



*Inquiry into the Draft Site Development  
Plan and the Draft Conservation Plan  
for Princes Wharf Nos. 1 and 2*

# **Final Recommendations Report**

May 2001

*Resource Planning and Development Commission*



Tasmania

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Nos. 1 and 2, Sullivans Cove, Hobart Tasmania  
Final Recommendations Report

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### ***Resource Planning and Development Commission***

The Resource Planning and Development Commission (“the Commission”) is a statutory body established by the *Resource Planning and Development Commission Act 1997*.

The Commission has five principle functions:

- To assess and approve local government planning schemes and planning scheme amendments;
- To assess projects of State significance;
- To assess Draft State Policies;
- To prepare the Tasmanian State of the Environment Report; and
- To conduct inquiries into the use of public land.

The Commission is part of the State’s resource management and planning system, the objectives of which are set out in Schedule 1 of the *Resource Planning and Development Commission Act 1997*. (See Appendix 1).

The Commission is made up of:

- An Executive Commissioner (Julian Green)
- A Commissioner with planning experience nominated by the Local Government Association (Geoff Davis)
- A Commissioner with expertise and management experience in resource conservation (Bruce Davis)
- A Commissioner with planning experience and experience in industry and commerce (Andrew Edwards)
- A Commissioner with resource conservation or planning experience representing community interests (Lia Morris)
- A Commissioner with public administration experience in regard to project implementation (Jeffrey Gilmore).





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## ***Glossary of Acronyms and Terms***

CP	Conservation Plan
CSIRO	Commonwealth Scientific and Industrial Research Organisation
HCC	Hobart City Council
HPC	Hobart Ports Corporation
m	metres
PW	Princes Wharf
PW1	Princes Wharf No. 1
PW2	Princes Wharf No. 2
RPDC	Resource Planning and Development Commission
SDP	Site Development Plan



### **1.0 Introduction**

#### **1.1 Background to the inquiry**

On 20 July 2000 the Minister for Primary Industries, Water and Environment, the Hon. Mr D Llewellyn, issued a reference to the Resource Planning and Development Commission (the Commission). The inquiry Terms of Reference require the Commission to conduct an inquiry into the report entitled “Final Draft Site Development and Conservation Plans for Princes Wharf Nos. 1 and 2<sup>1</sup>.” The Terms of Reference are included in Appendix 2. The report was prepared for the Department of State Development, Hobart City Council and Hobart Ports Corporation.

The Commission delegated its powers and functions to conduct the inquiry to a Panel.

The Panel members are:

Mr Geoff Davis (Commissioner)

Mrs Lia Morris (Commissioner)

Mr Robin Nolan

The powers and functions of the Panel are limited to sections 6, 7 and 17-29 of the *Public Land (Administration and Forests) Act 1991*, with the Commission reporting to the Minister under s.30 of the Act.

The recommendations in this report are those of the Commission.

#### **1.2 Inquiry process**

The inquiry process has been conducted in accordance with Part 2 of the *Public Land (Administration and Forests) Act 1991*.

Members of the public had three opportunities to participate in the inquiry process. Public comment was invited on the Terms of Reference, Background Report and Draft Recommendations Report.

A summary of the submissions received on the Background Report and Draft Recommendations Report are provided in Appendices 3 and 4.

The Final Recommendations Report is forwarded to the Minister for tabling in both Houses of Parliament. The Recommendations Report is a public document.

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<sup>1</sup> B. Shelton & L. Woolley, Final Draft Site Development and Conservation Plans for Princes Wharf Nos. 1 & 2, April 2000



## **2.0 The Final Recommendations Report**

### **2.1 Context**

The Final Recommendations Report is prepared in accordance with s.30 of the *Public Land (Administration and Forests) Act 1991*. This Final Report contains the Commission's recommendations following an assessment of the Background and Draft Recommendations Report and the public submissions received in response to those reports.

In accordance with the inquiry reference the Commission is to assess the suitability of the plans for the site and as plans meeting the requirements of Part F Key Sites and Schedule 1 Conservation of Cultural Heritage Values of the Sullivans Cove Planning Scheme 1997.

