

KINGSTON PARK IMPLEMENTATION REPORT



AUGUST 2017

This report is regularly updated and released for public information.

1. INTRODUCTION

This report has been prepared as a quarterly update on the progress of the Kingston Park project. It is Council's way of regularly reporting to the Kingborough community.

Although this project has been underway for a number of years, it is not until later in 2017 that significant on-ground work is to take place on the site. It will then be necessary, from that time onwards, to provide a reasonably comprehensive reporting mechanism that explains what this construction entails and what the forward construction program is to be. It is also important that the financial status of the project is described – bearing in mind that, although large up-front costs are necessary to provide the initial public infrastructure, these are well outweighed by the subsequent direct and indirect economic benefits for Kingborough.

Every three months Council will provide this report for public scrutiny. Within it there is a description of the (2) background to the project – as there will always be many people who are not that well acquainted with it or why it is so critically important for Kingborough. The subsequent sections will describe the (3) main construction projects that are being managed by Council – these being the Community Hub, Boulevard road, Promenade and the Public Open Space. Following this there is a section on the (4) land release strategy for the site – how land is to be subdivided and developed over time. There is then a (5) financial report consisting of the current cash flow situation and the amount of project borrowings. The section on (6) communications, reports on the latest news about the project and how this has been or will be more broadly communicated and the final section deals with (7) project governance and administration.

The main updates each quarter will be made to sections (3), (5) and (6). It is these sections that should be focused on by people who wish to closely follow the ongoing progress of this project.

Council is interested in obtaining any comments or thoughts about the project. There will of course be many good ideas that could be incorporated within this project. As people come to understand the project better and become enthusiastic about what it can offer, then it is also more likely that constructive suggestions will come forward. The details of the Kingston Park Development Plan continue to evolve and it is important that everyone has an open mind to future opportunities.

2. PROJECT BACKGROUND

Kingston Park is the former Kingston High School site and is located immediately to the north of the Kingston Central Business District. The redevelopment of this site constitutes the most important development opportunity within Kingston and how it is developed will be critical in determining the future viability of the whole Kingston CBD. It is the most critical single project for the economic future of the Kingborough municipality.

The future development of the 11.3ha Kingston Park site can only be considered within the context of this CBD. Its primary objective is to encourage and complement the future sustainable development of the whole of central Kingston and Kingborough more generally. A great deal more private and public investment will occur within Kingston if the whole central area is progressively developed in a cohesive and integrated manner.

Development that occurs on the site will provide local recreational and cultural attractions and fill gaps in the services that the local community needs. If Kingston is to be the main commercial centre south of Hobart then this will depend on how this Kingston Park site is developed. It has been often stated that this is a once in a lifetime opportunity for Kingborough in that its development will provide the best opportunity to really improve the public amenity and facilities within central Kingston. It is a truly unique development opportunity and care must be taken to obtain the optimum result.

Kingborough has, for the last 20 to 30 years, had a greater increase in population than any other municipality in Tasmania. Kingborough's close proximity to Hobart, the availability of land, good transport routes and the area's inherent natural attractions as a coastal municipality have all been major drawcards for new residents. Kingborough's population is expected to continue to grow by almost 40% by 2040. However, about 60% of all Kingborough employed people travel north to Hobart or beyond to work. There should be many more local services and employment opportunities in order to reduce this daily traffic out of Kingborough – making it more convenient for local residents and reducing travel times and congestion in Hobart. It is within this context that building a strong sustainable CBD is so important.

A Development Plan for the Kingston Park site was prepared during 2012-2013 and it describes the proposed development that is to occur on the site. It contains an urban design framework that enables new forms of development and the planned delivery of infrastructure to support that development. There is to be a mix of commercial and residential uses, together with public open space and community and cultural facilities. About one-third of the site's area is utilised by each of these generic land uses – that is, one third to commercial and residential, one third to public open space and one third to community uses and public infrastructure.

For Council, this project also needs to be economically feasible. The brief for the Development Plan required that a proposal be developed that addressed local land use needs, was well designed and broke-even financially. This should be a stand-alone project that would not be completed at the expense of other worthy projects in the municipality. Commercial properties are to be sold so that revenue can be used to pay for the public and community facilities that are to be provided on the same site. The timing and means by which land is disposed will be critical in determining whether Council obtains the optimum income from this project.

