

THE PANEL'S ADVICE

NATIONAL CAPITAL DESIGN REVIEW PANEL

Block 12 and 15 Section 49 Kingston – First Session

Kingston Arts Precinct – Estate Development Plan (EDP)



Australian Government
National Capital Authority



ACT
Government

NATIONAL CAPITAL DESIGN REVIEW PANEL

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Date issued: Wednesday 27 September 2023

Project: Kingston Arts Precinct- Estate Development Plan (EDP)

Review date: Wednesday 13 September 2023

Meeting location: Meeting held online via Microsoft Teams

Site visit: Tuesday 12 September 2023 (Chair and Secretariat)

Panel members:	Catherine Townsend, Chair and ACT Government Architect	Andrew Smith, Co-Chair and Chief Planner and Deputy Chief Executive at the National Capital Authority
	Danièle Hromek	Jane Irwin
	Peter Tonkin	Toby Lodge

Proponent: ACT Government (Suburban Land Agency)

Observers: Representatives from:

Environment Planning and Sustainable Development Directorate (EPSDD)

National Capital Authority (NCA)

Transport Canberra and City Services (TCCS)

Chief Minister, Treasury and Economic Development Directorate (CMTEDD)

Conflicts of
interest: None

Confidentiality of
the Panel's
Advice: Design review considers concept proposals at various stages throughout the design process that are frequently subject to change and improvement in relation to feedback from the NCDRP. Throughout this time a commercial in confidence status is maintained for proposals that engage with the NCDRP.

In accordance with Section 139 of the Planning and Development Act (2007) (the Act), prescribed development proposals are required to provide a copy of the 'Panels Advice' and the proponent's 'Response to the Panels Advice' in writing when the Development Application is submitted. Section 30 of the Act identifies the design advice and the proponent's written response to that advice as associated documents, therefore the most recent Panel's Advice and the proponent's response become publicly available once a Development Application is publicly notified for community comment.

MEETING SUMMARY AND RECOMMENDATION

Property address

1 Wentworth Avenue Kingston (Blocks 12 and 15 Section 49 Kingston)

Proposal

The subject site is located at Blocks 12 and 15 Section 49 Kingston, bounded by Wentworth Avenue, Eastlake Parade and Giles Street. The site is zoned CZ5: Mixed Use / FUA Future Urban Areas under the Territory Plan 2008. The Kingston Foreshore Structure Plan (precinct d), Kingston Precinct Map and Code, Commercial Zones Development Code and Estate Development Code apply. Special conditions apply under the National Capital Plan. The site also features significant listed heritage buildings as part of the Kingston Powerhouse Historic Precinct that are subject to provisions of the Heritage Act 2004 and the *Conservation Management Plan Kingston Powerhouse Historic Precinct* (Philip Leeson Architects, 2022).

The site is situated within Kingston Foreshore and is bounded by public roads with close proximity to urban open spaces and Lake Burley Griffin. The site is also approximately 400m from the Kingston Group Centre. The Kingston Arts Precinct is home to three of Canberra's oldest heritage-listed buildings – The Powerhouse, The Former Transport Depot and The Fitters Workshop. These industrial heritage buildings are considered significant for their association with Canberra's early industrial history. These buildings are adaptively reused variously as an arts facility (Canberra Glassworks), community markets (Old Bus Depot Markets) and as an event space (Fitters Workshop).

The Suburban Land Agency (SLA) has developed a Place Brief through consultation with the community, arts organisations and stakeholders, which has been described as adopting a place-led approach with a focus on public life, to guide future development of the site. Since the completion of the Place Brief, RPS AAP Consulting has been engaged as the Project Managers that will lead the consulting team, in which Purdon Planning will be contributing to as the project town planning consultancy.

In delivering the precinct to achieve its vision in accordance with the Place Brief, an Estate Development Plan (EDP) has been established to realise the SLA's vision, under the Territory Plan and Section 94 of the Planning and Development Act 2007. The EDP outlines the landscaping and engineering framework that will support the development of the precinct. Three (3) concept design studies have been prepared for the Kingston Arts Precinct. In each study the proposed estate is divided into two (2) elements – a mixed-use divestment parcel and Arts Precinct parcel. In each concept design study proposed building heights for Arts Organisations vary between 2 to 4 storeys. The site planning for each study considers street interfaces and access, heritage view corridors and existing services easements. Detailed development of built-form is anticipated following finalization of the Estate scheme.

Proponents' representative address to the Panel

The proponent, represented by Matthew Pirrie of NH Architecture, commenced the presentation noting that three concept land use scenarios have been prepared for the site. He outlined the key planning controls applicable to the site, highlighting key controls including a four-storey maximum building height that may be exceeded based on criteria assessment. The presence of significant heritage buildings was also noted to have informed key site moves, informing setbacks and the need to maintain key sightlines to the buildings that comprise the Kingston Powerhouse Historic Precinct. In this regard, the proponent noted that a Conservation Management Plan has been

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prepared and is currently being considered by the ACT Heritage Council, further underscoring the importance of a sensitive response to the heritage elements on site (nb: the *Conservation Management Plan Kingston Powerhouse Historic Precinct*" (Philip Leeson Architects, 2022) was finalised on 12 September 2023).