In consideration of the submissions received and in the context of the provisions of the Sullivans Cove Planning Scheme 1997 it was determined that public hearings were not required for the Commission to conclude its processes.

### **2.2 Affected Agency Group**

To assist the Commission in the preparation of the Background and Draft Recommendations Reports an Affected Agency Group was established in accordance with s.17 of the Act. Membership of the Affected Agency Group comprised the following agencies:

CSIRO

Department of Infrastructure, Energy and Resources

Department of State Development

Department of Primary Industries, Water and Environment

Hobart City Council

Hobart Ports Corporation

Tasmanian Heritage Council.

### **2.3 Distribution of the Background Report and Draft Recommendations Report**

The Background Report and Draft Recommendations Report were distributed to some 50 organisations and individuals including libraries and the media. In addition, public notification was given in the Mercury, Examiner and Advocate newspapers.



### ***2.4 Submissions on the Draft Recommendations Report***

Eleven submissions were received on the Draft Recommendations Report (see Appendix 4). The recommendations have been formed with regard to all submissions received on the Background Report and Draft Recommendations Report.



### **3.0 The Draft Conservation Plan**

A conservation plan is to satisfy the requirements of Schedule 1 of the Sullivans Cove Planning Scheme 1997.

The scheme defines Conservation Plan as:

“A Conservation Plan accepted by the Council and prepared in accordance with the guidelines provided by J. S. Kerr’s (“The Conservation Plan”). The conservation plan includes:

- Documentation of the cultural significance of a place and land.
- Documentation of proposed measures to be undertaken to retain cultural significance.
- An assessment of how proposed ‘building or works’ comply with the conservation strategy proposed in the Conservation Plan and a Statement of Impact regarding the impact of the proposed ‘building or works’ on the conservation of cultural significance.”

The draft Conservation Plan provides a comprehensive history of the place and buildings. Section A3 “Conservation Plan for site and buildings” reduces the work to its principal elements.

Submissions on the draft Conservation Plan took issue with what was seen as an unresolved view on demolition. Issue was also raised on the nexus between the draft Conservation Plan and draft Site Development Plan.

Submissions contended that the conservation values of Princes Wharf Sheds 1 and 2 were not sufficiently resolved in the draft Conservation Plan such that the draft Site Development Plan was unclear on the intrinsic value of the buildings as opposed to their form and setting. Other submissions contended the building form and settings were more important than the existing buildings.

The draft Conservation Plan puts the case for the retention of Shed 1, yet the draft Site Development Plan at one point (page 53, 1st dot point) contemplates the replacement of that building. In contrast, the draft Conservation Plan and the draft Site Development Plan appear to assume the demolition and replacement of Shed 2.

The Sullivans Cove Planning Scheme 1997 requires a Conservation Plan and a Site Development Plan for Princes Wharf as part of any permit application.<sup>2</sup> There is a nexus between the two draft Plans that blurs the separate requirements of the scheme.

These issues were raised with the authors of the draft Plans. They advised of the intent for both conservation and site development to be seen in an urban design context such that the two plans should not stand alone. However, they agreed that matters regarding the future of the sheds needed clarification.

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<sup>2</sup> An application to a Council for a permit to undertake use or development



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In general terms the draft plans desire the retention of Shed 1 for the intrinsic value of the building, and that Shed 2 can be replaced by a building that fits the urban design description and context of the area. Where the demolition of Shed 1 is contemplated in the draft Site Development Plan, this is not seen as contrary to the draft Conservation Plan provided the replacement building is of “similar form and purpose.” The overriding view is that it is essential that buildings, appropriate to the area, should remain on Princes Wharf.

Page 31 of the draft Conservation Plan was described by the authors as providing the link between the two plans. However, on review it was concluded that the content of page 31 would be better placed in the draft Site Development Plan.