The urban design provides for a vehicular 'boulevard' that passes through the site – from the former school's existing entrance through to a new junction with Beach Road. A pedestrianised 'promenade' extends from Channel Court, through the existing Council parking area on John Street, past the proposed new health centre and new 'community hub' through to the walkway under the Southern Outlet. The figure below provides an overview of what is proposed.

Figure 1 – Proposed Site Development



Council has previously commissioned independent economic assessments of this project and they have determined that the project will make a significant contribution to the Kingborough and Huon Valley economies. The economic benefits of the project will occur during both the construction phase and on an ongoing basis within Kingborough. During construction many jobs will be created – equivalent to about 67 jobs per year over a 10 year construction period (worth almost \$80M per annum) – and almost \$90M worth of development will occur on site (generating \$205M worth of multiplier impacts). The eventual redevelopment of the site will generate well in excess of 600 new jobs and increase the ongoing retail expenditure by about \$3.7M per annum within Kingston.

While these economic benefits are significant, it should also be acknowledged that there will be a stimulation of additional investment on other nearby private properties within central Kingston. An early investment by Council that builds confidence and gets the project moving will be a worthwhile investment. It could make the difference between the project being fully completed within 10 years, compared to it being drawn out for much longer because of affordability problems.

It is also worth noting that there will be longer term revenue benefits from this project for Council, primarily from increased rate revenue from development within the Kingston Park site and central Kingston more generally. Most of this additional revenue however is likely to be spent on the ongoing management and maintenance costs associated with the extensive park area that is to be established and the Community Hub facility.

The economic benefits are complemented and enhanced by the many social and community benefits that this proposed site development will provide. The future growth in demand for services is inevitable (as a consequence of population growth) and this project is primarily about preparing the Kingborough community for this growth. Future generations will judge us on how well we have taken the opportunity to utilise this land to develop a truly sustainable and viable central business district.

The social benefits of the project include the availability of a new and expanded Kingston Community Health Centre; a new multi-purpose Community Hub facility that will provide spaces for a variety of community and cultural activities (the future “heart” of central Kingston); a large area of public open space with children’s playground and other landscaped features; the inclusion of residential areas that will bring increased activity into central Kingston, making it a safer and more attractive place to visit; and the potential for commercial entertainment and more things to do that encourage social interaction and community well-being.

A high quality of urban design is also an important component of this project. It has always been the intention that the redevelopment of Kingston Park would be a showpiece and an example for other private developments throughout the municipality. It should provide

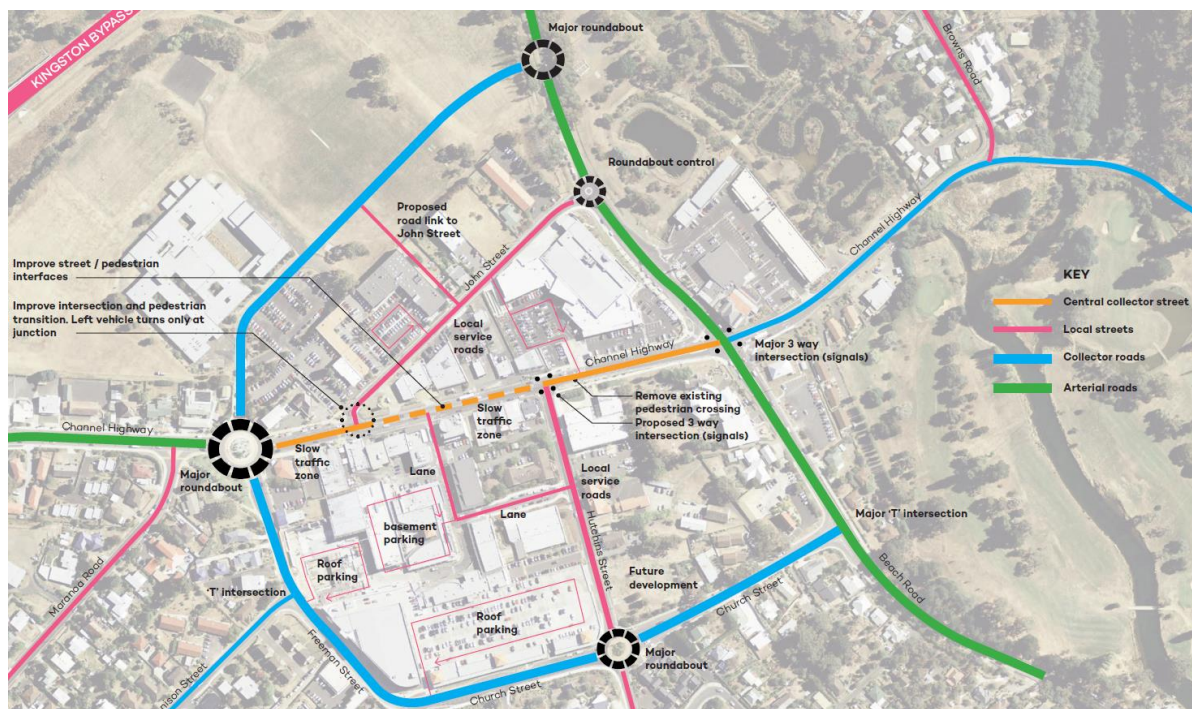
attractions that are creative and innovative in order to generate increased visitor levels and community pride – both in turn helping to sustain the long term future of central Kingston.