The site context was presented through a series of aerial and pedestrian-level site images, with these serving to indicate existing built form and the key heritage views to be maintained. The site condition, challenges and opportunities were noted as; a site that gently slopes towards Lake Burley Griffin offering opportunity for dynamism in urban design; potentially impacted by winds requiring mitigation; featuring a high voltage underground line that presents a significant constraint as this would be cost-prohibitive to move, and; existing and future buildings requiring careful consideration of acoustic characteristics to ensure a functional public space.

The proponent noted that development of the three presented land use concept scenarios has been informed by the SLA Place Brief, with design guided by six 'place pillars' and seven design principles. The concepts also seek to respond to the key items raised by the NCDRP during review of a previous iteration of the Kingston Arts Precinct. Each option seeks to address the specific requirements of each of the arts organisations, large public realm spaces with capacity for events of 5000 attendees, provision of 658 car parking spaces across the site, and suitable configuration of future land release parcels.

Lucinda Arundel of NH Architecture provided an overview of each of the three concept options, noting that Study 2 is considered by both community (via earlier consultation) and the project team as the preferred option. Desirable elements of Study 2 were identified as; site planning that positions arts organisation buildings around existing heritage, providing 'framing' of the central public space; robust visual links and maintenance of required heritage sightlines; highly permeable from multiple approaches; site planning supports good solar access and wind mitigation; flexibility in planning for arts organisation spaces, and; better overall connection to local context (physical and visual). For all options, the proponent identified challenges including that underground parking is considered to be cost-prohibitive requiring aboveground structured parking, achieving site canopy coverage targets, management of site contamination and potential interface issues with adjacent residential development.

Recommendation overview:

Based on the documentation provided prior to the design review session; a site visit by the Chair and Secretariat staff on Tuesday 12 September 2023; and the proponent's presentation, the following comments and recommendations are provided:

The Panel thanks the proponent for presenting this proposal for design review at this early design concept stage and for the informative presentation. Engaging early with the Panel has provided the opportunity for a meaningful discussion about the key elements of the proposal and to identify how the design concepts could be further enhanced for the benefit of the Canberra community. The Panel recommends the proponent to return for subsequent design review following consideration of the key issues and recommendations listed below.

The proponent is commended for the identification of a Place Brief and thorough consideration of the Panel's Advice issued for the previous iteration of the proposal. Noting the proposal's potential as a key future destination within the broader city fabric, the Panel considers that further contextual analysis including an expanded scope is required to adequately ground the proposal. In this regard the Panel encourages consideration of multiple identified site layers, including former industrial heritage, pre-colonial landscape and Indigenous continuing connection to the site, as well as connections to the surrounding contemporary urban and natural environments. An example to Indigenous continuing connection is how the Country has always been responded to here through sightlines or movement paths or special ways of being here, how

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changes brought with colonisation have impacted those connections – be they visual or physical or spiritual or otherwise.

In addition to further contextual analysis, the proponent is encouraged to test the concept designs to ensure the public domain and individual buildings are fit for purpose in terms of the functionality and amenity delivered. The Panel is concerned that the preferred concept (Option 2) is yet to demonstrate that the site planning and individual building footprints are capable of delivering the pragmatic elements required to support the functioning of the precinct, including traffic, waste, logistics for materials and events, wayfinding and accommodation for landscape including canopy trees.

Key Issues and Recommendations

The *Key Issues and Recommendations* provide detail advice to the proponent, consistent with the above recommendation.

To achieve the best possible design outcome for the proposal, the proponent is encouraged to consider the following issues through the next stages of the design development:

1.0 Context and character

While appreciative of the presented concept options, the Panel notes that the essential supporting urban contextual analysis has not been presented in sufficient detail, rendering evaluation of the options difficult.

Acknowledging the industrial heritage present on the site, the Panel queries whether the site also holds significance for traditional custodians. The Panel observes that the proposal has not yet articulated a vision nor conveyed a sense of ‘the story of the land’ including connection to Country through the design proposition.

The Panel notes that the site context includes a substantial residential ‘sleeve’ that reduces legibility of the Arts Precinct when viewed from a distance, diminishing its presence within the broader city context/urban fabric of Canberra. Legibility at this scale is considered essential to supporting the site as a key local and tourist destination within the ACT, with strong visitor patronage required to generate a sense of life and activity for the precinct. Legibility at the site scale is also unclear, with the Panel querying the entry sequence and hierarchy (i.e. what is considered the ‘front’ and ‘back’ of the precinct).

The Panel recommends the proponent to:

- 1.1 Ensure the site’s legibility at a city-scale, to support intuitive wayfinding and discovery from other locations within Canberra.

PROPONENT RESPONSE	UPDATED PLAN
As noted by the panel, the precinct has limited visibility when viewed from a distance. This has been formally tested in the current presentation via a viewshed analysis from numerous locations around Canberra (refer Appendices to the current issue). The Design Team intends to promote a unified sense of place by clustering new buildings 'in the round' at differing scales and have them read by their materiality as a singular collection with contiguous canopies, thus also reinforcing the prestige and difference of the surrounding heritage context. The primary discovery point for the Precinct will be along Wentworth Parade, where the scale and interrelationship of new to old buildings will need to be carefully curated. The lakeside walk / bike connection is equally important, and highlights considerations for broader ACT urban design gestures that connect the dots for active transport users between the main gallery precinct and Kingston foreshore.	Updated details

1.2 Ensure a rational, legible entry sequence and hierarchy of entries that supports intuitive wayfinding to the interior of the precinct.

