	✗	✗	✗	✓
12. Consistent with Kingston Section 49 Master Plan and community consultation outcomes	✓	✓	✗	✗	✗	✗

## 6. Assessment Findings

### 6.1 Assessment Matrix

The assessment of each site for developing a structured car park in Section 49 Kingston has produced the following outcomes.

Site	Assessment Findings
	<p><b>Site A.1: Suitable pending Development Approval</b></p> <p>Meets criteria except requires demolition of existing Switch Room building. <i>See additional analysis in Section 6.2 for comparison between Site A.1 and A.2.</i></p>
	<p><b>Site A.2 (Alternate geometry): Suitable pending Development Approval</b></p> <p>Meets criteria however would reduce the visibility of the Power House building from the north-west and views to/from Bowen Park. Development likely to impact former rail siding. <i>See additional analysis in Section 6.2 for comparison between Site A.1 and A.2.</i></p>
	<p><b>Site B: Not prudent as would require a Territory Plan variation or amendment, resident consultation and Development Approval</b></p> <p>Reduced basement capacity and geometry of site are not suited to the car park development. Close proximity to Waterfront residential development, likely to require additional measures to reduce impact on residents. May require Territory Plan variation or amendment to increase number of storeys for development to achieve capacity, which is likely to increase height of building against Power House. Unable to develop 2 basement levels, increased traffic in precinct, not a peripheral location on transport corridor, reduced safety and amenity.</p>

	<p><b>Site C: Not prudent as would remove surface car parking, frustrate provision of arts facilities</b></p> <p>Site has been identified for new buildings associated with the Kingston Arts Precinct development. Development of car park on this site is likely to impact Government delivery of new arts facilities that will benefit community. Unable to develop 2 basement levels, increased traffic in precinct, not a peripheral location on transport corridor, reduced safety and amenity.</p>
	<p><b>Site D: Not feasible</b></p> <p>Geometry of site unsuitable for car park floor plates and circulation ramps. Does not accommodate required capacity on site without expansion of site area and/or building height, inconsistent with master plan and Territory Plan. Unable to develop 2 basement levels, increased traffic in precinct, not a peripheral location on transport corridor, reduced safety and amenity.</p>
	<p><b>Site E: Not feasible</b></p> <p>Too close in proximity to Aspire development with high impact likely on building residents and objections. Unable to develop 2 basement levels, increased traffic in precinct, not a peripheral location on transport corridor, reduced safety and amenity.</p>
	<p><b>Open Space: Not feasible</b></p> <p>The development of the car park within areas of open space, public roads or parks would be highly likely to have adverse impacts on key vistas and views, quality of public space, safety and amenity and be inconsistent with the master plan for the site.</p>



## 6.2 Comparative Assessment of Site A.1 and A.2

The LDA has undertaken additional assessments of the two alignment options for the structured car park on the site adjacent to the Kingston Power House building.

The proposed orientation of the structured car park in the Kingston Section 49 Master Plan (referred to in this report as 'Site A.1') is aligned with north-eastern and south-western facades of the Kingston Power House building and would require the demolition of the Switch Room building to achieve the minimum required site area. An alternate orientation of the car park on the site has also been explored which may avoid demolition of the Switch Room, referred to as 'Site A.2'.

A preliminary visual impact assessment undertaken by LDA indicates that the development of a car park on Site A.1 would preserve views of a significant portion of the north-western facade of the Kingston Power House when viewed from the Wentworth Avenue approach, and the entire Wentworth Avenue facade. This is shown on the left hand side in *Figure 2* below. The alternate orientation is likely to block most of the view of the north-western facade of the Kingston Power House when viewed from the Wentworth Avenue approach, and a significant portion of the Wentworth Avenue facade. This is shown on the right hand side in *Figure 2* below.

**Site A.1 (proposed)**

**Site A.2 (alternate)**



**Figure 2: Comparative visual impact assessment between proposed alignment of future development in the Kingston Section 49 Master Plan Site A1 (left) and alternate alignment Site A2 (right), when viewed from the Wentworth Avenue approach to the building**

The alternate orientation of the Site A.2 option would generate a number of key issues for the development of the precinct that were resolved in the Kingston Section 49 Master Plan. These are summarised below.

- **Heritage** – blocks views of Powerhouse building, physical impacts on former rail siding to south, however retains the Switch Room building
- **Traffic circulation** – impacts traffic circulation along existing road to south of Powerhouse, would require major modifications to traffic circulation, including internal roads, pathways and car park entries and exits

- **Pedestrian connectivity** – reduced permeability by building protruding into public realm, space between buildings may be too narrow to achieve safe pathway
- **Architectural design** of car park – impact not yet known
- **Internal circulation** – the efficiency of the site for the structured car park operation may be reduced or not be feasible at all, based on the changed layout of the vehicle rows and basement ramps
- **Urban design** – impact on pattern and grain of future development, legibility and access
- **Set-backs** – may not be possible to build future road between Switch Room and car park development (or between car park and Powerhouse), or may be geotechnical issues with basement construction possibly being too close to Switch Room (where it may affect building foundations)
- **Efficient car park design** – the entries, exits, ramps and arrangement of rows and bays would also need to be reconfigured. The feasibility and efficiency of the Structured Car Park basement would potentially be impacted under the Site A.2 alternate alignment. See *Figure 3* below.



**Figure 3: Future car parking locations in Section 49 with basement areas indicated – note the basement of the Structured Car Park would need to extend beyond site area shown in dotted orange outline**

In summary, while Site A.2 (alternate alignment) may be feasible, it is significantly more intrusive on the major views to the Kingston Power House from Wentworth Avenue and the visual curtilage of the building. It is LDA's preference to develop the Structured Car Park in accordance with the Kingston Section 49 Master Plan (referred to as the Site A.1 option).

## ***7. Exceptional Circumstances***

As the urban renewal of the former industrial hub of Kingston Foreshore has progressively been realised, many unique conditions and constraints have emerged. The ACT Government commitment to build a structured car park at Kingston Foreshore to support off-site visitor car parking for the waterfront is not only consistent with the legislative planning framework, it is required to meet current and future transport demands and for the economic sustainability of the broader urban area.

The ACT Government commitment to build an international standard visual arts precinct in Section 49 Kingston is consistent with the initial vision of the design competition award-winning master plan for Kingston Foreshore by Colin Stewart Architects and the community's expectations for the area.

The pre-existing conditions of this site form a unique and exceptional combination in close proximity to Lake Burley Griffin with a high water table, critical underground infrastructure network, environmental contamination, heritage buildings and trees, in a high-density mixed-use residential commercial area with tourism, arts, recreation and employment attractions that require a high level of transport service.

The alternative options for locating the car park spaces have been explored and have been demonstrated to be either technically unfeasible; have a high degree of impact on adjacent residential land use; impact the Territory's ability to deliver a high-quality community arts precinct; or ultimately have the potential to even prevent the entire master-planned precinct from being developed.

The response to the heritage value of the Kingston Arts Precinct is to provide for its adaptive reuse as a visual arts and commercial development. This ensures the continuing active use, maintenance and interpretation of the heritage features. It is however dependent on establishing a commercial environment for the precinct and this in turn is dependent on providing adequate car parking, establishing site specific exceptional circumstances.

