

4. actions for change

4 Actions for change

The strategies outlined in chapter 3 will be achieved through the implementation of numerous actions. These actions consist of strategic actions that are fundamental to revitalising the Kingston Centre and other actions that support the strategic actions or achieve improvements in the centre. Proposed actions would be implemented progressively.

The strategic actions are the release of (part) Block 19 for a mixed use development, including a full-line supermarket* and actions aimed at activating Highgate Lane.

The next section presents all proposed actions. The following section provides additional information about the strategic actions. The final section of this chapter outlines the high priority actions.

The implementation methods for each action broadly consist of:

- land release (sale) of unleased Territory land
- variation to the Territory Plan (including creation of a Kingston Centre Precinct Code which outlines requirements specific to the centre)
- capital works
- operational activities, and
- partnerships.

Further details on these implementation methods can be found in chapter 5.

4.1 Proposed actions

Table 1 summarises the actions proposed to achieve revitalisation of the Kingston Centre. They are presented under each of the themes and strategies discussed in the previous chapter.

* On 6 May 2010, Chief Minister Jon Stanhope announced the release of new supermarket sites, including Dickson. For more details refer to this report's foreword or the following internet link: <http://www.chiefminister.act.gov.au/media.php?v=9505>

Table 1: Recommended actions

Theme 1 – Reinforcing Kingston Centre	
Strategy 1 - Allow the centre to grow	
Actions	<p><i>Land release</i></p> <ol style="list-style-type: none"> 1. Release Blocks 47 and 48 Section 19 (the public car park and co-operative shop site) for a mixed use development with a full line supermarket. Require that speciality retailing be limited as part of any redevelopment on Section 19. 2. Negotiate with the lessees of Block 29 Section 19 Kingston regarding a combined land release/sale with Blocks 47 and 48 Section 19 so it can be included in the mixed use development. <i>Refer to section 4.2.1 for more details about these actions.</i> <p><i>Territory Plan</i></p> <ol style="list-style-type: none"> 3. Incorporate the concept plan for the centre (Figure 9) and associated plans into the Kingston Centre Precinct Code. 4. Rezone the whole centre as Commercial (CZ1). 5. Create other opportunities for redevelopment in the centre by increasing development rights (i.e. permissible building heights, plot ratios etc) for: <ul style="list-style-type: none"> ◦ land fronting Highgate Lane ◦ Blocks 1, 5, 6, 7 and 16 Section 20 (fronting Kennedy Street), and ◦ Blocks 13 and 22 Section 22. 6. Strengthen retailing by requiring the following in the precinct code: <ul style="list-style-type: none"> ◦ a full-line supermarket with a maximum of up to 3400m² GFA as part of the development proposed in (part) Section 19 ◦ a maximum of 800m² GFA of other shops limited to 100m² per shop (to encourage any new speciality retailing to locate elsewhere in the centre). 7. Allow residential development and/or tourist accommodation development throughout the centre.
Strategy 2 - Activate Highgate Lane	
Actions	<p><i>Territory Plan</i></p> <ol style="list-style-type: none"> 8. Specify uses permissible on the ground floor of Highgate Lane which generate pedestrian activity (refer to Action 15). 9. Detail appropriate built form controls (buildings to front the Lane, direct building access from the Lane, transparent frontages to the Lane). 10. Encourage covered passages/walkways by increased development rights (i.e. permissible building heights) to blocks fronting the Lane. <i>Refer to Strategy 6 for more details.</i> <p><i>Capital works</i></p> <ol style="list-style-type: none"> 11. Upgrade Highgate Lane (pavements, planting, lighting, waste areas). 12. Upgrade the public area at the 'L' bend of Highgate Lane (Section 21 Block 26) as a small urban square and provide for a communal waste storage area. <i>Refer to section 4.2.2 of this report for more details.</i>

Strategy 3 - Build on the existing land use mix

Actions	<i>Territory Plan</i> 13. Encourage residential development within the centre. 14. Introduce noise controls and other measures to maximise compatibility between residential and cafe/ drink establishment functions.
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Strategy 4 - Maintain and extend active frontages