PROPONENT RESPONSE	UPDATED PLAN
The Place Brief identifies the Gosse Street entrance to the Kingston Arts Precinct off Wentworth Avenue as the site's 'front door'. The close proximity of both the Powerhouse and Fitters Workshop to this entrance denotes this sense of arrival. Located opposite the Old Bus Depot Markets, this entry is also close to the site's designated bus stops and is exposed to large volumes of vehicular traffic through the course of the week. Ngunnawal engagement to date has identified the importance of flow across the precinct, including endemic plantings and natural pathways that invite visitors through the landscape, emphasising its connection to the river and broader environs. A third layer of intuitive wayfinding considers the site's future use, offering great opportunities for integrated public art at key public interfaces. The current recommendation has the arts occupying a majority of the site's perimeter and consequently the broadest extent of street frontage onto Eastlake Parade and Wentworth Avenue. When allowing for mandated CMP view lines and logical urban connections, this also makes the recommendation very permeable, providing excellent connections to the lake foreshore and Bowen Park (and associated east west spine Telopea Park). The recommendation requires a modest extent of internal road area to service the Arts Organisations (utilising existing through site roads where possible) because of its expansive frontage to the adjacent road network. Arts Organisations are distributed across three buildings to the north and west of the Powerhouse (at 4 levels each to meet the current accommodation brief), generating a significant site footprint to ensure ground plane activation but significantly reducing the overall extent of façade as a ratio of floor area. The Design Team is also conscious that for the majority of users and visitors to the site the arrival experience is dictated by the location of the precinct's main parking areas. This is addressed later in the commentary.	Updated details

1.3 Provide detailed contextual analysis to support the master plan proposition, including;

- 1.3.1 Articulation of the contextual layers including industrial, pre-colonial environment and indigenous values associated with the site, and the proposed design response to these elements. Former industrial and traditional custodian contextual layers may further inform site planning, navigation and movement across the site.

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PROPONENT RESPONSE	UPDATED PLAN
Pre-Colonial Context The Kingston Arts Precinct sits on land that is home to the Ngunnawal people for thousands of years. Although the original riverine (Molonglo River) was dammed to create a man-made lake (Lake Burley Griffin constructed in 1963), the site continues to hold cultural significance. Industrial Context The Powerhouse was the first public building in Canberra designed by John Smith Murdoch in 1912 and completed in 1915. The powerhouse site was based on the need to have access to water (Molonglo River) and railway infrastructure to transport coal. Industrial aesthetics on remaining heritage buildings and artefacts such as railway embankments continue to celebrate the industrial past of the site. Design Response: The Burley Griffin grid and associated train sidings dictate a strong north south axis through the site. This industrial layer informs north south navigation through the precinct. Other movement patterns across the site, including general east-west navigation, respond to the site's riparian origins, and are more fluid - considering viewlines to mountains and river. Porosity achieved through these east-west connections adds character and is a 'rehabilitating force'. These two responses are juxtaposed and negotiated by the site's embankments, which step down from Wentworth Avenue to the Powerhouse, and again from the Powerhouse towards the lake. Both buildings and public realm embrace the level changes to explore the idea of 'inundation' as a way of managing the precinct's regular use and intermittent high volumes of activation.	Updated details

- 1.3.2 Expanded contextual analysis that considers the broader urban environment, including linkages to Lake Burley Griffin, Kingston Group Centre, City Centre and other elements of the surrounding built and natural environments (particularly distant views). This should include connections to the existing vehicle and pedestrian/active travel networks surrounding the site including connections to the lakeside public domain to ensure not only continuity of views but connection via activation in public domain.

PROPONENT RESPONSE	UPDATED PLAN
The site is very well connected to both active transport and key vehicular routes.	Updated details

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To the north east along the Powerhouse heritage view lines lies Lake Burley Griffin, with Mt Pleasant and Mt Ainslie beyond. This provides the major recreational link to the precinct. The LBG and C2 bicycle link run past the point on their way to the Jerrabomberra Wetlands and Canberra rail station. Canberra rail station is located approximately 1km south east of the site. Immediately to the site's north is Bowen Park, connecting via a shared pathway through Telopia Park up to Manuka Oval. The primary point of access to this park is via the Wentworth Avenue / Eastlake Parade intersection. To the west is Wentworth Avenue, the site's front door as previously identified in the Place Brief and primary artery to the city centre. The R2, R6, 56, 182 bus routes stop outside the Powerhouse. Kingston Group Centre is a short stroll of about 500m to the south west via Giles Street. This provides the third major linkage to the precinct, connecting to the site via Printers Way.	
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- 1.3.3 Acknowledging the heritage sightlines, identification of other important landscape connections and sightlines that may not be formally identified that are nevertheless important grounding elements for the proposition.