3. PROJECT DEVELOPMENT COMPONENTS

3.1 BOULEVARD ROAD

The Boulevard road is to be the main through road within Kingston Park and will facilitate the overall site redevelopment and provide vehicular access to all components. Its construction will enable, in the first instance, the subsequent construction of the Community Hub and the State Government's Kingston Health Centre – as well as a number of other individual land parcels that can in future be sold and developed. An important aspect of this component is that the main reticulated services and other related infrastructure will be provided to facilitate the overall redevelopment of Kingston Park – such as stormwater, water, sewerage, telecommunications and power.

This through road provides an additional traffic option that will assist in taking the pressure off other through roads such as John Street and the Channel Highway. Its relationship with these other roads within central Kingston is shown in the diagram below (note that decisions are yet to be made in regard to some of the detailed proposals shown).



A detailed design of the Boulevard has been completed and a planning permit granted. The design is consistent with the alignment shown within the Development Plan, although it has been widened by a few metres to accommodate some roadside parking and a wider nature

The forward program is as follows:

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3.2 COMMUNITY HUB

The Community Hub will provide for a variety of community uses and encourage the increased social interaction in central Kingston. It will be complemented by the adjoining pedestrianized promenade, public open space and children's playground.

Following the completion of an architectural design competition, March Studio Architects were appointed project architects. A detailed design of the facility has been completed and a planning permit has been issued.