The draft Plans are interwoven where they should be discrete Plans in the context of the planning scheme. A subsequent permit application may need to interweave conservation and site development proposals to comply with the definition for Conservation Plan in the scheme (3rd dot point), but in this case without a proposed use or development the two Plans should stand separately.

Some submissions contended that the draft Conservation Plan should clearly articulate the conservation merit of Sheds 1 and 2, the position on the demolition of Shed 2 and retention of Shed 1 for the intrinsic value of that building. These submissions have merit.

The recommended modifications in the Draft Recommendations Report sought to clarify the position of Sheds 1 and 2 in a conservation context as well as in the context of the draft Site Development Plan.

Other recommended modifications in the Draft Recommendations Report were mostly to correct or to clarify matters in the draft Conservation Plan.

Section A.3 “Conservation Plan for Site and Buildings” is assessed as meeting the requirements of the planning scheme and should provide a sound basis for a subsequent permit application.

### ***3.1 Implementation of the Conservation Plan***

Section “A.3 Conservation Plan for site and buildings,” consolidates the principles for the conservation of the subject sites. The Plan can stand alone and be used as the conservation plan submitted with an application in accordance with clause 22.4.3 of the planning scheme. Alternatively the Conservation Plan could become an incorporated document by amendment to the planning scheme. A planning scheme amendment would give the document statutory status as a document the Hobart City Council will have regard to in the assessment of any subsequent permit application.



### 3.2 Recommendations

#### Recommendation 1

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To clarify the position on Shed 2, add the following text, as provided by the authors, to the draft Conservation Plan at page 30:

##### **Princes No. 2 Shed**

*“Although of lesser dimension than Shed 1 the symmetrical plan and regular structural rhythm of Shed 2 also presents a strong utilitarian form along Castray Esplanade and across Sullivans Cove.*

*Together Sheds 1 and 2 provide a contiguous form and strong identity to the dominant wharf edge within the Cove. When viewed from within (and outside) the Cove their simple repetitious form is characteristic of a bygone period of port sheds. An identifiable feature of this period, the roof ridge lantern providing natural light to the deeper plan form, assists in reducing scale and bulk, while accentuating their horizontality.*

*Though subject to more alteration than Shed 1, the character, form and structure of Shed 2 is still strongly evident. The three ascending layers of the structure, base to shed eave, shed to lantern eave and lantern eave to ridge are also the dominant elements of the elevation. The other strong elevational feature, the gable ends have on Shed 2 been devalued by subsequent building and alteration. The provision of cold storage facilities has meant additional internal rooms, walls, suspended ceiling and enclosed doorways. Externally additional plant rooms and offices have been added reducing the simplicity of the gable ends.*

##### **Discussion of both sheds**

*The location of Shed 1 opposite Salamanca Place and Parliament Gardens and at the south-western corner of the Cove confirms its pivotal role to the spatial character and image of the Cove. Subsequent public activity and movement within the Cove further confirm the significance of this location. The intact structural and spatial integrity of Shed 1, when compared to Shed 2, also confirm it as the priority for rehabilitation.*

- *The arguments for retaining Shed 1 are persuasive:*
  - *it has greater external spatial integrity in that it remains a free standing building*
  - *it has greater internal spatial integrity as it remains as a single large-span space, including the roof.*



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- while the wharf side set of doors and some details have been modified on Shed 1, it has overall been changed least. Being evenly spaced, the enlarged doors are at least consistent with the shed's original character.
- it has by far the greater association with public events/festivals.

Additionally, there are practical reasons favouring the Princes No. 2 site for redevelopment: proximity to cruise shipping, more stable geology, and archaeologically less sensitive. Also the east end offers the possibility of a more voluminous building envelope relative to the existing size of the shed.

- In the case of demolition, structures should be documented thoroughly for archival record.”
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### **Recommendation 2**

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To relocate the text from page 31 of the draft Conservation Plan to page 57 of the draft Site Development Plan.

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### **Recommendation 3**

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On page 6 omit 2nd sentence commencing “The landscape has...” and substitute “Since European settlement the landscape has been extensively transformed by urban and port development.”