PROPONENT RESPONSE	UPDATED PLAN
Apart from sightlines mandated by the Kingston Powerhouse Conservation Management Plan, Ngunnawal engagement has identified the importance of the Molonglo River system and Jerrabomberra Wetlands to the broader area, as well as considering viewlines to Mt Pleasant, Mt Ainslie, Black Mountain and Red Hill. Ngunnawal considerations, which seek to elevate the importance of water to the site and its seasonal qualities, is counterbalanced by the formality of Wentworth Avenue's tree-lined boulevard, heritage constraints including the windbreak tree grove located on the west side of the Powerhouse, and adjacent Colonial parkland settings.	Updated details

2.0 Landscape

The Panel is concerned that the proposal is yet to articulate a vision for the public domain and landscape components of the proposal and observes that these components currently read as 'leftover' spaces rather than as part of an integrated design response. In addition, the Panel suggests that as part of improving the health and wellbeing of Country, only endemic species should be reinstated for the site.

The Panel recommends the proponent to:

- 2.1 Articulate the public domain vision, including proposed space hierarchy and desired character(s) of primary event spaces and interstitial areas that comprise the precinct. The

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landscape proposition should respond to the various site layers as revealed through contextual analysis (i.e. industrial, pre-colonial and contemporary contextual layers).

PROPONENT RESPONSE	UPDATED PLAN
The artsACT Vision is to create a home for the ACT arts community and a vibrant precinct that connects the Kingston Foreshore to the surrounding suburbs and builds on the success the Kingston Foreshore is for the ACT community. The Kingston Arts Precinct will be a leading destination for visitors and locals to explore contemporary visual arts and culture in the ACT. It will attract new audiences to enjoy arts practices, activities and content from Canberra's local artists, the region and beyond. A key takeaway is that the design must include strong connections with the surrounding precinct and broader community (in Canberra and beyond). Whilst the Kingston Arts Precinct acts as the foundation to support artsACT, it must also provide the framework for larger community interaction, including the capacity to support major events of up to 5000 people. High level landscape design principles responding to the brief include: Welcoming Places and Cultural Walks The place brief emphasises that the KAP is welcoming and connected. Gathering places are located on all approaches and important entries, as places which invite discovery and exploration of the broader precinct. This illustrates a design strategy to potentially erode formal delineation of open space zones. Indicative pathways, and links through the precinct, marry with potential public art placements. Part of the welcoming environment is to craft the edges of the site landscape, provide protected veranda or cloister spaces, provide a focus, where inside and outside functions could blur. A Diversity of Connected Outdoor Spaces The place brief emphasises diversity of open spaces and qualities of open space, seamlessly connected. The public realm hierarchy includes very large multifunctional space grading down to secondary courts and gardens, to intimate niche size spaces. The recommendation does not yet distinguish between public, semi-public, and private landscape spaces, and will be subject to additional briefing and testing as the specific locations for arts organisations are finalised. Artist garden sites may embed temporary or permanent artwork, places for inspiration and reflection. Public Space Elements - in Combination Illustrate the rich overlay where Ngunnawal, industrial and contemporary art elements come together, and key open spaces	Updated details

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are identified within the precinct with possible place names (subject to further consultation with key stakeholders).

River Ecology Meets Historic Planting Traditions

The place brief emphasises beginning with Country as it can generate specific qualities of the precinct and provide a dynamic environment. A simple planting strategy would emphasise the old Molonglo River ecology and plant species, and draw inspiration from upper catchment landscape, Jerrabomberra wetlands and lower Molonglo catchment landscape. There is potential rich intersection between this, and historic Canberra planting traditions utilised across the western portion of the site. High level study of the areas show limited capacity to deliver the aspirational 40% tree canopy, and achieving 30% tree canopy will be subject to the intensity of uses proposed for the precinct's primary public spaces.

- 2.2 Consider how the design and programming of key public spaces can inform the site planning and configuration of individual buildings, as part of an integrated design response. A landscape-led design response may provide a basis for further design exploration.

PROPONENT RESPONSE	UPDATED PLAN
A major driver of the Precinct Concept Masterplan recommendation is generating an arts precinct 'in the round', enabling visual and physical connections between all organisations, a central public gathering space, and the site's major heritage buildings. There are many benefits to this approach, including: 1. A well-placed outdoor event space, centrally positioned amidst heritage buildings, will create a harmonious blend of modernity and historical charm, offering an unique atmosphere that celebrates both the cultural significance of the surroundings and the vibrancy of the present moment. 2. The outdoor event space corresponds with and features the Powerhouse as a backdrop, anchoring the heart of the precinct, fostering a vibrant hub where cultural experiences and community gatherings intertwine. 3. By strategically orienting the outdoor event space, a captivating visual link to the nearby Lakeshore can be established, allowing visitors to discover the critical relationship between lake and Precinct. 4. The outdoor event space also connects to the Fitter's Workshop, maximising the utilisation of its amenities and interior space for arts programming. 5. To ensure seamless logistics and convenience, the location of the outdoor event space necessitates flexible vehicular access and servicing, enabling efficient transportation of equipment, supplies, and services for a successful event via connections to the north via	Updated details