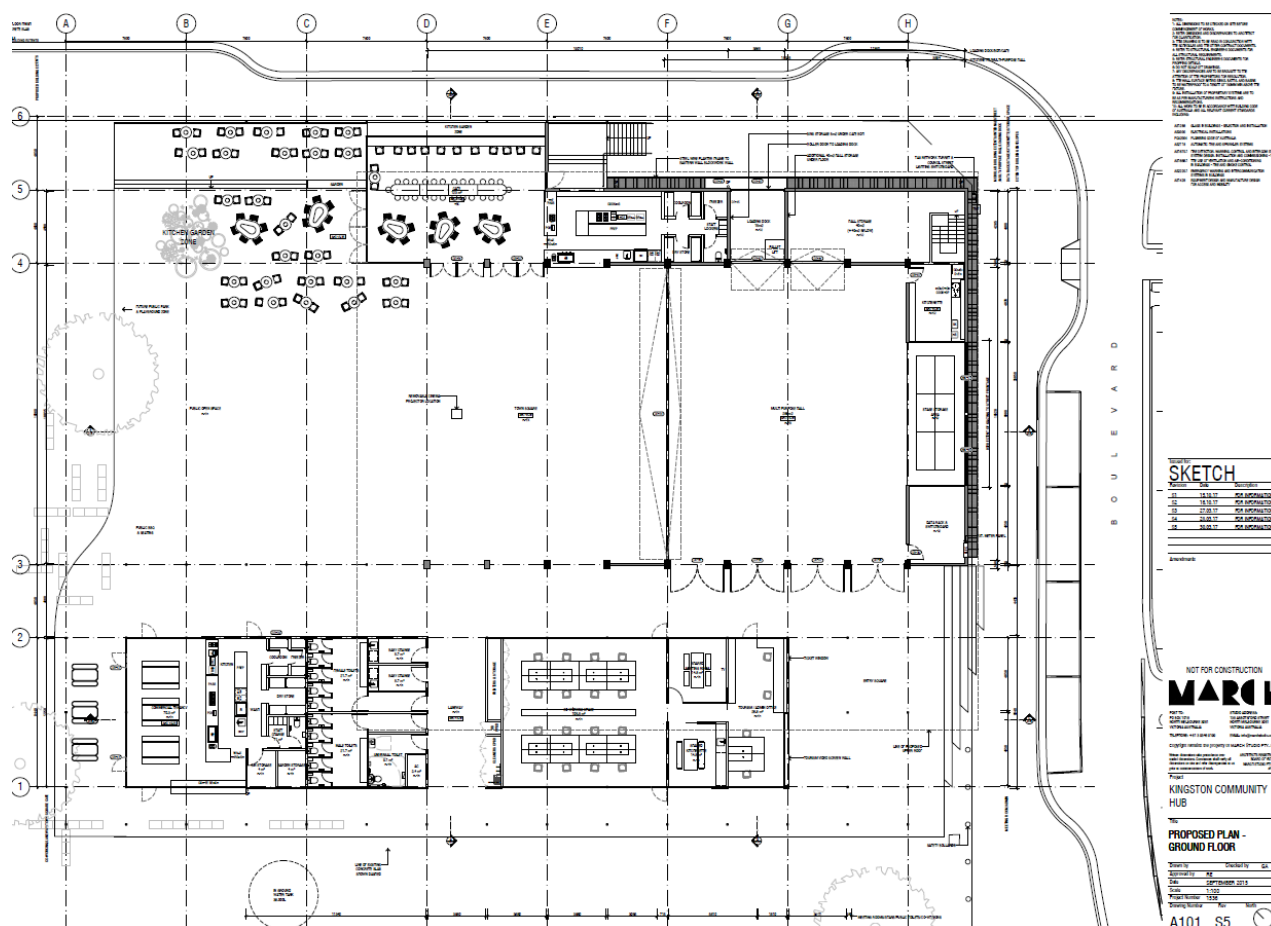


A grant application for the construction of the Community Hub was submitted under the Building Better Regions Fund at the end of February 2017. Council was recently notified that it was successful and a grant of \$2.8M will now be used to match Council funds in enabling this community facility to be constructed.

The forward program is as follows:

- (1) Prepare specifications and drawings to enable construction – September 2017.
- (2) Obtain Building and Plumbing Permits – November 2017.
- (3) Call for tenders for construction and award contract – December 2017.
- (4) Administer the construction contract – January to November 2018.

The proposed floor plan is shown below, followed by a description of what is to be included within the future Community Hub.



Upon entering the building, there is an internal 'street' or corridor that takes the visitor past a **reception area** (with a facility manager there at most times and particularly when actual events are occurring) and a **tourism kiosk** that provides information about tourism and community activities and attractions. The area near the entrance will include some small **meeting rooms** that will be available for community use and for appointments to meet Council officers or other service providers. **Public amenities and storage** are obviously essential and are indicated in the above floor plan.

The **multi-purpose hall** provides a larger indoor space for displays, presentations, performances, workshops, exhibitions etc. The **town square** is the break-out space from the multi-purpose hall. It is an area where other functions can be held – either in conjunction with the hall or separately. There will be the ability to exclude other areas with moveable walls (designed to drop down from the ceiling) and one of these will contain a cinema screen. The design provides for all abilities access, good acoustics, incorporation of audio technology, power for community events, free WiFi, solar water heating and security.

A **café** is located alongside the town square. There is to be a room provided as a designated **co-working space** with individual work stations for people to work, study or meet with colleagues, plus another **commercial tenancy** will be provided just beyond the public

amenities. There is the capacity to add future modules and features to the building, plus there is a good **connection to adjoining public open spaces** – particularly in relation to a proposed community garden, kitchen garden and children’s playground.



3.3 PROMENADE

The Promenade is the main pedestrian spine and connects the main Channel Court retail precinct with Kingston Park and then continues through to the pedestrian underpass at the Southern Outlet. It links up the Health Centre, Community Hub and recreational areas with the residential and commercial precincts. Cafes may adjoin it so it becomes the “eat-street” envisaged within the Development Plan (as in the indicative image below).

Figure 18: Future perspective along Promenade (looking north west to Mt Wellington)



The Promenade has two distinctly different sections. That part which is south of the Boulevard is for pedestrians only, while that part which is to the north will have wide footpaths but will provide vehicular access to the built up areas in Kingston Park's western corner.