## ***8. Conclusion and Recommendation***

The LDA in conjunction with CSD and key stakeholders has comprehensively examined the options for locating the structured car park through a rigorous process spanning 2010 to 2014. The LDA has found that although there are a range of options for the location and design of public car park, the only prudent and feasible alternative is to develop a structured car park between the Kingston Powerhouse and Telopea Park Substation (referred to in this report as Site A), which is likely to impact the Kingston Power House Precinct. Within this site, the orientation of the car park is proposed to be developed in accordance with the Kingston Section 49 Master Plan (referred to as the Site A.1 option), where it will require the demolition of the Switch Room building.

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**DEVELOPMENT ISSUES AND ADVICE**

**DEVELOPMENT APPLICATIONS (HISTORICAL HERITAGE PLACES)**

**6.9**

Prepared By: Pamela Hubert

**PURPOSE**

To provide a summary of Council advice on development proposals made since the last Council meeting.

**ISSUES**

	<b>Number</b>	<b>Objections*</b>	<b>No objections subject to conditions</b>	<b>No objections</b>	<b>More info needed*</b>
Development Applications	30	7	5	18	2
NCA Works applications	3	0	1	2	0
Minor works	17	0	0	17	0

\*Proposals with objections include those which are assessed as not in accordance with the relevant heritage guideline. Two development applications have both objections and more information needed.

A Summary of DAs and advice on minor works with no objections, with no objections subject to conditions or with objections is outlined in Attachment 6.9a.

**RECOMMENDATION**

**That Council:**

\* Note the agenda paper.

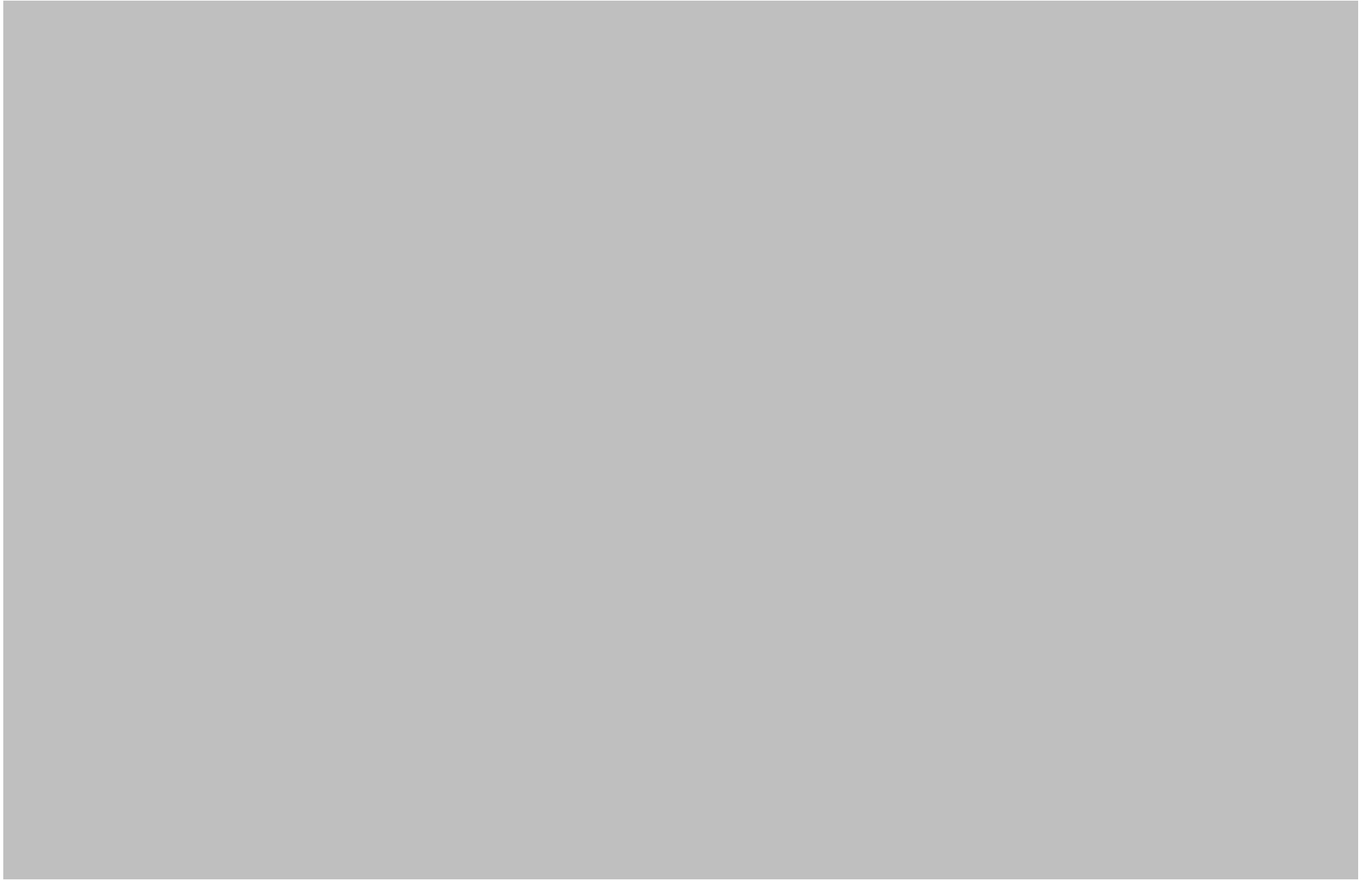
**Attachment 6.9a**

**Development Application Advice 2 May 2014 to 3 July 2014**

Development Applications (ACT Planning and Land Authority)





































Date Sent	Topic	Action
		<p>The Heritage Council does not object to the proposed new conduit subject to the following condition:</p> <ol style="list-style-type: none"> <li>1. New ducts in the vicinity of street trees within Odgers Lane must be created using boring to ensure minimal damage to the roots of street trees.</li> </ol>
26 May 2014	City 4, 22, 23, 24 & 28-48 (Sydney Building) Replacement of soffit linings	<p>No objection subject to conditions</p> <p>The proposal includes the removal and replacement of the existing fibre cement soffit and trimmings to match existing, following fire damage and replacement of existing light fittings to match existing. The existing soffit linings contain asbestos. The proposed works are unlikely to detrimentally impact upon the heritage values of the place. The Heritage Council (the Council) has no objections to the proposed works subject to the following conditions:</p> <ol style="list-style-type: none"> <li>1. The proposed new battens and trimmings to the soffit lining match the size, profile and location of the existing battens and trimmings; and</li> <li>2. Dulux "Foundation" should be used as the replacement paint colour unless it can be demonstrated that a colour match to the alterations on the Melbourne building provide a closer match to the existing paint colour.</li> </ol>
27 May 2014	Campbell and Reid NBN Broadband	<p>No objection subject to conditions.</p> <p>The proposal includes the laying of underground cabling via horizontal directional drilling (HDD) and the installation of three maintenance pits on the road verges of Booroondara Street, Reid, HDD and installation of one maintenance pit on the road verge of Dirrawan Gardens Reid and the installation of one above ground Fibre Distribution Hub (FDH) on Coranderrk Street, Reid.</p> <p>The proposal also includes boring and the installation of maintenance pits along</p>