On page 8, 2nd last paragraph, omit “westwards” and substitute “eastwards.”

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### **Recommendation 4**

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The Conservation Plan as modified in accordance with the recommendations be no longer referred to as a draft plan.

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### **4.0 The Draft Site Development Plan**

Under the Sullivans Cove Planning Scheme 1997, Princes No. 1 Shed and Princes No. 2 Shed are listed as Key Sites.

The draft Site Development Plan is to satisfy the requirements of Part F, Key Sites, of the planning scheme. Relevant scheme provisions are as follows:

#### **“30.3 Definitions**

##### **Site Development Plan**

A plan which outlines the framework for the future use or development of a site.

**Amendment 1/99-F – 07/02/00**

#### **30.4 Site Development Plan – Performance**

Prior to any significant development of a Key Site a ‘Site Development Plan’ must be prepared.

A Site Development Plan may be incorporated into the Scheme by amendment pursuant to the Land Use Planning and Approvals Act 1993.

**Amendment 1/99-F – 07/02/00**

All Site Development Plans prepared for Key Sites must reflect the provisions of the Strategic Framework (Part B) and the Objectives and Performance Criteria of the relevant Activity Area (Part D) and satisfy the Objectives and provisions of the Schedules (Part E) of the Scheme.

#### **30.5 Submission Requirements**

An application for development on a Key Site must satisfy the relevant submission requirements of clause 9.2 of the Scheme.

Applications for the significant development of a Key Site must be in accordance with the requirements set out in clause 9.2 and a Site Development Plan submitted as an integral part of the planning application

**Amendment 1/99-F – 07/02/00**

The Council may require a Site Development Plan to include a ‘Sullivans Cove Impact Statement’ that addresses, but is not restricted to, any or all of the following:

- traffic, access and parking provision and impact
- impact on pedestrian movement and amenity
- impact on the working port and transportation links
- visual impact on the streetscape and townscape of the Cove through the provision of any or all of the following:



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- *building envelope plans*
- *photo montages*
- *a coloured model that will fit into the model of Sullivans Cove*
- overshadowing of public urban spaces
- infrastructure impact and augmentation
- allocation of open space
- measures for environment protection and enhancement.”

Clause 30.5 of the planning scheme as shown above defines the requirements for a permit application involving a Key Site.

Land use is not a central issue to the draft Site Development Plan but was an issue raised in the submissions. The recommended modifications are to retain reference to public space in Shed 1 and a range of uses that may include a cruise ship terminal for Princes Wharf No. 2. Other identified uses are recommended for deletion because they have not been analysed in terms of appropriateness or compatibility. In essence the draft Site Development Plan should confine its interest to development and leave land use as a matter to be addressed with any subsequent permit application, in accordance with the planning scheme.

Princes Wharf Nos 1 and 2 are in “4.3 Sullivans Cove Working Port” Activity Area of the Sullivans Cove Planning Scheme 1997. The listed permitted or discretionary land uses under the scheme are extensive, but in consideration of the objectives and performance criteria for the zone – land use is interpreted as being highly constrained to those uses consistent with the notion of ‘working port.’

Another major issue raised in submissions was the ability for the area to adequately service the requirements for a cruise ship terminal. Princes Wharf is currently the main docking place for cruise ships and is the landing and departure place for crews off ships moored in the harbour. The draft Site Development Plan, whilst promoting Princes Wharf No. 2 for cruise ships, does not specify the requirements that would improve the present facilities apart from extending the wharf edge to align with Princes Wharf No. 1.

The Panel’s inquiries suggest the area can be made more suitable for a cruise ship terminal. There are immediate issues that require addressing, principally arrangements for shore passenger transport, and the extension of the wharf apron edge for Princes Wharf No. 2 to align with the wharf edge of Princes Wharf No. 1. This extension of the wharf edge is identified in the draft Site Development Plan as one of the main components of the plan.

The actual requirements for the improvements to the wharf for a cruise ship terminal will need to be articulated through a subsequent permit application(s).