Actions	<i>Territory Plan</i> 15. To ensure active frontages, the following controls to be included in the precinct code and are to apply to street frontages shown on Figure 11: <ul style="list-style-type: none">◦ specify the uses permissible on the ground floor (i.e. business agency, community use, drink establishment, hotel, public agencies, restaurant, shop)◦ require pedestrian generating uses on ground floor◦ prohibit the use of non-transparent glass or painted glass on these frontages, and◦ require pedestrian entry to buildings from street level.
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Theme 2 – A centre with character

Strategy 5 - Respect the existing character

Actions	<p><i>Territory Plan</i></p> <p>16. Include the following provisions in the precinct code:</p> <ul style="list-style-type: none"> ◦ require zero setback to the front boundary in Blocks 29, 47 and 48 Section 19, Section 21 and blocks in Section 22 zoned Commercial ◦ encourage vehicular access points to be minimised (to maintain the continuous pedestrian scale) ◦ require small-scale shop fronts in Sections 19, 21 and 22 ◦ require awnings to ground floor of new development in Blocks 29, 47 and 48 Section 19 and Section 21 ◦ require that ground floor facades in the centre be predominantly transparent (non-transparent or painted glass not permissible) in Blocks 29, 47 and 48 Section 19, Section 21 and blocks in Section 22 zoned Commercial ◦ require that building and shop entrances address the street and be at level of the footpath in Blocks 29, 47 and 48, Section 21 and blocks in Section 22 Section 19 zoned Commercial, and ◦ require the finished level of the ground floor of development on Blocks 29, 47 and 48 Section 19 to be at street level.
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Strategy 6 - Adopt different building heights throughout the centre

Actions	<p><i>Territory Plan</i></p> <p>17. Include the following height provisions in the precinct code:</p> <ul style="list-style-type: none"> ◦ the height of buildings on Blocks 29, 47 and 48 Section 19 is to be in accordance with Figure 12 ◦ buildings that address Highgate Lane on blocks in Section 21 with a frontage to Giles Street or Kennedy Street may be up to four (4) storeys (RL581) in height in the area between the Highgate Lane boundary and a distance of 25 metres from that boundary. Where development incorporates an arcade/covered walkway from Highgate Lane to either Giles Street or Kennedy Street, buildings may be up to five (5) storeys (RL584) ◦ excluding the area referred to in the previous control, buildings that address Giles Street or Kennedy Street in Section 21 are to have a one (1) storey height limit ◦ Block 12 Section 21 may be up to five (5) storeys (RL584). If the air rights over Highgate Lane are relinquished by Section 21 Block 12 the maximum building height is eight (8) storeys (RL593) <i>Note. The existing building height is three (3) storeys and introducing a four (4) storey limit may not encourage redevelopment.</i> ◦ the height of buildings in Section 20 fronting Kennedy Street and Blocks 13 and 22 Section 22 fronting Giles Street may extend to four (4) storeys (RL581), and ◦ building heights in other parts of the centre are to remain unchanged. <p>18. Include the statement of character for the centre in the precinct code as a basis for assessing development applications.</p>
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Strategy 7 - Heritage

Actions	<p><i>Further investigation</i></p> <p>19. Request that the ACT Heritage Council determine the status of the heritage nominations for Section 21 and the Post Office.</p>
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Theme 3 – An engaging public realm

Strategy 8 - Improve streetscapes

Actions	<p><i>Capital works</i></p> <p>20. Upgrade the peripheral edge of Giles Street, Kennedy Street and Eyre Street based on the streetscape design for the core edge of each street.</p> <p>21. Modify planter boxes adjacent to bus stops in Giles Street and Eyre Street to enable easier access to the bus stops.</p> <p><i>Further investigation</i></p> <p>22. As part of the design documentation for Action 20 investigate the feasibility of widening footpaths along the peripheral edges of each street. The 90 degree parking on each street frontage is to be retained.</p> <p><i>Operational activity</i></p> <p>23. Replace missing street trees.</p> <p>24. Assess the health of all street trees and replace as required.</p> <p>25. Repair hard landscaping.</p>
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Strategy 9 - Extend open space

Actions	<p><i>Capital works</i></p> <p>26. Upgrade the public area at the 'L' bend of Highgate Lane (Block 26 Section 21) as a small urban square and provide for a communal waste storage area.</p> <p><i>Land release</i></p> <p>27. Note in the land release/sale documents for Blocks 47 and 48 Section 19 that it is a mandatory requirement that open space be developed at the front of the site adjacent to Eyre Street.</p>
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Strategy 10 - Progressively replace street furniture