Date Sent	Topic	Action
		<p>the road verge of Ryrie Street, Campbell (adjacent to 16 Ryrie Crescent); trenching on the road verge of Edmonson Street, Campbell, (adjacent to the Campbell Housing Apartments); and boring and installation of new maintenance pits on the road verge of Vasey Crescent Campbell (adjacent to 42, 44 &amp; 46 Vasey Crescent).</p> <p>The Heritage Council (the Council) does not object to the proposed works subject to the following conditions:</p> <ul style="list-style-type: none"> <li>• New cabling in the vicinity of street trees must be installed using boring to ensure minimal damage to the roots of street trees.</li> <li>• The installation of new cabling and new pits is not to disturb existing street furniture, including hydrants, street signs, light posts etc.</li> </ul>
3-Jun-2014	City 30-48 (Sydney Building) Infill wall penetration	<p>No objection.</p> <p>The application proposes to infill a wall penetration between two tenancies to achieve fire separation.</p>
3-Jun-2014	City 21-48 (Sydney Building) Roof repairs	<p>No objection subject to conditions</p> <p>The proposal is to replace the existing asbestos cement sheeting with compressed cement sheeting. This will allow the safe replacement of electrical fixtures and fittings following recent fire damage to the building. Additionally, it is proposed to replace existing fire damaged roof trusses with new trusses and to replace missing roof tiles with new roof tiles.</p> <p>The Heritage Council has no objection to the works subject to the following conditions:</p> <ol style="list-style-type: none"> <li>1. All existing battens and trimmings are to be replaced with new battens and trimmings that match the size, profile and location of the existing battens and trimmings.</li> </ol>

Date Sent	Topic	Action
		2. All new roof tiles are to match the colour, size and profile of the original roof tiles.
12 June 2014	City 30-48 (Sydney building) Roof repairs	No objection  The proposed works are to repair the roof following a fire that caused extensive damage to the roof structure. The Heritage Council provided advice on the roof works on 21 May 2014. The proponent has advised that additional works need to be undertaken on the opposite side of the tenancy.
12 June 2014	Reid 11-38 (3 Elimatta Street) Replacement of windows with double glazed windows	No objection  It is proposed to replace the existing windows to the dwelling with double glazed windows generally matching the style and setout of the original windows.
24 June 2014	Yarralumla 7-40 (Yarralumla Croquet Club) New parking ticket machine	No objection  The proposal includes a ticket machine in the existing parking area at Yarralumla Croquet Club consistent with the introduction of paid parking around the Hyatt Hotel Canberra, Albert Hall and the Canberra Croquet Club.
24 June 2014	Harrison 4-12 (Well Station) - Asbestos Removal	No objection  The application proposes removal of sheet asbestos from the former shearers' quarters/stables at Well Station in accordance with the <i>Asbestos Removal Control Plan – Harrison School, Wells Station. Harrison ACT (29 May 2014)</i> by Bellchambers Asbestos Removal. The asbestos cement sheeting is not considered to be significant fabric (original or early in relation to the shearers' quarters/stables) and may be removed in accordance with policy 4 of the approved Conservation Management Plan for Well Station by Godden Mackay Logan (Feb 2012)



Date Sent	Topic	Action
26-Jun-2014	Braddon 1-31 (Ainslie Arts Centre) Capital works upgrades	<p>No objection</p> <p>The proposed works include alterations and additions to the existing building. The works include reversing some earlier unsympathetic works to the building as well as upgrading to allow continued use of the building for Ainslie Arts Centre. The Heritage Council concurs with the Statement of Heritage Effects of 17 June 2014 by Philip Leeson Architects and has no objection to the proposed works.</p>
27-Jun-2014	Kingston 13-49 (Fitters' Workshop) DA201425656 - Upgrades for reuse	<p>No objection</p> <p>The proposed works include fixing existing doors in an open position, installing new glass doors and toplights, installing exit and emergency signs and installing permanent GPOs. The Heritage Impact Statement included in the application provides a good assessment of the heritage impacts of the proposed works. The Heritage Council has no objection to the proposed works.</p>
30-Jun-2014	Braddon 1-53 (Gorman House) Capital works upgrades	<p>No objection</p> <p>The proposed works include alterations and additions to the existing building and works to the landscaping on the north side of the building and in the northern courtyards. The works will allow continued use of the building as an arts centre and are aimed to improve way finding, amenity and circulation. The Heritage Council concurs with the Statement of Heritage Effects of 17 June 2014 by Philip Leeson Architects and has no objection to the proposed works.</p>

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**DEVELOPMENT ISSUES AND ADVICE**

**TREE REMOVAL ADVICE**

**6.10**

Prepared By: Pamela Hubert

**PURPOSE**

To provide a summary of Council advice on Tree Removal made since the last Council meeting.

**ISSUES**

	Number	Objections*	No objections subject to conditions*	No objections	More info needed
Tree Removal Applications	8	1	4	3	

\*Proposals with objections include those which are assessed as not in accordance with the relevant heritage guideline. Proposals with no objections subject to conditions include those lodged with insufficient detail to permit assessment. A Summary of tree removal with no objections, with no objections subject to conditions or with objections is outlined in [Attachment 6.10a](#).

**RECOMMENDATION**

**That Council:**

\* Note the agenda paper.

## Attachment 6.10a

### Tree Removal Advice 2 May 2014 to 3 July 2014

#### Tree Removal Applications

Date Sent	Topic	Advice (summary)
13 May 2014	16,18-2 Hall (12-14 Victoria Street) Removal of two <i>Eucalyptus blakelyi</i>	<p>No objection subject to conditions.</p> <p>Both trees are located at the centre front of the blocks facing Victoria Street. The Tree Assessment Report notes that Tree 1 is a mature specimen of remnant planting in fair condition. The tree is undermined on the south side due to the removal of an old retaining wall, however the tree is stable as the retaining wall was in place for a long time and the tree has grown to the conditions.</p> <p>The Tree Assessment Report notes that Tree 2 is also a remnant planting however has trunk damage and fungal infestation. Removal of Tree 2 is recommended due to fungal infestation.</p> <p>The trees are the only plantings on the blocks. Removal of both trees will impact upon the landscape character of the Precinct. As such, and in light of the evidence provided with the application, the Heritage Council (the Council) advises that removal of Tree 2 only is supported. A replacement tree of advanced stock, of the same species, or a species common or sympathetic to the Precinct, shall be introduced at an approved location within the blocks.</p>
21 May 2014	Red Hill 1-1 (15 Mugga Way)	<p>No objection subject to replacement tree</p> <p>Due to its proximity to the existing dwelling, the tree has been heavily pruned in the past. If retained, it will continue to need regular pruning limiting its potential to reach its normal form.</p> <p>The ACT Heritage Council advises that the removal of the tree will impact on the landscape significance of the Red Hill Housing Precinct unless a replacement tree is planted. The Heritage Council has no objections to the removal provided that one replacement tree of a suitable species is planted in a suitable location on the block.</p>