The Promenade will be constructed to a high quality with spaces for resting, outdoor eating, vegetation, public art and shelter. Its design will need to be sensitively considered in order to encourage activated adjoining developments on both sides of the Promenade.

Specific consideration will be given to safe pedestrian and bicycle access along the whole length of the Promenade. Designated lanes may be provided so that there is no confusion. Consideration will also be given to how the Promenade is designed in a way that complements the designs of the areas around the Community Hub and the adjoining public open space.

The next step is to complete the design of the Promenade components. Construction of the Promenade may occur in two separate stages.

The forward program is as follows:

- (1) Finalise design brief – September 2017.
- (2) Design commences for stage 1 – October 2017.
- (3) DA for stage 1 of Promenade – December 2017.
- (4) Planning permit approved and design completed and endorsed – March 2018.
- (5) Prepare tender specifications and drawings to enable construction – March 2018.
- (6) Call for tenders for construction and award contract – May 2018.
- (7) Administer the construction contract (stage 1) – June to December 2018.

3.4 PUBLIC OPEN SPACE

The design of the public open space area is an important stage in the future development of the overall site. For many people, Kingston Park will be known most for the recreational attractions it offers and the spaces for community events and family gatherings. It is proposed that an exciting and innovative playground will be included immediately to the west and north of the Community Hub – maybe encouraging creative and inventive play using technology and science in ways that are adventurous, fun and inspirational. There will be opportunities to provide public recreational attractions that meet local needs, are of a high quality and provide something that is very different to what exists anywhere else.

The Development Plan provides a basic description of the facilities to be provided and will be used as a starting point. Excerpts from the original Development Plan are shown below.



As indicated in the sketch plan above, there are a number of components that are likely or could be included – such as the children’s playground (plus other scattered play features), amphitheatres for public events and performances, pedestrian and bike trails, grassed areas for general play, water features, scattered seats and benches, trees for shade and gardens for aesthetic appeal, Indigenous bush food garden, arboretum, sculptures and other examples of public art, and quiet rest areas. Designated parking is provided in the eastern corner as well as along the adjoining roadsides.

This initial conceptual design will be expanded upon by way of a detailed design that will facilitate the actual construction of the various public open space components – such as the playground, earthworks and drainage, pathways, landscaping and furniture. It is expected that the construction will take place in a number of stages (at least two) and there may need

to be some detailed changes as time goes by. The next step is to finalise the brief for this more detailed design.

The forward program is as follows:

- (1) Finalise design brief and staged construction proposals – September 2017.
- (2) POS design conducted and finalised – September 2017 to January 2018.
- (3) Prepare and process development application – March 2018.
- (4) Prepare tender specifications to enable first stage construction – March 2018.
- (5) Call for tenders for construction and award contract – May 2018.
- (6) Administer the construction contract for first stage – June 2018 to February 2019.
- (7) Manage future construction stages.

4. LAND DISPOSAL

The future development of land within Kingston Park for residential and commercial purposes is to be based on a Land Release Strategy that ensures revenue is obtained to pay for the public infrastructure and facilities that Council must provide. The future disposal of land must be done in a way that maximises the revenue while still being consistent with the Development Plan – acknowledging that this Development Plan will be amended as it responds to the more detailed information that becomes available over time. It is important that the land release process is attractive for potential investors and yet also meets Council's needs in relation to such aspects as preventing land banking and meeting community expectations.

The consultancy firm NAVIRE has been appointed as Council's Principal Property Advisor. They have prepared a Land Release Strategy and this is supported by detailed financial modelling that forecasts all of the project's costs and revenue. The Land Release Strategy acknowledges the complexities of urban renewal – "it is full of challenges and takes time – time that typically traverses political and property market cycles".

Nevertheless, Council does have an opportunity to effectively create a new market for a higher density of development within Kingston Park – because of its ideal positioning so close to the CBD and its own internal "seed/catalyst" projects (health centre, community hub, cafes, public open space, playground etc). The planning scheme also includes specific provisions that facilitate the implementation of the Development Plan and reduce developer risk and community uncertainty.

The guiding principles for urban renewal at Kingston Park are to be:

- (1) Developing a shared vision
- (2) Providing planning certainty

- (3) Delivering supportive infrastructure
- (4) Facilitating seed/catalyst projects
- (5) Having land control
- (6) Managing market conditions

Council has already gone some way in embedding these principles within the Kingston Park project – by way of its approach in Council actually providing the essential public infrastructure, rather than relying on future private developers to do this.