Actions	<p><i>Operational</i></p> <p>28. Progressively replace street furniture using a consistent selection of materials.</p>
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Strategy 11 - Improve maintenance of the public realm

Actions	<p><i>Operational</i></p> <p>29. Introduce a tree maintenance program, possibly as part of the Urban Forests Program.</p> <p>30. Introduce a program to clean street furniture more frequently.</p> <p><i>Partnerships</i></p> <p>31. Encourage local businesses to maintain planter boxes and clean paving, either collectively or individually.</p>
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Theme 4 – A connected centre

Strategy 12 - Increase permeability in the centre

Actions	<p><i>Territory Plan</i></p> <p>32. Encourage the development of walkways/arcades through the ground level of developments fronting Kennedy Street and Giles Street with a rear frontage to Highgate Lane.</p> <p>33. Walkways/arcades are to be located in middle of a block rather than to one side. <i>Strategy 6 below includes height provisions to support these actions.</i></p> <p><i>Capital works</i></p> <p>34. Develop a master plan for the upgrade of Highgate Lane. This master plan will address:</p> <ul style="list-style-type: none"> ◦ the upgrade of paving, planting and lighting, and ◦ upgrade the public area at the L-bend of Highgate Lane (Block 26 Section 21) as a small urban square and space for a communal waste storage area. <p>35. Complete the works outlined in the Highgate Lane master plan.</p> <p><i>Management</i></p> <p>36. Negotiate removal of air rights over Highgate Lane.</p> <p>37. Work with businesses that use Block 26 Section 21 to introduce communal waste collection arrangements that would occupy a much smaller proportion of the land.</p>
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Strategy 13 - Greater priority to pedestrian movement

Actions	<p><i>Capital works</i></p> <p>38. Develop a shared way on Eyre Street and Jardine Street. Fund this shared way:</p> <ul style="list-style-type: none"> ◦ through government capital works, or ◦ as off-site works associated with the development of Blocks 47 and 48 Section 19. <p>If the later approach is adopted, the land release/sale documents should include a detailed design statement for the shared way so that the intended outcome is achieved.</p>
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Strategy 14 - Improve connections to the centre

Actions	<p><i>Capital works</i></p> <p>39. Construct wider footpaths along Eyre Street and Giles Street from Wentworth Avenue to the centre to match those in the Foreshore.</p> <p>40. Install pedestrian scale directional signage to the centre on Wentworth Avenue and Telopea Park (east).</p> <p><i>Further investigation</i></p> <p>41. Investigate the feasibility of more direct paths across Telopea Park as part of the proposed Telopea Park master plan.</p>
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Strategy 15 - Improve public transport

Actions	<p><i>Capital works</i></p> <p>42. Erect a bus shelter at each bus stop in the centre, or improve access from the footpath areas under the awning to the stops.</p> <p>43. Erect directional signage at each bus stop.</p> <p><i>Further investigations</i></p> <p>44. Investigate re-routing the buses through the centre such that the same stop is used on routes in one direction and the other bus stop is used on routes in the opposite direction. An alternate approach would be to route buses along Kennedy Street.</p>
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Theme 5 – Just enough parking

Strategy 16 - Establish approach to meeting future parking demand in the centre

Actions

Territory Plan

45. Excluding parking management strategies, future parking provision requirements have to take into account:
- the existing surplus of parking spaces
 - the demand for additional parking spaces arising from redevelopment of Section 19 and Section 21, and
 - the requirement to replace existing parking in Section 9.
- Include a parking strategy in the precinct plan based on the following approach:
- surplus parking is to be 'allocated' to redevelopment of sites in Section 21
 - any 'excess' not required to support redevelopment in Section 21 is to offset the requirement to replace parking in Section 19, and
 - any deficit between the demand for spaces in Section 21, and the number of existing surplus parking spaces is to be accommodated in a 'parking bank' in Section 19.

Further investigation

46. Undertake the following research:
- quantify the surplus number of parking spaces as a basis for determining future requirements
 - investigate the establishment of a 'parking bank', and
 - quantify number of parking spaces on Section 19 to be replaced as part of site redevelopment.
47. As part of Action 47 review the feasibility of limited basement parking along Highgate Lane.