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Eastlake Parade, west via Wentworth Avenue and south via Printers Way. 6. The central location of the outdoor event space ensures excellent pedestrian accessibility, inviting people to easily explore and engage with the vibrant atmosphere, fostering a sense of community and inclusivity. 7. The central location facilitates versatile usage and adaptable setups to accommodate diverse activities, ranging from cultural festivals and markets to concerts and recreational gatherings, ensuring a dynamic and ever-changing experience. All arts organisations can have public facing gallery and retail spaces that spill into the plaza for exhibitions, openings and performances. 8. The precinct's main plaza would be strategically visible from multiple peripheral locations, offering a tantalizing glimpse of the ambiance and beckoning passers-by to join in, while providing protection from the elements around its perimeter as well as excellent solar exposure. 9. The main plaza will seamlessly link and overlap with other multifunctional outdoor spaces and create a dynamic mix of smaller and larger zones, each highlighting its own microclimate. 10. Infrastructure shall be located across the precinct to maximise event flexibility and minimise set up constraints in accordance with the event facilitator's preferred delivery model.	
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2.3 Provide a greater level of detail regarding site contamination and the proposed remediation strategy that will be employed.

PROPONENT RESPONSE	UPDATED PLAN
SLA lodged an Environmental Significance Opinion (ESO) with EPSDD as a risk mitigation strategy (noting contamination awareness). ACT Heritage previously sought an EIS Merit track to be followed, due to the impact on the Heritage buildings (tied to the previous scheme designs and impact on Heritage). The current KAP Project design intention is not to impact Heritage (lesson learned). The onus is on the Project to prove that Heritage will not be impacted. EPSDD provided decision of endorsement for the ESO on 27 March 2023. It was noted that the decision was subject to compliance with the Environmental Management Plan's (EMP) noted in the letter (of which have since been incorporated in EMM Consulting's Contamination Report dated 8 June 2023). This ESO expires in September 2024 (18months from Decision). Site audit reports associated with the ESO application, contained all sample and historical data that was available and an EMP associated with each audit.	N/A

As part of the Project Historic Documentation Review in April 2023, the Principal Design Consultant (PDC) reviewed the existing survey information available.

The site is expected to be contaminated to a low level, including asbestos impacted soils (there is no asbestos in samples taken but there is asbestos impacted soil found in the Heritage precinct).

Other contaminants noted on the site include hydrocarbons (diesel) at generator pits to the East of the Telopea Park Substation, lead & Total Petroleum Hydrocarbons (TPH).

Previous COX scheme drawings dated 2013 are more specific in nature than the 2013 masterplan and appear to comprise a concept design scheme. Good historical information relating to locations of previous structures on the site was included. Controls include DEMP's and cover in concrete or 0.5m of clean soil.

The PDC (with EMM Consulting) have produced a contamination review report, documenting what management plans apply to what parcels of land in the precinct based on current approvals.

There are seven management plans that are active, with the main ones being the SMP by Agon (2021) and DEMP and OEMP by WSP (2021). A key outcome of this response is that the existing EMPs (to which the ESO is bound) identify a blanket control measure across the footprint of the site that, along with the general code requirements for dealing with contamination, the design control required everywhere across the arts precinct final site boundary will require either:

- geotextile 500mm of clean fill (minimum) or,
- concrete slab as a barrier condition, where the soil is disturbed.

Given the possibly substantial amount of geotextile required, the PDC have sought specification advice from EMM Consulting of a geotextile product suitable for contamination that will be required so the cost is identified early in lieu of a generic figure.

An identified cost and time risk for the Project is mismanagement of contaminated material during construction, which occurs when a site is audited, and material has not been labelled correctly. This advice is intended to inform the Contractor EOI tender process, to identify experience working in contaminated environments.

EMM Consulting have reviewed the ESO endorsed by EPSDD, and met with the previous Site Auditor to confirm interpretation and application. A new ESO has been drafted by the Town Planner to extend the validity of the ESO throughout the Subdivision Development Application submission and approval process. It is founded on the previous ESO reports and Site analysis which is unchanged.

EMM Consulting has identified possible further testing required, specific to the selected Precinct Concept Design.

SLA has considered options to remediate the entire S49 site or leave the future land release parcel to be remediated by the future developer.

3.0 Sustainability

The Panel notes that a detailed discussion of sustainability measures was not undertaken during the design review session and as such the Panel has not provided comprehensive commentary at this stage. The Panel looks forward to seeing further information regarding the sustainability strategy including individual measures at the next design review session.

The Panel recommends the proponent to:

- 3.1 Provide further information regarding the sustainability strategy including individual measures to be implemented, at both precinct and building scales.

PROPONENT RESPONSE	UPDATED PLAN
The Kingston Arts Precinct Sustainability Plan, produced by Hip V. Hype in 2022, has established clear categories and initiatives for the project to adopt. Our work on the project to date has built directly off this earlier work to map the stated sustainability initiatives across the developing precinct options. Our review has identified a strong alignment of the objectives set out in the Sustainability Plan with a 5 star Green Star pathway, and with the potential for a pathway to a 6 star Green Star rating if the potential gaps identified are addressed. Key precinct themes include water sensitive urban design, integrated water management and green canopies (aligned with the site's context and character), on-site renewables and circular economy (aligned with the site's program of uses including creative consideration of arts organisation waste streams and recycling potential). At a building scale, the Precinct Concept Masterplan recommendation generally has favourable building orientation for the arts buildings in terms of thermal and daylight control. The buildings have more access to NE, NW, N elevations, and less access to direct E and W elevations. The land release buildings adopt the courtyard typology deployed immediately south of the precinct, providing protected internal gardens - careful consideration of setbacks is required to ensure good solar amenity. The proposed massing of the buildings (e.g narrow floor plate) will generally provide good access to daylight, and a combination of natural and mixed-model ventilation will seek to minimise operational energy consumption.	N/A

4.0 Density and connectivity

Nil.