The Land Release Strategy produced by NAVIRE provides the necessary blueprint for Council to follow in staging the sale of land within Kingston Park. It strikes an appropriate balance between low risk/low return options, compared to high risk/high return options. This will be based on a 'post pre-sales' approach, where land is only sold after both a planning permit for the proposed development and pre-sale commitments are obtained. This should enable the land to be sold for a higher amount (increasing revenue to Council), without imposing unacceptable risks. In order to achieve this, it will be necessary for Council (with the assistance of NAVIRE) to convince prospective developers of the value and unique opportunity that Kingston Park represents.

The final Land Release Strategy and the detailed financial analysis, is of course, 'commercial in confidence'. It is inappropriate for Council to publicly release information (such as cost and revenue expectations) that could be used against it by prospective tenderers and land purchasers.

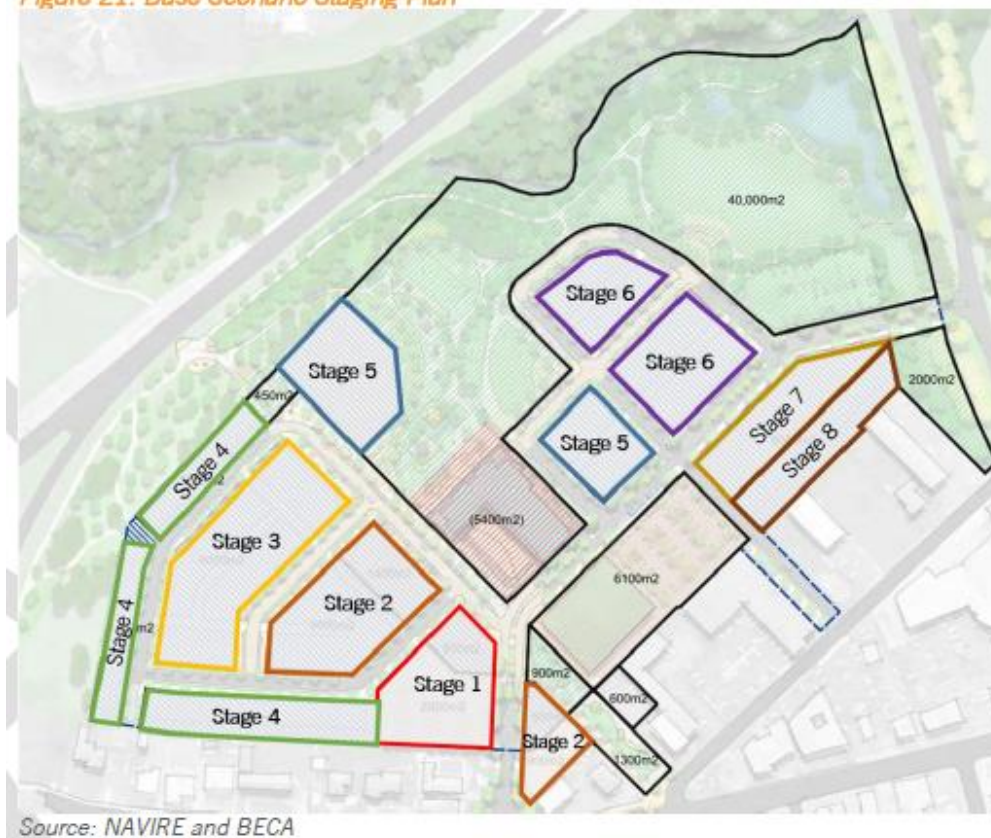
The consultants have compiled a series of financial scenarios based on many different assumptions. Council has chosen the most likely and most advantageous scenario as being the basis for moving forward. This took into account:

- the economic and market reality over the long term;
- catalyst project and infrastructure delivery timing;
- Council's peak debt (borrowing facility) capacity;
- Council's final net financial position; and
- the proposed land uses described in the Development Plan (accommodating some relatively minor changes).

This chosen scenario is expected to ultimately result in a net financial loss of about \$2.7M – which is an improvement on the previous Council estimated loss of about \$5M.

The base scenario staging plan is shown in the diagram below.