Land release or Territory Plan

48. Development conditions for Blocks 47 and 48 Section 19:
- include a provision in the Territory Plan/sale documents regarding the number of existing parking spaces to be replaced as part of the redevelopment of the site, and
 - identify the number of spaces, if any, to be developed as a parking bank to meet future parking demand.

Strategy 17 - Tailor parking standards to centre requirements

Actions

Territory Plan

49. Include the following parking rates for development in Sections 19 and 21 in the precinct code:
- | | |
|----------------------------|--------------------------------------|
| ◦ Supermarket | 5 spaces per 100m ² GFA |
| ◦ Retail (ex supermarkets) | 3 spaces per 100m ² GFA |
| ◦ Non-retail commercial | 1.5 spaces per 100m ² GFA |
| ◦ Services | 3 spaces per 100m ² GFA |
| ◦ Residential | Code requirements |

OR

Further investigation

50. Investigate the feasibility of reducing parking requirements.

Strategy 18 - Access to public parking

Action	<i>Territory Plan</i> 51. Specify in the precinct code that egress from basement parking on Blocks 29 (if part of the development), 47 and 48 Section 19 is required to be to the public realm and not within the building.
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Strategy 19 - Improve parking management

Actions	<i>Capital works</i> 52. Introduce signs to parking within the centre, including to public parking under the Griffin. 53. Improve signage to the centre.
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Strategy 20 - Retain and increase on-street parking

Actions	<i>Capital works</i> 54. Upgrade on-street parking as part of public realm improvements. <i>Further investigation</i> 55. Investigate the feasibility of developing safe on-street parking as part of the shared way in Eyre Street.
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Theme 6 – A sustainable centre

Strategy 21 - Develop sustainable practices

Actions

Further investigation

56. Investigate the possibility of introducing roof water collection systems to irrigate public spaces. This investigation is to examine the possibility of:

- encouraging lessees adjacent to Green Square to include roof water collection as part of any refurbishment
- requiring the proposed development in Section 19 to include water collection systems
- encouraging lessees of blocks adjacent to Highgate Lane would to collect water to irrigate landscaping in Kennedy Street and Eyre Street
- including grey water collection as part of redevelopment, and
- resolving public health issues.

Operational

57. Introduce a collective waste management system:

- replace individual rubbish bins stored in Highgate Lane with a collective waste management system.

Operational

58. Require local businesses to contribute to the establishment of a waste and maintenance system. TAMS should initiate and coordinate the action.

Strategy 22 - Establish mechanisms for working with local businesses

Actions

Operational

59. Encourage the establishment of a reference group of lessees and traders who could work with government to implement aspects of the Framework.

4.2 Strategic actions

4.2.1 Action 1 - Development of part Section 19 Kingston

Part 2 of this report considers issues associated with the operation of the centre including its retail performance and operation as a group centre. It is concluded that a full line supermarket* of up to 3400m² was required in inner South Canberra and that it could be accommodated on Blocks 47 and 48 Section 19 as part of a larger mixed use development.

Blocks 47 and 48 Section 19 are unleased Territory land. Block 29 Section 19 is leased land currently used as a service station.

While a mixed use development (including full line supermarket) could be developed on Blocks 47 and 48 Section 19 only, a better urban design outcome will be achieved if the development incorporates Block 29 Section 19.

It is beyond the scope of this report to propose the method for incorporating Block 29 into the development site. Nonetheless it would be preferable if the three parcels are offered for sale together. This would necessitate:

- agreement before sale regarding the approach to sharing revenue from the sale
- agreement with the lessee of Block 29 Section 19 about the proposed site development proposals
- agreement that the lessee would sell Block 29 Section 19 as part of the land release provided that an agreed reserve price was reached, and
- agreement that the lessee of Block 29 Section 19 would be responsible for any site remediation costs arising from the operation of the service station.

Development of the site should be based on the spatial and non-spatial principles that underpin the concept plan. When applied to the site these principles can be expressed as:

- the development should give back to the centre and not draw life from it
- the development should not prevent growth elsewhere in the centre, and
- the development should be integrated with the centre.

These principles will be achieved if the development is consistent with the urban design directions in the Framework and the amount of development, especially retailing, is appropriate to the centre and the requirements of the catchment population.