Date Sent	Topic	Advice (summary)
23 May 2014	5-10 Ainslie (72 Limestone Avenue)	<p>Not supported</p> <p>The lessee claims that the tree is lifting the pavers on the driveway and damaging the chimney of the house, however there is no evidence to support this claim. The Tree Assessment Report (TAR) states that the tree is a mature and stable specimen in good health. The TAR also states that the tree could be tip pruned away from the chimney and the v crotch branch overhanging the driveway removed. Further, the pavers on the driveway could be re-laid and any roots identified close to the house removed at that time.</p> <p>The existing block is heavily landscaped and the tree contributes significantly to the streetscape setting. Management of the tree as suggested above is preferred to removal. As such, the Council does not support the removal of the tree.</p>
23 May 2014	17-10 Ainslie (15 Higgins Crescent)	<p>Removal of one tree only supported</p> <p>Your Tree Assessment Report (TAR) states that Tree A (<i>Eucalyptus sideroxylon</i>) is a mature, stable tree in good health. There are scars from where previous limbs have fallen and a branch overhanging neighbouring 13 Higgins Crescent is likely to tear off onto the roof potentially causing substantial damage. On this basis, the Council will not object to the removal of the tree.</p> <p>Tree B (<i>Eucalyptus mannifera</i>) is considered be a mature tree in good health and there is no evidence to support claims by the lessee that the tree is causing drainage blockages on a regular basis.</p> <p>Both trees are visible from the streetscape of Higgins Crescent and contribute to the overall landscape character of the Precinct. Removal of Tree A only is supported by the Council and additional replacement specimen is not required due to the amount of existing planting on the block.</p>

Date Sent	Topic	Advice (summary)
26 May 2014	Urban Treescapes - Street Tree replacement Additional information	<p>No objection.</p> <p>Your information advises that the tree outside 5 Tennyson Crescent, Forrest will now be replaced and that trees in Deamer Crescent Parkland will be replaced by <i>Pinus caneriusus</i>. The Heritage Council reiterates its suggestion that a tree management plan be prepared to plan for the long term replacement of trees in the Deamer Crescent Parkland that are in decline.</p> <p>You have also provided additional information to establish that there is insufficient space to replace the tree outside 6 Baudin Street, Forrest. The Heritage Council has no further objection to the removal of this tree.</p> <p>The Heritage Council believes that the trees in Weston Park, Yarralumla are part of the formal landscaping of Weston Park, and relate to the planting of Westbourne Woods. While the Heritage Council notes that the trees appear to be dead or in decline and will not object to the removal of the trees, it reiterates its previous suggestion that there should be a tree management plan for the trees in Weston Park to plan for the replacement of trees that are in decline.</p>
26 May 2014	Dickson 41-6 (Northbourne Housing Precinct)	<p>No objection</p> <p>According to your Tree Assessment Report of 15 May 2014, the <i>Fraxinus pennsylvanica</i> is in good condition but is too close to the existing four storey flat building.</p> <p>At this time, the heritage significance of the Northbourne Housing Precinct has not been determined by the Heritage Council (the Council). However, what significance the place may have would be associated with the buildings and overall planning rather than with an individual tree. In consideration of this, the Council advises that the removal of the <i>Fraxinus pennsylvanica</i> is unlikely to impact on any landscape significance the Northbourne Housing Precinct may have and has no objections to its removal.</p>

Date Sent	Topic	Advice (summary)
27 May 2014	Yarralumla 1-40 (Hotel Canberra)	<p>No objection</p> <p>The proposal includes the removal of three trees including a dead Atlas cedar and a Prunus and Spruce which pose a safety risk. The proposal includes replacement trees which are to be of the same species. The proposed removal and replacement of the trees is unlikely to detrimentally impact upon the heritage values of the place and is supported by the Council.</p> <p>The <i>Hyatt Conservation Management Plan, Eric Martin &amp; Associates 2012</i> states that a Landscape Conservation Management Plan should be prepared to complement the Conservation Management Plan (CMP) and guide the replacement of senescing plantings. As such, the Council supports the preparation of such a document to guide further landscape works.</p>
12 June 2014	Braddon 1-31 (Ainslie Arts Centre)	<p>No objection subject to conditions</p> <p>Tree 1 - <i>Populus nigra</i> Some dieback, pest species Allow removal if replaced with a species of similar colour and form such as <i>Quercus robur</i> (fastigata)</p> <p>Tree 2 – <i>Cupressus sempervirens</i> Good condition Retain</p> <p>Tree 3 – <i>Fraxinus oxycarpa</i> Struggling due to surrounding carpark but still reasonable. No potential for a replacement tree in a better location. Retain</p> <p>Tree 3a – <i>Acer negundo</i> Struggling due to surrounding carpark Allow removal if replaced immediately to the west with alternative species such as <i>Quercus robur</i></p>

Date Sent	Topic	Advice (summary)
		<p>(fastigata)</p> <p>Tree 4 – <i>Populus deltoids</i> Some dieback Allow removal if replaced with a species of similar colour and form such as <i>Quercus robur</i> (fastigata)</p> <p>Tree 5 – <i>Ulmus glabra</i> Has wlm grub and root girdling Allow removal if replaced with alternative species such as <i>Quercus robur</i></p> <p>Tree 6 – <i>Calocedrus decurrens</i> Some dead timber Remove dead timber only</p> <p>Tree 7 – <i>Populus nigra</i> Some dieback, pest species Allow removal if replaced immediately to the west with alternative species such as <i>Quercus robur</i> (fastigata)</p> <p>Additionally, we suggest replacing the more recent plantnig of <i>Pupulus</i> to the east of tree 7 with <i>Cupressus sempervirens</i> selected to match tree 2 on the opposite side of the building.</p>

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**DEVELOPMENT ISSUES AND ADVICE**

**COMPLIANCE ISSUES**

**6.11**

Prepared By: Pamela Hubert

**PURPOSE**

To update the Council on compliance issues being dealt with by ACT Heritage.

**ISSUES**

A summary of compliance issues being dealt with by ACT Heritage is at Attachment 6.11a.

**RECOMMENDATION**

**That Council:**

\* Note the agenda paper.



**Attachment 6.11a**

**Summary of Current Compliance Matters to 3 July 2014**

Matter	Date reported to ACT Heritage	Complaint	Action
Disappearance of scarred tree #237, Crace	7 February 2013	That scarred tree #237 was felled not in accordance with the approved CMP for the Crace Scarred Trees.	Resolution of this matter is being discussed with CIC Crace.
Forrest 8-35 (2 Fitzroy Street)	11 July 2013	Construction of a black colorbond metal fence on the Manuka Circle boundary	Referred to the Investigations Unit of the then Environment and Sustainable Development Directorate (ESDD) as the works should have been subject to development approval. The referral noted that the fence does not comply with the Heritage Guidelines for the Forrest Fire Station Precinct.
Kingston 23&24-15	6 August 2013	Construction of a timber paling fence forward of the front building line.	Community Services Directorate is looking into the possible removal of the fence.
Hall 13-8 (22 Gibbes Street)	5 Sep 2013	Construction of concrete verge crossing	Based on previous advice given by the DA Taskforce of the Council not objecting to concrete verge crossings elsewhere in the Hall Village Precinct, no further action will be taken in relation to this matter.
Ainslie 19-29 (42 Cowper Street)	27 May 2014	Construction of wire mesh fence on front boundary	ACT Heritage wrote to the owner on 3 June 2014 requesting removal of the fence or further action would be considered.
City 32-48 (Sydney Building – Mooseheads)	13 June 2014	LED lighting on facade	ACT Heritage officers inspected the building and did not observe the LED lighting. ACT Heritage did observe temporary banners and will request removal of banner signs if the temporary banners are replaced with other banners.

Matter	Date reported to ACT Heritage	Complaint	Action
Forrest 2-19 Free Serbian Orthodox Church	3 June 2014	Installation of chandeliers that may impact on the murals inside the church.	The building owner has been asked to provide written reports from a conservator and a structural engineer establishing that the light levels of the chandeliers will not impact on the murals and that the ceiling structure will support the weight of the chandeliers.
Hume 9-30 Couranga	11 June 2014	Vandalism at Couranga	Building was inspected by an ACT Heritage Officer and the extent vandalism recorded. A separate report for Council is at item 6.4 of this agenda.