The planning scheme listing of Princes Wharf sheds 1, 2 and 3 as Places of Cultural Significance is not only germane to the Conservation Plan but also to the Site Development Plan. The listing adds to the requirements and potentially constrains building ‘replacement’ and other works associated with the sheds.



The draft Plan, with recommended modifications, provides the principles for the development of the site, including the form and capacity for buildings through specified building envelopes. The Plan does not lock-in the future use of the site, which appropriately can be left to a Site Development Plan required to accompany a permit application.

The following analyses the principal issues raised in submissions:

### ***4.1 Analysis of principal issues raised in submissions***

Submissions on the draft Site Development Plan principally concerned land use, access by tourist coaches, retention of existing wharf sheds, design of new buildings, and traffic and parking. The range of issues are identified below with detailed consideration of particular issues later in this section of the report.

Submissions on land use concerned the merit of the mix of uses identified in the draft Site Development Plan. There was support for Shed 1 to be used as an events and exhibition venue. In addition, one submission advocated the use of the building as a performance space. Issues were raised on the need for a cruise ship terminal and the incompatibility of other nominated uses, including accommodation. There was support for the 'working port' concept for Princes Wharf, particularly in the context of what was seen as compatible and incompatible uses.

Submissions differed on the issue of access for tourist coaches to Princes Wharf to serve cruise ship passengers. Some submissions advocated the adequate accommodation for coaches whilst other submissions objected to the dedicated provision for coach parking.

The recommendation to retain Princes Wharf Shed 1 was questioned, whilst other submissions suggested the fate of Princes Wharf Shed 2 was not adequately described in the draft Conservation Plan. Submissions concerned the recommended height for a replacement Shed 2 and the depiction of the building, particularly roof form, in the figures. There was an advocacy that buildings on the wharf should match the facades of those in Salamanca Place. Other submissions sought to ensure activities on the wharf did not replicate those in Salamanca Place or the city centre. The concept of transparency of wharf buildings was raised and submissions supported the retention of the design and form of wharf sheds but not necessarily the existing buildings.

Submissions concerned aspects of buildings and the site including the asbestos roofing, possible site contamination and performance of buildings in terms of noise and light.

The relationship between activities on Princes Wharf No. 2 and the CSIRO wharf, No. 3, were raised in the context of protecting the CSIRO from adverse impacts.

Submissions concerned traffic and parking impacts and the affects of the loss of commuter parking. There were concerns expressed for traffic intruding on Battery Point and the wider



impacts of traffic on the city. There was support for a transport strategy for the Cove that recognises the various sites identified for development.

There was a call for the recommendations in the draft Site Development Plan to be incorporated in to the planning scheme to ensure future applications for permits are in accordance with the final development plan. Other submissions called for design principles to be flexible, performance based, rather than prescriptive.

The following are the issues raised in submissions on the Background Report and Draft Recommendations Report that result in recommendations for modifications to the draft Site Development Plan.

## 4.2 Land use

### Discussion

Issues were raised in submissions on the future land uses for Princes Wharf Nos. 1 and 2. However, the draft Conservation Plan and draft Site Development Plan principally concern development rather than use. Land use in the draft plans is subservient to the setting of development principles. References to use are limited and not subject to analysis of feasibility or appropriateness. Examples of references to use in the draft plans are as follows:

The Conservation Plan on page 30 states in respect to Princes Wharf No. 1 Shed:

*“The use proposed in the Site Development Plan is that of an events and exhibition venue: this is regarded as a compatible use with the building’s conservation as it requires a large volume of space which is the essence of the original shed.”*

Then on page 53 of the draft Site Development Plan use is identified as being based on the following assumptions:

*“there will be a Cruise Terminal adjacent to Princes Wharf 2 and Princes Wharf 1 will be improved as an exhibition building...”*

Further the draft Site Development Plan gives weight to tourist accommodation when referring to a tram service (p53) and the need for acoustic measures for any residential component (p55).