From an urban design perspective the principles will be achieved if the following are required as part of the development (Figure 20 and Figure 21).

- The development addresses the street with its main entry facing the street.
- Active frontages are established along the street frontage, preferably by wrapping the front of the supermarket with specialty shops.
- The floor level of the retail component is at street level.
- The entry to the development is not enclosed.
- The development visually extends Green Square (and relates positively to the public realm).
- Heights are consistent with surrounding development.
- The location of higher building generally to be two (2) storeys (RL 576) along Eyre Street with higher elements up to four (4) storeys (RL 582) as shown on the indicative plan. Maximum building height of four (4) storeys (RL 582).
- Buildings should not overshadow windows in the adjacent development.
- Pedestrian egress from basement parking is into the public realm rather than within the development.

In addition, pedestrians should be able to move easily between the proposed development and the rest of the centre. Therefore a shared way as discussed elsewhere in this Framework should be established.

* On 6 May 2010, Chief Minister Jon Stanhope announced the release of new supermarket sites, including Dickson. For more details refer to this report's foreword or the following internet link: <http://www.chiefminister.act.gov.au/media.php?v=9505>

Figure 20: Section through proposed development

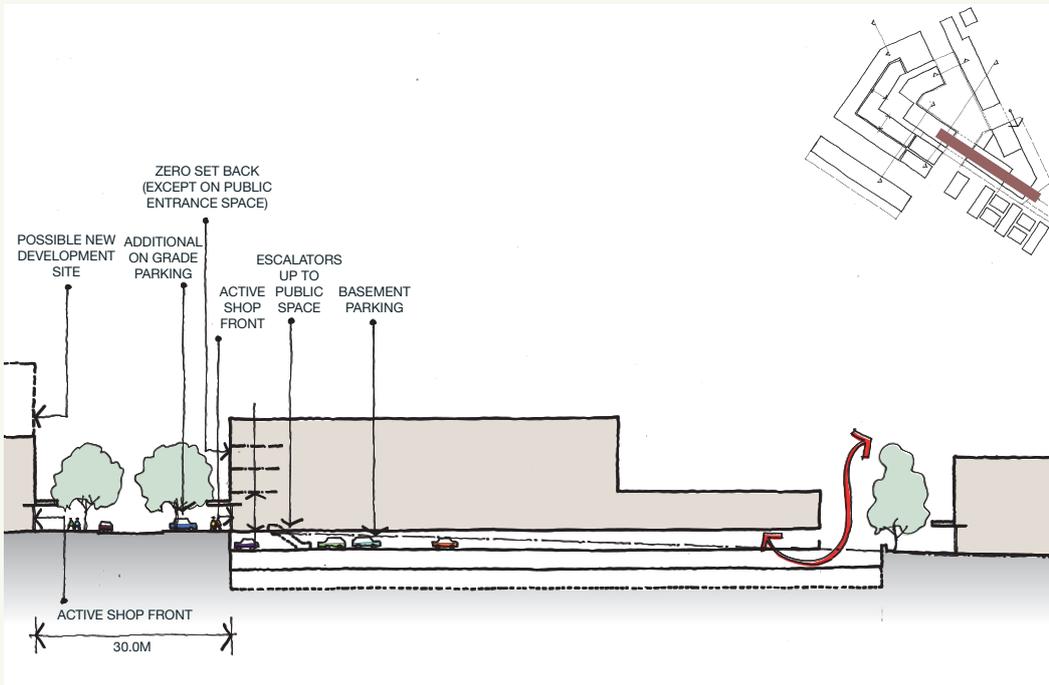
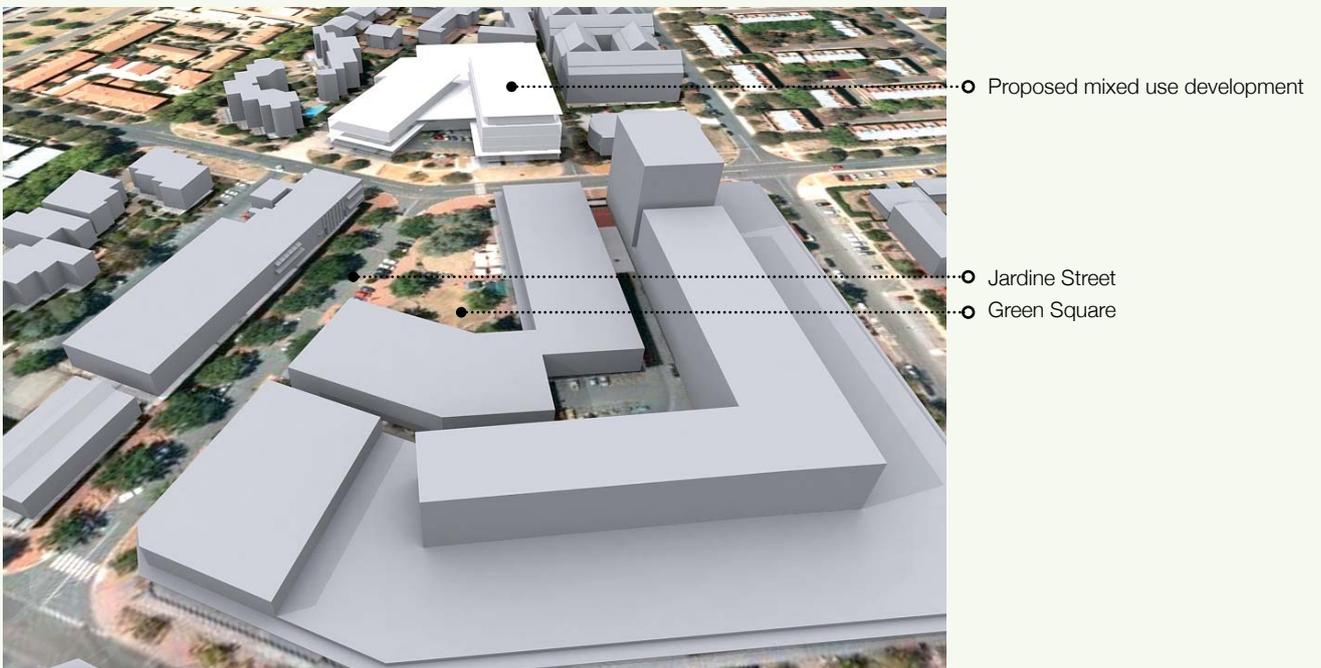