Date Sent	Topic	Advice
29 July 2014	Red Hill 12 - 2 ( 2 Wickham Crescent) DA 201425942 – alterations and additions	No objections The proposed development includes the addition of a gallery room to the rear of the existing dwelling. The proposed work is unlikely to detrimentally impact upon the heritage significance of the place.
30 July 2014	Griffith 4-8 (28 Durville Crescent) DA 201425967 – alterations and additions	<p>No objections</p> <p>The proposal includes an addition to the rear of the existing dwelling and driveway/pedestrian pillars to the front property boundary.</p> <p>Requirement 2.6c of the Heritage Guidelines for the Blandfordia 5 Housing Precinct states: <i>‘Pedestrian gates or driveway pillars forward of the building line should only be permitted where they are integrated with hedge planting and are less than 1200mm in height above natural ground level’</i></p> <p>A detailed Landscape Plan and details of the proposed finish of the driveway/pedestrian pillars has not been provided with this application. A rendered and painted finish to match the existing dwelling would be preferred by the ACT Heritage Council (the Council), integrated with the existing low level <i>Nandina sp</i> hedge planting the front property boundary.</p> <p>The proposed development is unlikely to detrimentally impact upon the heritage values of the place subject to the provision of the following additional information:</p> <ul style="list-style-type: none"> <li>• Details of the finish of the proposed driveway/pedestrian pillars to match the existing dwelling.</li> </ul>
31 July 2014	Kingston 13-49 (1948 switch room) DA201425930 - demolition of 1948 switch room	<p>Additional information needed</p> <p>To mitigate the detrimental heritage impacts of the proposed demolition, the Council requests that the applicant provides:</p> <ol style="list-style-type: none"> <li>1. An archival recording of the 1948 switch room. Details of the content of the archival recording should be discussed with ACT Heritage. The archival recording is to be approved by ACT Heritage prior to approval of this development application;</li> <li>2. An interpretation plan for the Kingston Powerhouse Heritage Precinct that includes interpretation of the 1948 switch room; and</li> <li>3. A letter to the Council confirming that demolition of the 1948 sub station will not begin until the Council has endorsed the design of the proposed new car park building on the site.</li> </ol>

Date Sent	Topic	Advice
		Because the planning and land authority has advised that the above requirements cannot be included as conditions of a development approval, the Council requests that the above additional information be submitted to the satisfaction of the Council prior to approval of this application.
31 July 2014	Kingston 59-50 (Kingston foreshore) DA 201425941 - new commercial and residential units adjacent Jerrabomberra wetlands	No objection The proposed development of new commercial and residential units is in the vicinity of a registered heritage place, Jerrabomberra Wetlands. The proposal should not have any detrimental heritage impacts on the significance of Jerrabomberra Wetlands.
5-Aug-2014	Barton 1-13 (Barton Conference Centre) DA 201425997 Lease variation	No objection This block is nominated to the ACT Heritage Register as the location of the former Barton Conference Centre. The former Barton Conference Centre is the building on the eastern side of the site.  The Council understands that this application is for a lease variation to add a communications facility to the existing uses of the place. The communications facility would be located on the roof of the main building on the western side of the site. There should be no heritage issues with the proposed additional uses.  The Council notes that the Phase 1 Environmental Site Assessment included in the application discusses potential contamination issues relating to the location of a child care centre on this block and that this does not appear to have any relevance to the current application. The Council would be pleased to provide advice on a separate application for a child care centre.
7 Aug 2014	Tharwa 2-12 (Outward Bound) DA 201425956	No objection Outward Bound is located within the Tharwa Village Precinct which is nominated to the ACT Heritage Register. The proposed works which includes the enclosure of the link between the existing Administration and Operations Building is unlikely to detrimentally impact upon the heritage values of the place.
7 Aug 2014	Griffith 27-13 (11 Grant Crescent) DA201425190 S141 C – alterations and additions	Additional information required  The ACT Heritage Council (the Council) notes the revised report from Sellick Consultant however, does not consider the report adequately addresses concerns raised in its previous advice of 14 July 2014. This advice stated:

Date Sent	Topic	Advice
		<p><i>Noting that the driveway ramp and basement are likely to result in underpinning of the eastern side of the original dwelling during demolition and construction, the Council is concerned about the potential for structural cracking in the future due to differential settlement of the footings of the original dwelling. This potential for differential settlement is increased by the reactive nature of Canberra clay soils. The Council seeks further certification from a structural engineer that the proposed demolition and construction of the basement will not compromise the structural integrity of the dwelling as a whole both during construction and in the future.</i></p> <p>The report from Sellick Consultants dated 28 July 2014 does not address the structural integrity of the dwelling in the future given the potential for differential settlement of footings that have been underpinned and in relation to footings that have not been underpinned.</p> <p>As such, the Council seeks certification from the structural engineer that the proposed demolition and construction works will not compromise the structural integrity of the dwelling as a whole during construction and in the future.</p>
14 Augu 2014	O'Connor 12-59 (4 Finn Street) DA 201324640 S144H – alterations and additions	<p>No objections</p> <p>The proposed amendment includes a new layout to the rear of the existing dwelling and a new detached single carport to the side of the dwelling. The proposed works are unlikely to detrimentally impact upon the heritage values of the place.</p>
14 Aug 2014	Ainslie 8-33 (75 Ebdon Street) DA201425622 S141A – alterations and additions	<p>No objections subject to conditions</p> <p>The proposal includes the deletion of the proposed saw cuts to the proposed coloured concrete driveway and increasing the oxide colouring to the driveway to 5%.</p> <p>The ACT Heritage Council (the Council) has not objected to coloured concrete driveways in the past however remains concerned by the often chalky and patchy appearance of such driveways. To this end the Council will not object to the use of the 5% black oxide colouring to the subject to:</p> <ul style="list-style-type: none"> <li>• The oxide being mixed with the concrete to achieve a consistent depth of colour rather than seeded onto the poured slab.</li> </ul>
14 Aug 2014	Reid 6-24 (10 Dirrawan gardens) DA 201120746 S197C – alterations and additions	Additional information required.