Figure 21: Base Scenario Staging Plan



5. FINANCIAL MANAGEMENT

5.1 FINANCIAL STATEMENT

Council is closely monitoring all the financial affairs relating to this project. All actual costs are attributed to the project – including project management and staff costs. The following table indicates the project expenditure and income that has been incurred to date (up until 30 June 2017) – and a calculation of the total project cost, including interest charged on internal loans.

PROJECT COMPONENTS	EXPENDITURE (\$,000)					
	2012/13	2013/14	2014/15	2015/16	2016/17	TOTAL
Development Planning	290	73	37	32		432
Land Purchase		144				144
Site Development		40	10	4		54
Demolition		7	1,067	81	60	1,215
Community Hub				39	170	209
Parking Strategy				41	5	46

CBD Traffic M'ment				113	50	163
CBD Road Design					14	14
Boulevard Const'n					12	12
Land Release Strategy					57	57
Site Maintenance		27	33	33	35	128
Governance				1	1	2
TOTAL	290	291	1,147	345	403	2,476
INCOME (\$,000)						
Govt Grant	220					220
DHHS road bond					377.5	377.5
TOTAL						1,878.5
NET COST	70	291	1,147	345	26	1,679
Interest @3%	2	11	47	53	54	167
TOTAL PROJECT COST						2,046

A deposit has been paid for the purchase of the land and it is expected that the balance will be payable during the 2017/18 year. It is noted that the land value was significantly reduced to account for the fact that the land will be developed in accordance with the Development Plan – that is at least half of the total area would be developed for public or community based purposes (compared to what might have been the case if the land had been sold to a private owner).

Other proposed expenditure during 2017/18 will be in relation to the construction of the Boulevard road and the Community Hub – together with designs of the Promenade and public open space components.

5.2 BORROWINGS

At this stage all borrowings for the project have been internal loans – against Council's existing cash reserves. These loans (plus interest) will be repaid by the project.

Council has approved the expenditure of \$10M at Kingston Park in the 2017/18 capital expenditure budget. To fund this expenditure, Council will need to borrow the \$10M, which has been approved by Treasury in the Local Government Loan Council Allocation. A paper outlining the borrowing strategy will be brought to Council in the next few months.

Council is still waiting for notification that the State Government will provide an additional interest free loan of \$6M (which would need to be repaid within 5 years). The basis of this funding is that Council accelerates its expenditure program and commences construction of

the appropriate works by June 2018. There would then be a higher priority for the roads and services to be constructed so that the Kingston Park project can generate income from land sales and repay these loans. It is expected that the interest free loan would be repaid from the settlement of the first stage of the land sales in 2022/23.

5.3 ANTICIPATED EXPENDITURE in 2017/18

During the 2017/18 financial year it is anticipated that the following activities (and associated estimated expenditure, including in-house Council costs) will occur:

BOULEVARD	Tender specifications and contract allocation	\$2,610K
	Construct Boulevard (first stage) and John St link road	
	Installation of services	
COMMUNITY HUB	Planning and building approvals	\$3,020K
	Tender specifications and contract allocation	
	Construction of building (partly completed)	
PROMENADE	Design of Promenade (both sections)	\$170K
	Prepare and submit development application	
	Tender specifications and contract allocation	
	Commence construction	
PUBLIC OPEN SPACE	Design (including proposed playground)	\$280K
	Prepare and submit development application	
	Tender specifications and contract allocation	
	Commence construction	
TOTAL WORKS		\$6,080K
OTHER COSTS	Project management, communications and governance	\$200K
	Land Release Strategy implementation	\$80K
	Land Purchase	\$1,350K
	Reimburse previous Council expenditure	\$2,050K
TOTAL		\$9,760K

This is an ambitious program and, like any major construction project, there will be unexpected issues that need to be resolved. In some cases, expected costs will change after tenders are received. Nevertheless, the list above provides an indication of what is proposed during the current year.

A particularly significant announcement was made on 4 August 2017, when Council was informed that it had been successful in obtaining a \$2.8M grant under the Federal Government's Building Better Regions Program. This grant is to assist in funding the construction of the Community Hub building during 2018.

6. PUBLIC COMMUNICATIONS

To date, public information about the project has been provided by way of the following:

- Public surveys leading up to the preparation of the Development Plan.
- Public exhibition of draft documents – including master plans, Development Plan, proposed community hub design etc.
- Displays of proposals at the Civic Centre.
- Development applications for proposed site works.
- Newspaper articles and media releases, plus information on Council's Facebook page.
- Copies of relevant documents (including the Development Plan) placed on Council's website.