Figure 21: Massing of proposed development



The development of Blocks 47, 48 and possibly block 29 Section 19, would be appropriate to the role of the centre if it included the following:

- a GFA of about 10,000m²
- a supermarket of up to 3400m² GFA.
- about 800m² of specialty retailing (depending on the design of the development). This space is limited to enable retail demand to 'spill over' into the existing parts of the centre, and
- associated mixed uses possibly including residential, commercial and/or visitor accommodation. These uses are intended to underpin the viability of the development and reinforce the centre.

In addition parking generated by the development and [some] replacement parking [or possibly a parking bank] would be provided on site. Depending on the outcome of further investigations, some parking to meet future demand generated by redevelopment of blocks in Section 21 should be included in the development.

Table 2 outlines the proposed land use mix and parking proposed for this development.

The total parking requirements cannot be accommodated in two basements and at least part of a third basement would be required, even if parking requirements were reduced to levels proposed in this Framework.

Table 2: Proposed land uses, floorspace and parking

Use	Floorspace (approx)
Supermarket	3,400m ²
Specialty retail	800m ²
Non-retail commercial	5,800m ² (no residential) OR 2,800m ² with two levels of residential
Residential	Approx 30 units (two levels)
Estimated GFA	10,000m ²
Parking	No of spaces
Code Requirement	
Retail + office	280 spaces
Residential	40 spaces
Assumed replacement	220 spaces
Total on-site with replacement	540 spaces
Reduced Requirement	
Retail + office	240 spaces
Residential	40
Assumed replacement	220 spaces
Total on-site with replacement	500 spaces

Traffic

The traffic assessment (Attachment 2) concluded that the traffic volumes generated by the scale of development proposed could be accommodated on the surrounding road network.

Achieving the intended urban design outcomes

If implemented the above urban design elements should produce a development that 'speaks to' the rest of the centre and is consistent with the community's expectations.

Given the level of community support for a particular outcome and the intention of the framework to maintain the character of the centre, the challenge will be to ensure that the form of development is consistent with expectations.