Date Sent	Topic	Advice
		<p>The proposal is for amendments to a previous application and includes revisions to wall, door and window details; a new deck, revised courtyard; new kitchen layout; garage revised to a double and roof revised.</p> <p>The previously approved plans for this development indicated a site coverage of 27.5% including the existing single garage. The current proposal indicates a site coverage of 27.2% including the proposed double garage, however further calculations by ACT Heritage staff indicate a site coverage greater than 27.5%, not including the timber deck which the current drawings indicate is not roofed. Clarification of the site coverage is sought by the ACT Heritage Council (the Council).</p> <p>The Landscape Plan provided with this application indicates the existing single garage only and a previous layout for the rear addition to the dwelling. It is unclear whether 40% of the total area of the block has been retained for soft planting as per mandatory requirement 2.1e of the Heritage Guidelines for the Reid Housing Precinct (The Heritage Guidelines).</p> <p>The Council seeks details of the proposed new concrete driveway noting that bare concrete is inconsistent with mandatory requirement 2.4d of the Heritage Guidelines. Bitumen, brick and gravel are preferred, consistent with requirement 2.4g of the Heritage Guidelines.</p> <p>The proposed double width garage door is visible from the street and is not consistent with mandatory requirement 3.2b of the Heritage Guidelines which states that garage doors visible to the street shall be of single car width.</p> <p>The following further information is required by the Council:</p> <ul style="list-style-type: none"> <li>• Clarification of site coverage noting that 27.5% is the maximum permissible;</li> <li>• A revised Landscape Plan that provides details of the proposed driveway finish and appearance and indicates the extent of soft landscaping noting that 40% of the total area of the block is the minimum permitted.; and</li> <li>• Revision of the proposed double width garage door to two single doors</li> </ul>
14 Aug 2014	Ainslie 11- 9 (17 Corroboree Park) DA 201425659	<p>No objections</p> <p>The revised elevations indicate the owner's intentions to replace the existing aluminium sliding windows with a style to match what would have been originally installed. The proposed new windows are similar in design to the original double hung sash windows divided by a wide mullion, that were found in Federal Capital Commission (FCC) Type T3 residences. The ACT Heritage Council (the Council) supports the revised</p>

Date Sent	Topic	Advice
		windows and congratulates the owners in their efforts to reinstate original details to their home.

Development Applications (National Capital Authority)

Advice provided under part 10 of the National Capital Plan

Date Sent	Topic	Advice
31 July 2014	Yarralumla 3-123 (Yarralumla Nursery) - WA19336 - additions to Hobday's cottage - arborist report	No objection Previous advice from the Council requested confirmation that the applicant provides an arborist report to confirm the proposed new pavilion would not compromise the health of the existing <i>Quercus robur</i> in the vicinity of the new pavilion. This has now been provided and the Council has no further objection to the proposed work.

### Development Applications (Minor Works)

Advice provided under part 10 of the *Heritage Act 2004* and in relation to Schedule 1, part 1.2, section 1.14 of the *Planning and Development Regulation 2008*.

Date Sent	Topic	Advice
14 July 2014	Griffith 27-13 (11 Grant Crescent) DA 201425190 – alterations and additions	<p>Request further information</p> <p>The Council has considered the report from Sellick Consultants and does not consider this to be adequate to assure the stability of the original dwelling. Noting that the driveway ramp and basement are likely to result in underpinning of the eastern side of the original dwelling during demolition and construction, the Council is concerned about the potential for structural cracking in the future due to differential settlement of the footings of the original dwelling. This potential for differential settlement is increased by the reactive nature of Canberra clay soils. The Council seeks further certification from a structural engineer that the proposed demolition and construction of the basement will not compromise the structural integrity of the dwelling as a whole both during construction and in the future.</p>
17 July 2014	City S48 (Sydney Building) Fire repair works	<p>Request amendment</p> <p><u>Painting</u></p> <p>The proposed painting of the exterior of the subject blocks is to be in accordance with the scheme developed by Pegrum and Associates included at Appendix F of the CMP. It is noted that Pamela Hubert of ACT Heritage has met with Craig Walshaw of Advanced Building to confirm the details of the colour scheme.</p> <p><u>Roof Tiles</u></p> <p>The existing roof tiles on the building are a Cordova roof tile profile. The roof tiles proposed in your documentation have a Roman pan tile profile. Because these tiles have different profiles the Council would like details of how it is proposed to blend the existing Cordova tiles with the new Roman pan tiles. Alternatively, the Council notes that Cordova roof tiles that are a close match to the size and profile of the original tiles on the Sydney Building are available from Gladding McBean in California (<a href="http://www.gladdingmcbbean.com">www.gladdingmcbbean.com</a>).</p>



Date Sent	Topic	Advice
		<p><u>Mechanical Plant</u> New mechanical plant to the roof appears to have been consolidated and located within the roof space where possible.</p> <p><u>Colonnade Lighting</u> Proposed replacement colonnade lighting has been considered with regard to Guidelines at Appendix G of the CMP.</p> <p><u>First Floor Verandahs</u> The Council notes that none of the owners of the subject blocks wish to re-open the currently enclosed first floor verandahs. To minimise the visibility of the glazing enclosing these verandahs, the Council requests that new replacement glazing be single pane glazing without glazing bars or other framing apart from the outside frame and that the glazing be non-tinted glass. If existing glazing with glazing bars is being retained (e.g. Block 22) the Council would requests that the glazing bars be painted black or charcoal to minimise their visibility.</p> <p><u>Shop Fronts to Colonnade</u> The intention to replace the existing shop front to Block 23 (Coo Restaurant/Dance Generation) including highlight windows, doors and windows is noted.</p> <p>The implementation strategy 14.1 for Policy 14 of the CMP states that  “No changes will be made to original shopfronts, or surviving shopfront elements.  Where shopfronts are not original, owners are encouraged to reconstruct shopfronts to match the original shopfronts, or at least to achieve the general style of the original shopfronts.    New or replacement modern-style shopfronts will not be installed.”</p> <p>A review of photos of the building from 1927-1929 (including photos reproduced below) indicates that the majority of shopfronts in the Sydney Building were large glazed shop windows with half-glazed panelled entry doors. An example of this pattern is shown in the photo below. A number of tenancies facing East Row also had splayed and recessed entries similar to that shown in the Statement of Heritage Effects provided with your documentation.</p>

Date Sent	Topic	Advice
		<p>The Council accepts that changes to the configuration of tenancies over time may prevent the reconstruction of splayed and recessed entries to the tenancies. However, the Council requests that the shop windows be large glazed panels without panelled spandrels below and that the design of entry doors is based on the original half-glazed panelled entry doors. This will require an amendment to the shopfronts as proposed which appear to be loosely based on shop fronts that were only found on West Row of the Melbourne Building and at the corner of Alinga Street and Northbourne Avenue in the Melbourne Building.</p>
31 July 2014	Yarralumla 1 - 40 (Hyatt Hotel Canberra) telecommunications infrastructure installation	<p>No objections</p> <p>The proposed installation of the Global Navigation Network System (GNNS) antennae and associated cable run is unlikely to detrimentally impact upon the heritage values of the place.</p>
31 July 2014	City 1-14 (former MLC Building) - upgrade of telecommunications facility	<p>No objection</p> <p>The former MLC Building is nominated to the ACT Heritage Register and its significance has not yet been determined by the Council.</p> <p>The proposed works include replacement of existing telecommunications equipment located on and in the roof plant area. There should not be any new heritage impacts as a result of this work.</p>
4-Aug 2014	Oaks Estate Village Precinct - NBN Broadband installation	<p>No objection</p> <p>The proposed connection of premises to the NBN infrastructure includes some trenching and/or boring to install new lead in conduits. The Council has no objection to the works subject to the following condition:</p> <ol style="list-style-type: none"> <li>1. No trenching is to be undertaken within the root zone of existing trees greater than 6 metres in height.</li> </ol>
7 Aug 2014	Braddon 5-56 (Hotel Ainslie) Minor works advice	<p>No objection</p> <p>Hotel Ainslie (Mercure) is entered to the ACT Heritage Register. The proposed refurbishment works to the existing lounge bar and outdoor beer garden are unlikely to detrimentally impact upon the heritage values of the place.</p>