5.0 Built form and scale

The Panel acknowledges the early conceptual stage of the design(s), however observes that further detailed testing of the presented options is required to support a rigorous evaluation process.

In relation to car parking, the Panel observes that the proposal is currently committed to a significant quantum of car parking that will need to be sensitively integrated within the precinct, given its influence on the arrival sequence and movement patterns for many users of the site.

The Panel recommends the proponent to:

- 5.1 Develop individual building concepts to support evaluation of pragmatic/prosaic elements such as solar access, waste, material logistics, wayfinding, active frontages and integration with public domain. This includes the base level of residential apartment break up planning to confirm feasibility of the proposed building footprints.

PROPONENT RESPONSE	UPDATED PLAN
The recommendation provides a strong response to the Place Brief. It is well connected to both its immediate heritage context (while allow the Powerhouse and Fitters Workshop to 'breathe') as well as its broader urban context. It is well integrated, with all Arts Organisations sharing a common plaza. It provides clear east-west and north-south circulation routes, and a logical separation of precinct public parking from the most activated parts of the site. Modelling indicates traffic loads at the Wentworth Avenue intersections are within capacity, with the car park located to provide a major single point of vehicular access via Giles Street and Printers Way. The masterplan places the Arts Organisations in the northern half of the precinct. The study balances the number of individual buildings with the overall briefing requirements for ground plane footprints and access. This siting means that the majority of heritage visual links fall within the purview of the arts buildings and can be curated accordingly including: • New built form in the vicinity of the Powerhouse and 1848 Switch Room; • Built form either side of the visual link between the Powerhouse and East Basin (partially framed by arts building and partially framed by a land release building); • Built form surrounding the visual link from Bowen Park. The masterplan provides real opportunities to engage with the site from east to west, from lake to Wentworth Avenue, as well as from Bowen Park in the north to Printers Way in the south. Two of the three arts buildings have formal street frontages as well as	N/A

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connection to the main plaza, offering great flexibility with respect to each organisation's public and logistic interfaces. The remaining arts building is located north of the Powerhouse in the 'heart' of the precinct and place of prominence, connected to Wentworth Avenue via a shared access roadway and Eastlake Parade via a BOH loading zone. The primary event space is centralised, a very significant gesture, a piazza that facilitates a conversation between all the Arts Organisations, the Powerhouse and Fitters Workshop. It provides wind mitigation and good solar access. Secondary event spaces are located to the west and south but directly connected to the front door and plaza, enabling expansion and contraction of the precinct’s program of activation. In summary, the masterplan provides good flexibility in its spatial planning of individual Arts Organisations, better neighbourhood connectivity, and as a result, a more attractive land release strategy. It provides the best response to the Place Brief. Individual building concepts will be developed in the subsequent Subdivision and Concept Design phases of the project.	
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5.2 Further develop options for the allocation of future land release parcels within the precinct, including options that consider dispersed distribution across the site and detailing of building massing/footprints to enable evaluation against the broader precinct. The configuration of future land release sites should support the integration of the Arts Precinct within the broader urban fabric and should positively contribute to the Arts Precinct through robust wayfinding, passive surveillance opportunities and clear definition of public spaces.

PROPONENT RESPONSE	UPDATED PLAN
The project team engaged stakeholders and community on Concept Studies 1-3 in June to August this year. These layouts tested both consolidated and more distributed land release parcels, as well as arts organisation distributions primarily based on underground public carparking solutions. Consensus was reached to that Concept Study 2 had merit to progress to the next stage of masterplan testing, however, the below ground carparking was deemed cost prohibitive to the arts precinct. The below ground parking also highlighted capacity constraints and risks associated with contamination, archeology, water table and impact on deep root planting in the public realm. Following this round of engagement, a second round of engagement was conducted in November-December 2024 to present three parking options (two above ground and one below ground with a component of remote parking off-site). The engagement explored parking options (location and distribution) and their associated impacts on building massing, extent and location of public spaces, land release parcels and broader impacts on the urban fabric and overall masterplan.	N/A