There are two broad approaches to achieving this outcome:

- The land release documents could include binding urban design outcomes. These could be most readily achieved if the land was released through some form of competition that assessed urban design and financial elements of a proposal. Under this arrangement it may also be appropriate to establish a group that includes independent specialists to assess the proposals.
- The inclusion of controls in the proposed Kingston Centre Precinct Code. The controls would reflect the provisions of the Framework and should generally be expressed as rules.

Changing the planning controls

The above proposal is not permissible under the current Group Centre Development Code. It is anticipated that the proposed Kingston Centre Precinct Code would have to have effect through a full Territory Plan variation before the development proposed for the site could be implemented.

In some circumstances Territory Plan variations can have interim effect from the date they are publicly notified. However the Planning and Development Act (2007) requires that the more stringent of the two controls is to apply. The existing conditions applying to the site would be the more stringent than the proposed conditions. Therefore it would not be possible for the variation to have interim effect.

4.2.2 Action 8 - Highgate Lane

In combination the various strategies and actions are intended to encourage redevelopment of properties backing onto Highgate Lane and to activate the lane as a means of increasing permeability.

The actions intended to achieve this outcome are:

- encourage new pedestrian connections off the lane to Giles Street and Kennedy Street
- increase the permissible building heights at rear of blocks fronting Kennedy Street and Giles Street:
 - to four (4) storeys (RL 581) where an arcade is not included, or
 - five (5) storeys (RL 584) where an arcade/covered walkway forms part of a development proposal
- provided that the site is appropriately located to improve connections and the arcade takes the form of a covered walkway open at either end
- encourage small scale commercial frontages to the lane
- reduce on-site parking requirements and utilise surplus parking capacity and if necessary establish a parking bank
- parking generally to be off-site with limited basement parking off Highgate Lane where sites have a minimum dimension of 36m
- upgrade the public space (Block 26 Section 21) at the 'bend' of the lane as open space
- introduce collective waste management arrangements to be located on part of Block 26 Section 21, and
- upgrade public realm of Highgate Lane, including paving, lighting and landscaping.

Car parking

It is anticipated that redevelopment of the sites fronting Kennedy Street and Giles Street could increase the floorspace in Section 21 by about 10,000m². Depending on the activities proposed the redevelopment could generate a demand for about 200 to 300 parking spaces.

Taking into account the discussion in section 9.5, it is estimated that about 60 spaces could be accommodated in basements on those blocks in Section 21 that are large enough to do so efficiently. The parking capacity would increase if basements could extend under Highgate Lane.

It is estimated that if all blocks with development potential were redeveloped and the maximum number of parking spaces provided on-site, there would be a shortfall of between 150 and 250 spaces that would have to be met in some other way.

This shortfall could be met through:

- a reduction in parking requirements
- allocation of the surplus parking spaces to redevelopment of the rear of Highgate Lane (the surplus to be quantified)
- establishment of a parking bank in Block 48 Section 19 Kingston (as part of the initial development of the site)
- a combination of approaches.

The implications of the establishment of a parking bank are considered in section 9.5.

4.3 Priorities for change

It is essential for the long term prospects of the Kingston Centre that the number of people visiting increases. The framework aims to enhance all aspects of the centre to achieve this outcome. The framework includes many actions and it would be unrealistic to believe that all could be implemented in the short-term. Therefore priorities for delivering change have been proposed.

In order to achieve short term change, the actions that deliver the greatest social and economic benefits to the centre and to the wider community should be implemented initially. The following criteria were used to identify the priorities:

- scope to have immediate impact on improving Kingston Centre
- cost effective capital works
- scope to fund capital works from release of public land for commercial development, and
- scope for public/private partnerships to achieve public realm outcomes.

The key priorities for change are:

- further investigation of the need for and requirements of a parking bank in Blocks 47 and 48 Section 19
- land release of Blocks 47 and 48 Section 19 for a mixed use development including a full line supermarket
- negotiate with the lessees of Block 29 Section 19 Kingston regarding a combined land release/sale with Blocks 47, 48 and possibly 29 Section 19
- creation of a Precinct Code for the Kingston Centre and a full Territory Plan variation
- capital works funding to allow improvements to Highgate Lane
- capital works funding to improve pedestrian connections between Kingston Foreshore and Kingston Centre, and
- capital works funding improve parking signage around the centre.