In respect to land use on Princes Wharf No. 2 the draft Site Development Plan at page 46 states:

*“With future development, it will be necessary to extend the range of commercial activities on the site. Various sources suggest that a desirable and reasonable mix of activities would include visitor accommodation, restaurants/cafés/bars, and specialist ‘boutique’ shops and offices. Another complementary use would be internet and information technology services. With some dedicated meeting places, the full range of on-site facilities (exhibition hall, accommodation, IT services, flexible meeting facilities, bars, etc) would make an attractive conference venue. Accommodation would be supplemented by other facilities in the area.”*



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The predominant uses referred to in the draft Site Development Plan are public exhibition space and cruise ship terminal for Princes Wharf Nos. 1 and 2 respectively.

Submissions pointed to the conflict between residential accommodation and notions of the 'working port.' It is to be acknowledged that conflicts over use are more than a concern for noise, yet noise is the only adverse impact identified in the draft Site Development Plan. Accommodation, whether commercial or private, and a working port have discrete requirements that must be recognised so that a conflict of use does not arise.

The draft Site Development Plan links future development with a necessity to extend the range of commercial activities (p46). The draft plan does not, however, coherently address the requirements for a working port or cruise ship terminal. The inherent conflicts between working port and cruise ship terminal on the one hand and accommodation on the other are not assessed apart from a reference to "acoustic measures."

The suitability and requirements for Princes Wharf No. 2 to function as a cruise ship terminal are not detailed in the draft Site Development Plan. In response, the Panel examined this question with cruise ship operators and the Hobart Ports Corporation. The evidence is that Princes Wharf as a cruise ship terminal is consistent with the strategy of the Corporation. The alignment of Princes Wharf No. 2 wharf edge to that of Princes Wharf No. 1 will provide the capacity to accommodate modern cruise ships up to an 8m draft which, on the evidence, is the standard for cruise ships set by the Caribbean cruise market.

In terms of a working port, 'wharfage' includes the linear frontage of Princes Wharf Nos. 1 and 2, and surrounding spaces including the 'paddock' (the space between sheds Nos. 1 and 2). The internal spaces for sheds 1 and 2 are on the whole not used for port functions. In accordance with the draft Site Development Plan a cruise terminal, in terms of onshore facilities, is centred on Princes Wharf No. 2. However, the proposed principal uses for Shed 1 do not preclude activities associated with cruise ships from being accommodated. Indeed Shed 1 as an events and exhibition space may need to be available in connection with visiting ships eg naval vessels.

The evidence suggests current demand on a cruise terminal is constrained to the summer months of the year and overall the vagaries of the cruise ship market. In essence, the inclusion of Hobart on a cruise ship itinerary is not to be taken as a given. A figure in the order of 40 ships per year has been suggested, however, a terminal would not be needed for that purpose for the majority of the year. When not in use by cruise ships, the wharf can continue to be used for port related functions including Antarctic operations, docking and servicing vessels and incidental uses related to the port.

The Draft Recommendations Report recommended that the references to use be largely removed. It contended that a site development plan did not need to identify use and that any subsequent permit application would need to cover use in the context of the planning scheme.



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Submissions on the Draft Recommendations Report on the issue of use sought to have the report support the use of Shed 2 for visitor accommodation and other commercial activities. In contrast other submissions advocated the Site Development Plan specifically exclude residential use. Submissions generally contended the concept of 'working port' should determine appropriate use.

Under the planning scheme Princes Wharf is in Activity Area (zone) 4.3 "Sullivans Cove Working Port." The Activity Area provides for use in the context of 'working port.' Based on the Objectives and Performance Criteria for this Activity Area it could be difficult to sustain an argument in support for a hotel or other forms of residential accommodation.

An amendment to the planning scheme would be required to provide for the approval of hotel/residential accommodation where either the objectives of the Activity Area are changed or a mechanism to exempt hotel/residential use from those objectives is found.