The Project brief requires 500 public carparks in the precinct during the week, with an additional 300 available in the weekends across the site (total 800, over and above any mixed use/residential needs). This includes a legacy of 412 car parks carried over from previous Kingston Foreshore developments. The project team conducted a desktop review of the parking requirement based on existing conditions, including consideration of: - historic requirements from the Kingston Foreshore; - existing carparks that service the Old Bus Depot Market event; - a briefing need of 500 car parks to support the artsACT revenue model to fund the precinct; & - statutory requirements for the arts precinct to function. This survey resulted in a revised figure of 618 public car parks (including 40 allocated carparks for the Arts Organisations), that is further being challenged and refined by a Statutory Planning review. The Town Planner has specified a reduced statutory requirement for the Arts precinct under the new Territory Plan requirements as well as efficiency in overlapping usage. Based on a new traffic/parking usage survey undertaken in November-December 2024, the consultant team assessed the required usage/demand for public parking on the site could be supported by 420 public car parks, forming a Planning proposition to discuss with EPSDD as required. The Project has had preliminary discussions with EPSDD about challenging the requirement and aiming to reduce the overall number, of which EPSDD is supportive in concept. The current masterplan is based on a public car park yield of 420, however the proposed ramped multideck car park could accommodate 500 car parks within the site's height restrictions. We note the contents of the future land release are a 'test fit' only based on indicative developable parcels for the purpose of feasibility testing, and are subject to future Developer design. The Project is seeking to understand opportunities to balance between urban design and cost outcomes for the masterplan as a whole.	
5.3 Develop sectional studies to provide a clear understanding of the nature and quality of the public domain and interstitial spaces within the precinct. Design development should emphasise the achievement of good solar access and effective wind mitigation for public spaces.	
PROPONENT RESPONSE	UPDATED PLAN

THE PANEL’S ADVICE

More detailed sectional studies are proposed on the selected concept endorsed by SLA, at the commencement of the Estate Development Plan and Concept Design phases in mid 2024.	Updated sections
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5.4 Explore how car parking may be sensitively integrated within the precinct, including through ‘sleeving’ of the car park with active uses and/or through marrying of one or more arts organisation buildings with the parking structure.

PROPONENT RESPONSE	UPDATED PLAN
The project explored three new approaches to above ground parking which was seeking to deliver excellent urban design outcomes while balancing financial imperatives. Option A placed the multideck structure between the precinct's major plaza and land release parcels, acting as a buffer between public and more private areas in the precinct. The ground plane is sleeved on three sides to activate the public realm, with the deck above stacked to accommodate future potential adaptive reuse. Overall parking loads are relatively evenly distributed between both the Eastlake Parade / Wentworth Avenue and Giles Street / Wentworth Avenue intersections. Option B placed the multideck structure to the south of the Fitters Workshop, providing direct access to Printers Way. Consequently the major plaza is framed on one side by land release development that would need to be sensitively managed, and poses significant acoustic challenges for the activation of the public realm. Additionally, the precinct's HV cable would need to be partially relocated, and more traffic is funnelled into the Giles Street / Wentworth Avenue intersection. The extent of land release results in a denser aggregation of arts buildings when compared with Option A. Option C located public parking in two levels of basement below the major plaza (as per the original concept studies), as well as off-site in a separate location approximately 500m south of the precinct. Like Option B, the major plaza is framed on one side by land release development that would need to be sensitively managed, and poses very significant acoustic challenges for the activation of the public realm. It eliminates the visual bulk of an above-ground structure, but releases more land for future use, resulting in a denser aggregation of arts buildings. The Design Team notes that a more aggressive planning approach could yield a significant reduction in public car parking needs. This would moderate all options, but in particular provide greater flexibility in the resolution of the Option A sleeved car park by exploring more arts programming in the building and a smaller overall footprint, well offset from the Powerhouse.	

THE PANEL'S ADVICE

The selected Concept adopts Option B as a carpark solution. Refer Section 5.2 for additional commentary.

- 5.5 Explore opportunities to reduce the overall quantum of car parking required for the site with the relevant entity (i.e. TCCS).

PROPONENT RESPONSE	UPDATED PLAN
Captured in response for 5.4	

6.0 Functionality and build quality

Nil.

7.0 Legibility and safety

Nil.

8.0 Diversity and amenity

Nil.

9.0 Community and public domain

It is observed by the Panel that while the proposal has a clear imperative to deliver the design briefs for the individual arts organisations, there is not yet a unifying vision for how the proposal will serve to bring the organisations together to function as an arts community, and as a precinct that welcomes interactions with the broader public.

The Panel recommends the proponent to:

- 9.1 Explore how proposal will facilitate interactions and opportunities for collaboration between arts organisations. In this regard the proponent is encouraged to consider the interplay of shared/communal spaces with the arts organisation buildings. The Panel highlights that First Nations peoples use spaces differently from non-Indigenous people, so these differences need to be considered and incorporated. Where these communal spaces are located on site is important as to how movement through and to the spaces is achieved with the organisations on site.

PROPONENT RESPONSE	UPDATED PLAN
KAP Facilitator spaces will offer dedicated gallery and shared theatre, meeting room and studios. The intention is that these facilities are prominently located and an anchor point for all visitors to the precinct. Ngannawal engagement to date has highlighted the importance of both recognising Ngannawal culture and history in the public realm, as well as supporting the ongoing practice of culture on site. The First Nations Arts Space briefing stresses the need for the seamless integration of indoor and outdoor spaces.	

THE PANEL'S ADVICE

More detailed planning studies are proposed once on the selected Precinct Concept, at the commencement of the Estate Development Plan and Concept Design phases in mid 2024.

10.0 Visual appearance

Nil.

Sample images from presentation

The following images have been extracted by the NCDRP Secretariat from the proponent's presentation to the Panel during the session. The images have been selected as an indicative sample of the proposal at the time of design review. It is noted that the provided images may not be representative of the proposal as lodged for development assessment.



General Site Controls

THE PANEL’S ADVICE

3 precinct concept studies are developed.