Date Sent	Topic	Advice
12 Aug 2014	Reid 10-2 (37 Booroondara St) DA201425511 - verge crossing replacement	<p>No objection</p> <p>The Council has considered the proposed coloured exposed aggregate concrete verge crossing as indicated on <i>Driveway Plan, Drawing WD12</i> (DA 201425511) and has inspected driveway and verge crossing finishes elsewhere in Reid.</p> <p>Mandatory Requirement 2.4d of the Register Guideline for the Reid Housing Precinct which states: <i>‘Strong textures including stamped concrete, and bright colours including bare or exposed aggregate concrete shall not be permitted on driveways or verge crossings’</i>. Further, Requirement 2.4i states: <i>‘Verge crossings should have a bitumen surface.....Where required, the replacement of existing bitumen verge crossings with new bitumen is encouraged’</i>. As such, the proposed charcoal coloured exposed aggregate finish is not strictly compliant with either of these requirements.</p> <p>The Council understands the proposed finish is achieved by mixing a charcoal coloured oxide into a concrete mix in conjunction with a similar charcoal coloured aggregate. A representative of ACT Heritage has inspected an existing example of this finish in Reid and has observed that whilst the finish appears more textured due to the aggregate component, the overall appearance is not disparate to existing road surfaces, verge crossings and driveways throughout the Precinct.</p> <p>The Council cannot provide advice contrary to mandatory requirement 2.4d. Bitumen remains the preferred verge crossing finish. However, the Council will not appeal approval of this development application against its advice, subject to the depth of colour in the proposed coloured aggregate concrete verge crossing matching the existing driveway finish at 18 Dirrawan Gardens, Reid.</p>

## Kingston Powerhouse Historic Precinct

### ACT Heritage Council questions to test the prudent and feasible alternatives to demolition of the 1948 substation building.

The following questions are framed around the premise presented that the 1948 substation needs to be demolished to provide space for a new parking station in the Kingston Powerhouse Historic Precinct (the Precinct).

1. What are the requirements for car parking in Section 49 Kingston as a result of the proposed development in the Section 49 Kingston Master Plan (the Master Plan)?

*Comment: The requirements for parking on the site need to be understood in order to establish that a car park of the size proposed is warranted. Evidence might include traffic studies and/or statutory requirements for the provision of parking in relation to the development proposed for Section 49 Kingston.*

2. Are there prudent and feasible opportunities to incorporate parking in other buildings or locations in Section 49?

*Comment: Does the majority of the parking need to be in one or two buildings as proposed by the Master Plan.*

*Are there opportunities to include car parking in other buildings? Would locating parking in other buildings have other implications on the Master Plan or on the significance of other intrinsic features in the Precinct ?*

*Evidence might include studies showing pedestrian vehicular circulation; the impact of car parking on the desired active frontages to new development and the feasibility of basement parking in new development.*

3. Are there prudent and feasible opportunities to adjust the size and/or the location of the car park and retain the 1948 substation?

*Comment: Is it possible for the car park to be located in a slightly different position or with a different footprint so that the 1948 substation can be retained?*

*Would the circulation and capacity of the car park be unreasonably compromised by changing its location and/or its footprint?*

*Evidence might include optimum circulation patterns for the car park and studies showing parking capacity of alternative layouts and footprints.*

4. Are there prudent and feasible options to design the car park around the 1948 substation?

*Comment: Would it be possible to achieve the required circulation, entry and egress in the car park while retaining the 1948 substation?*

*Evidence might include sectional studies showing how car park circulation might work around the 1948 substation.*

5. Is there a prudent and feasible option to relocate the Telopea Park Substation and locate the car park on that site?

*Comment: The Telopea Park Substation is a substantial building that is not considered to be an intrinsic feature of the Precinct. Could its functions be located on a site away from Section 49 and the space currently taken by the substation be used for a carpark?*

*Could the Telopea Park Substation function be located in a basement providing space for a carpark on ground and upper levels?*

October 2013



ACT Heritage Council

Clearance Form

Advice prepared by: Pamela Hubert Designation: Alg. Assist. Mgr

Proposal: Demolition of 1948 switch room.  
Impact / Concern: Intrinsic feature - no prudent + feasible alternative to conservation  
Recommendation: No objection but additional information needed  
Signature: P. K. Hubert Date: 30/7/2014

Checked by: Jennifer Dunn Designation: Cons Off

Comment: Agree  
Signature: J. Dunn Date: 30/7/2014

Chair / Deputy Chair / Secretary: Anna Curahill Designation: .....

Comment: Agree  
Signature: Curahill Date: 31/7/2014



## ACT Heritage Council

# HERITAGE ADVICE

### Under Part 10 of the *Heritage Act 2004*

ACT Planning Ref: DA201425930  
Heritage Ref: Kingston 13-49  
Contact Officer: Pamela Hubert  
Received: 24 July 2014  
Due date: 14 August 2014

**TO:** ACT Planning and Land Authority  
Environment and Planning Directorate  
[EPDCustomerServices@act.gov.au](mailto:EPDCustomerServices@act.gov.au)

Block:	Section:	Division / District:	Heritage Place:
13	49	Kingston	Kingston Powerhouse Historic Precinct

Status of Place: Registered Heritage Place  
Description of Works: Other - demolition of 1948 switch room  
Council Advice provided by: Secretary / ACT Heritage Manager

Pursuant to s.148(1) of the *Planning and Development Act 2007* and part 10 of the *Heritage Act 2004*, the ACT Heritage Council (the Council) advises that:

- the proposed development **will have a detrimental impact** upon the heritage values of the place, unless the conditions of the attached heritage impact assessment are complied with.
- the proposed development **will have a detrimental impact** upon the heritage values of the place but the Council is satisfied that there are no prudent and feasible measures to conserve the heritage significance of the place or object within the objectives of the Master Plan for the Kingston Section 49 cultural precinct. The Council also requests additional information as set out in the notes below.
- the proposed development **will have a significant adverse impact** under section 124A of the *Planning and Development Act 2007*.

#### NOTES:

To mitigate the detrimental heritage impacts of the proposed demolition, the Council requests that the applicant provides:

1. An archival recording of the 1948 switch room. Details of the content of the archival recording should be discussed with ACT Heritage. The archival recording is to be approved by ACT Heritage prior to approval of this development application;
2. An interpretation plan for the Kingston Powerhouse Heritage Precinct that includes interpretation of the 1948 switch room; and
3. A letter to the Council confirming that demolition of the 1948 sub station will not begin until the Council have endorsed the design of the proposed new car park building on the site.

Because the planning and land authority has advised that the above requirements cannot be included as conditions of a development approval, the Council requests that the above additional information be submitted to the satisfaction of the Council prior to approval of this application.

**Anna Gurnhill**  
A/g Secretary (as delegate for),  
ACT Heritage Council

July 2014



## ACT Heritage Council

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Anna Gurnhill  
A/g Secretary (as delegate for),  
ACT Heritage Council

31 July 2014





## ACT Heritage Council

Phone: 6205 3195  
File ref: Kingston S49  
Contact Officer: Pamela Hubert

Mr Anton Veld  
Senior Project Planner  
Land Development Agency  
Anton.Veld@act.gov.au

Dear Mr Veld

### **Kingston Section 49 Master Plan**

Thank you for providing a briefing to the Development Application Taskforce (the Taskforce) of the Heritage Council (the Council) on the Heritage Strategy and the Master Plan for Kingston Section 49 (the Master Plan) on 24 September 2013.

The Taskforce has not yet had sufficient time to consider all of the documents you have provided and will make detailed comment in due course.