A Communications and Community Engagement Strategy has been prepared for the Kingston Park project. The objectives of this Strategy are:

1. To provide information about the project and to seek input and suggestions as the project is being delivered.
2. To facilitate a broad understanding about the social and economic benefits that this project will deliver to the Kingborough community.
3. To enhance Kingborough Council's reputation as a council committed to providing accurate and up-to-date information, as well as consulting with and meeting the expectations of the Kingborough community.
4. To proactively identify and manage media interest in this project so that key messages are broadcasted to the public and other stakeholders.
5. To promptly respond to concerns about the project and to address any issue that requires clarification or immediate action.
6. To provide for an effective two-way dialogue that will achieve positive community and developer feedback and will enhance the overall delivery of the project.

The key messages within the Strategy are that:

- Council is committed to informing and consulting with the community regarding the future development of the Kingston Park site.
- The project's progress will be reported and details provided at appropriate times to the respective audiences (see below).
- Council is acting in the best long term interests of the municipality in the way it is managing the future development of this site. The benefits of the project are that it will improve the liveability of central Kingston and enable the creation of a sustainable central business district that can support the local needs of the Kingborough community.
- This is a particularly complex project with a number of on-ground components being delivered in a concurrent manner at different stages – including design,

negotiation, approval, construction and maintenance phases. Each component supports the delivery of others and is being managed in a coordinated way.

- This project is self-funding in that the community facilities are to be funded from the sale of land within Kingston Park (as managed by a Land Release Strategy to maximise revenue) and external grants. Loans will be taken out in order to fund project management and construction; and these will be repaid from external sources to the maximum extent possible with any Council 'subsidy' kept to a minimum.
- Council has already carried out many investigations – in regard to previous public consultation, feasibility studies, the preparation of a Development Plan, a Land Release Strategy, engineering designs etc – and these will continue to be refined and new ones done as the project progresses.

The delivery mechanisms are to include:

- Regular and established Council media releases – quarterly Council News and monthly Snapshots.
- Council's Website – dedicated page for Kingston Park providing up-to-date information and background documents detailed particular aspects of the project – plus inclusion of consultation forums.
- Media releases – for all southern Tasmanian media
- Digital and social media – update information on Facebook, Twitter, Instagram and YouTube.
- Paid Advertising – mainly in print media but also potentially on local television.
- Signage and branding – consideration will be given to how the project might be 'branded' and promoted.
- Meetings – briefings and consultation with stakeholders, developers, interested groups and individuals.
- Public displays – provided as needed in the Civic Centre or other public places.
- Public information – by way of public forums (open two way dialogue) or as written information (brochures, reports and correspondence).

7. PROJECT GOVERNANCE

The implementation of the Development Plan is Council's responsibility. Council has decided to retain direct control of the site development – including the provision of the core public infrastructure (Boulevard, Promenade, Community Hub and Public Open Space) and the subsequent subdivision process that will enable the release of fully developed land parcels into the market place. The Land Release Strategy will guide the process and timing of land releases.

The benefits of this more direct approach are that it allows Council to exert a greater control over the desired site development; ensure there is consistency in the standard of public

infrastructure construction (eg high quality streetscapes); achieve an optimum revenue stream and to facilitate the site development as early as possible (without land banking).

This requires a more hands-on management style within Council. An internal steering committee has been established to closely monitor the project and a full-time Project Manager appointed to oversee the implementation of the on-ground works. A Probity Advisor from the consultancy firm Wise Lord & Ferguson is a member of the steering committee and provides procurement and governance advice. Reports to Council are provided whenever major decisions must be made and in order to provide regular updates on general progress.

Council is conscious of a perception that it may have a conflict of interest – in that Council is effectively both the developer and the regulator for this site. However, the mitigating factors in this regard are that this dual role is already provided for in the legislation; the existing Kingston Park Specific Area Plan within the planning scheme leaves Council with little discretion; the construction work that would require planning permits is limited to public infrastructure and facilities; the underlying objective of the Development Plan is to support and encourage other commercial developments in central Kingston; and that this project is so important to the Kingborough community that its management cannot be delegated to any other body.

Bearing in mind the above points, the project will continue to be overseen by the Council and the existing internal steering committee. This Implementation Report will form the main communication mechanism for updating the general community on the project's progress.

The main contact officers in regard to this project are:

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