- Public Realm
- Arts Organisation
- Mixed Use

NIArchitecture ARUP PWA



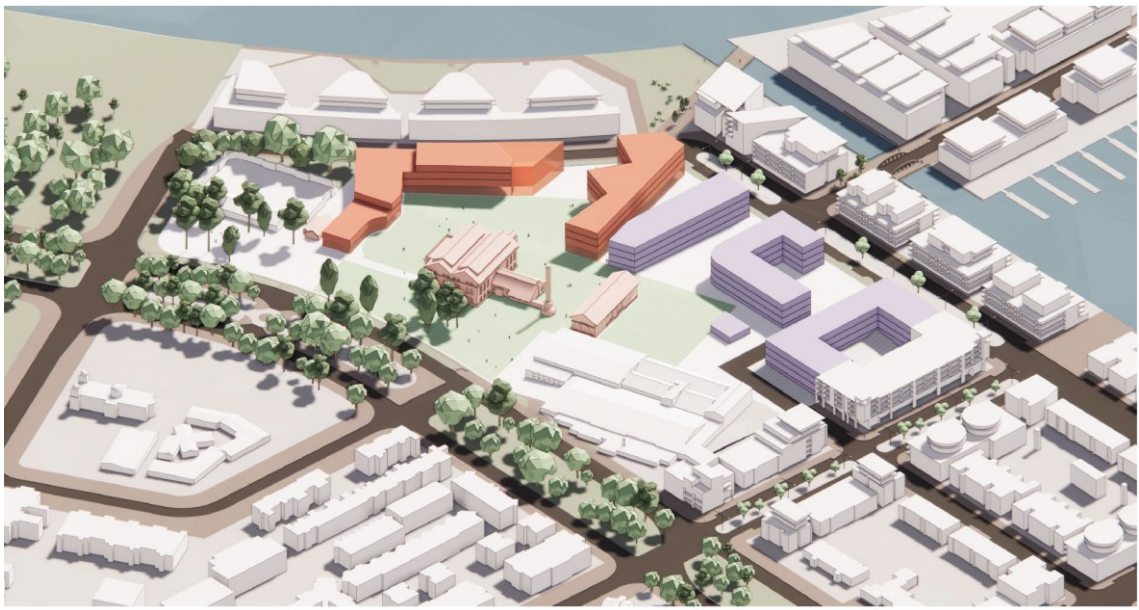
Precinct Concept Studies



NIArchitecture ARUP PWA

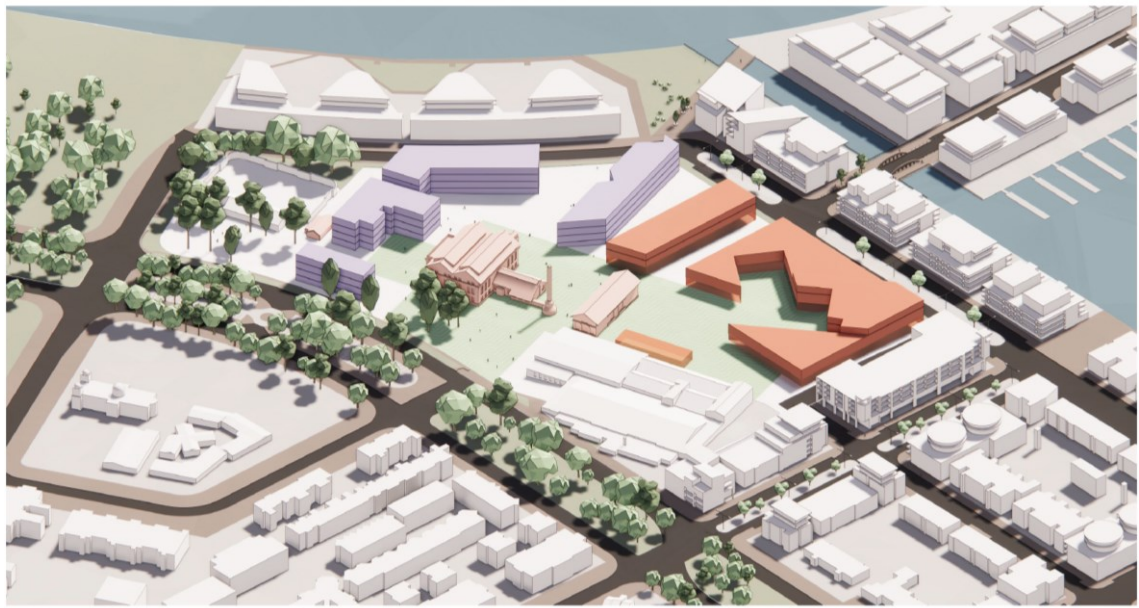
Study 1 - 3D Massing

THE PANEL'S ADVICE



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Study 2 - 3D Massing



NIArchitecture ARUP PWA

Study 3 - 3D Massing



- Car park analysis and integration with Study 2 is ongoing
- All three initial studies based on underground car parking, which has been identified to be cost prohibitive
 - Study 2 is now being developed with above ground carparking in various configurations and locations
 - ARUP have undertaken rationalisation of carparking requirements to reach 658 required publicly available spaces
- Purdon are reviewing requirements from a town planning perspective

Carpark Approach

THE PANEL’S ADVICE