The main heritage issue that is apparent in the Heritage Strategy and the Master Plan is whether the 1948 substation is a feature intrinsic to the significance of the Kingston Powerhouse Historic Precinct (the Precinct), as stated in the register entry for the Precinct, and whether demolition of the 1948 substation can be justified.

Specific Requirement ii) a) of the heritage guidelines for the Kingston Powerhouse Historic Precinct does not allow demolition of the 1948 switch room “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.”

Consequently, there are three options under which Council could support demolition of the 1948 switch room. These are:

1. the registration for the Precinct is revised to exclude the 1948 switch room from the features intrinsic to the heritage significance of the place (if the Council agree with the claims presented in the Heritage Strategy); or
2. the heritage guidelines for the Precinct are revised to allow demolition of the 1948 switch room place (if the Council agree with the claims presented in the Heritage Strategy); or

3. the Land Development Agency (LDA) provides sufficient evidence that there is no prudent and feasible alternative to demolition of the 1948 switch room.

Option 1 cannot be achieved in a timely manner. The full Council would have to firstly agree with the claims presented in the Heritage Strategy. If agreement was reached, revising the registration would need to consider a range of matters in addition to the issue of the 1948 switch room. Even if revising the registration was given a high priority by the Council, it is likely to take some months for a provisional registration to be ready for public comment and at least five months until a decision is made on final registration. Registration decisions are also appealable to the ACT Civil and Administrative Tribunal (ACAT) under the *Heritage Act 2004*. Should an appeal be lodged, a significant increase to the timeframe to finalise the registration decision would occur.

Option 2 is also not likely to be achieved in a timely manner. Again, the full Council would have to firstly agree with the claims presented in the Heritage Strategy. If agreement was reached, guidelines should only be prepared in association with a revised registration (process outlined in option 1). Once the Council agreed on draft heritage guidelines, these would need to go through a public consultation process prior to being finalised.

Option 3 would appear to be the only appropriate alternative. It is also the only way that appropriate consideration of the issues is likely to occur within a reasonable time frame.

Consequently, the Council requests that the LDA as the proponent for the development establish that there is no feasible and prudent alternative to demolition of the 1948 switch room.

Please contact Pamela Hubert on 6205 3195 if you have any questions regarding this matter.

Yours sincerely

Jennifer O'Connell  
**A/g Secretary (as delegate for)**  
**ACT HERITAGE COUNCIL**

. . . . October, 2013



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Yours sincerely



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A/g Secretary (as delegate for)  
ACT HERITAGE COUNCIL

. 8. October, 2013



## ACT Heritage Council

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File ref: Kingston S49  
Contact Officer: Pamela Hubert

Mr Anton Veld  
Senior Project Planner  
Land Development Agency  
[Anton.Veld@act.gov.au](mailto:Anton.Veld@act.gov.au)

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### **Kingston Section 49 Master Plan and Statement of Heritage Effects**

Further to our letter of 8 October 2013, the DA Taskforce (the Taskforce) of the Heritage Council (the Council) has now considered the *Kingston Section 49 Heritage Strategy* dated September 2013 by Lovell Chen (the Heritage Strategy) and the *Statement of Heritage Effects; Kingston Section 49 Master Plan*, by Lovell Chen, dated September 2013 (the SHE). Comments on the reports follow.

The Taskforce finds most aspects of the Heritage Strategy and the SHE to be a useful framework to guide the Master Plan and future development of Section 49, Kingston apart from the comments set out below.

The Taskforce has also considered the arguments presented in the reports in relation to the significance of the 1948 substation. The Taskforce still consider that the 1948 substation building has some value and encourages its retention.

It is noted that the Kingston Section 49 Master Plan suggests the demolition of the 1948 substation to allow for the construction of a car park. As previously advised in the Council's letter of 8 October 2013, this demolition will need to be justified by an argument that there is no prudent or feasible alternative to the demolition.

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Yours sincerely

Jennifer O'Connell  
**A/g Secretary (as delegate for)**  
**ACT HERITAGE COUNCIL**

. . . . November, 2013



## ACT Heritage Council

Phone: 6205 3195  
File ref: Kingston S49  
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Yours sincerely

Jennifer O'Connell  
**A/g Secretary (as delegate for)**  
**ACT HERITAGE COUNCIL**

7. November, 2013



## ACT Heritage Council

### **AGENDA** **Development Application Taskforce Meeting**

**Date:** 24 September 2013  
**Venue:** Level 6, Transact House,  
470 Northbourne Avenue, Dickson  
**Time:** 1:00 pm

#### **1. Attendance and Apologies**

Members	Time In	Time Out
Dr Michael Pearson		
Dr Dianne Firth		
Mr Duncan Marshall		
Mr John Miller		

#### **2. Minutes of Previous Meetings**

Minutes of meetings of 29 July 2013 to be approved.

#### **3. Declarations of Interest**

#### **4. Section 49 Kingston Master Plan**

Anton Veld of the Land Development Agency will introduce the work on the master plan for Section 49 Kingston.

Adam Mornement of Lovell Chen will give a presentation on the heritage issues relating to the master plan.

#### **5. Other Business**



## ACT Heritage Council

### **DEVELOPMENT APPLICATION TASKFORCE MINUTES**

Date: 24 September 2013  
Venue: Level 6, Transact House

Meeting Commenced: 1:00pm

#### **Present:**

Duncan Marshall, Heritage Council (DM)  
Dr Dianne Firth, Heritage Council (DF)  
Peter Lovell, Lovell Chen (PL)  
Adam Mornement, Lovell Chen (AM)  
Chris Purdon, Purdon Associates (CP)  
Anton Veld, Land Development Agency (AV)  
Glen Lacey, Land Development Agency (GL)

Jennifer O'Connell, Heritage Unit (JO) – part of time  
Pamela Hubert, Heritage Unit (PH)

#### **Apologies**

Dr Michael Pearson, Heritage Council  
John Miller, Heritage Council

#### **Minutes of Previous Meetings**

Minutes of meeting of 29 July 2013 were accepted with amendments.

#### **Declarations of Interest**

Duncan Marshall – author of CMP for the Fitters' Workshop  
Dianne Firth – member of the Land Development Agency Design Review Panel

#### **Item 1: Kingston Section 49 Master Plan**

CP and AV introduced the Kingston Section 49 Master Plan which is nearing completion. Key commitments in the Master Plan include:

- replacement of existing parking,
- retention and adaptive reuse of heritage buildings,
- retention of the bus depot markets,
- creation of an arts hub,
- release of residential dwellings, and
- ongoing remediation of the site.

CP noted previous public consultation to establish principles including:

- retention of heritage buildings,
- traffic kept to the periphery of the area,
- shared traffic ways for internal connections,



- 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** **Development Application Taskforce Meeting**

**Date:** 24 April 2014  
**Venue:** LDA, Transact House, Dickson  
**Time:** 9:00 am

#### **1. Attendance and Apologies**

Members	Time In	Time Out
Dr Michael Pearson		
Dr Dianne Firth		
Mr Duncan Marshall		
Mr John Miller		

#### **2. Minutes of Previous Meetings**

Minutes of meetings of 13 March 2013 to be approved.

#### **3. Declarations of Interest**

#### **4. Section 49 Kingston**

Presentation from LDA regarding the possible demolition of the 1948 substation in the Kingston Powerhouse Precinct.

#### **5. General Business**



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.