One submission on the Draft Recommendations Report contended the State Coastal Policy 1996 was relevant in determining land use. The Policy supports land use that is "dependent on a coastal location" and priority for port operations for port areas. The following clauses from the policy are relevant:

*"2.1.6. In determining decisions on use and development in the coastal zone, priority will be given to those which are dependent on a coastal location for spatial, social, economic, cultural or environmental reasons.*

*2.5.5. The multiple use of port areas will be encouraged but priority will be given to efficient port operations and safety requirements subject to cultural, natural and aesthetic values not being compromised."*

On these clauses, it could be argued that residential development on Princes Wharf would be inconsistent with the Coastal Policy.

In conclusion, the strengths of the draft Site Development Plan are in respect to development – buildings, form and siting in an urban design context for the Cove and not land use. Land use should be a matter for a permit application for the wharf assessed under the planning scheme rather than predetermined by the Site Development Plan.

The following modifications will clarify the position on land use for the Site Development Plan.

### **Recommendation 5**

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*To simplify the references to use, omit the 2nd last and last paragraphs on page 46 and substitute the following:*

*"In all, these facilities range from public (e.g. exhibition space and a range of activities that support and enhance Princes Wharf No. 1) through to semi-public (cruise terminal) and activities relating to the working port. In relation to surrounding activities and building forms,*



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*a pattern of activity emerges. The pattern is for the more public activity to occur at the city end (around Princes No. 1), and for the working port/cruise terminal activities to increase towards the eastern end of the wharf. Actual future land use for the wharf remains for a permit application to justify in accordance with the planning scheme and within the physical design parameters specified in the Site Development Plan.*

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### **Recommendation 6**

*The planning scheme does not require the provision of parking as part of a proposed use. Any parking contemplated in an application would need to be justified in terms of considerations listed in the planning scheme. Parking demand is one of many factors that determine the suitability of a site for a proposed use.*

On page 47, 5th point, delete the sentence:

*“Commercial activities will have more consistent demand for carparking which can be better accommodated at the eastern end.”*

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### **Recommendation 7**

*The activities mentioned in the following clauses are not resolved in the context of their suitability for the site or conformity with the planning scheme and should not be listed as favoured activities.*

On page 48, delete 3rd dot point from the bottom of the page:

- *“Favoured activities which could be achieved quickly and be complimentary to the priority roles include hotel, internet and information technology facilities, cafés, restaurants and bars.”*

On page 61, under Function: Activities and Movement- subheading “Activities” omit the existing five dot points under “Activities” and substitute with the following –

*“In the context of Activity Area 4.3 “Sullivans Cove Working Port” of the planning scheme land use for the site should be a matter for a permit application, but based upon:*

- *a public event and exhibition venue associated with Princes Wharf No. 1;*
  - *a range of uses to be determined through a project proposal that may include a cruise ship terminal and ancillary facilities principally on Princes Wharf No 2; and*
  - *the wharf edge and adjoining areas of Princes Wharf Nos 1 and 2 primarily used for port functions associated with vessels berthing at Princes Nos 1 & 2.”*
-



### **4.3 Replacement building – Princes Wharf No. 2**

The draft Site Development Plan contemplates that a new building replace the existing Shed 2. The replacement building envelope is shown in section on Figure 13 and plan and section form on Figure 18 of the draft Plan.

The footprint of a new building on Princes Wharf No. 2 is to align with Shed 1. It is to have the same setback of 12m from the proposed new alignment for the Wharf face. The recommended footprint for a new Princes Wharf No. 2 building is nominally shown with an increase in ground floor area in the order of 25% over the existing building. The footprint dimensions includes an 8m setback from the CSIRO Shed 3. The current Shed 2 adjoins Shed 3.

Submissions raised the following issues on the demolition and recommended guidelines for a replacement building for Princes Wharf Shed 2:

- Demolition;
- Height;
- Setback from CSIRO Shed 3; and
- Depiction of the building envelope.

#### **4.3.1 Demolition**

Demolition was not separately discussed in the Draft Recommendations Report but submissions on that report require a response. The draft Plans refer to the “replacement” of Princes Wharf Shed 2 rather than demolition. The draft Site Development Plan appears to assume that Princes Wharf 2 will be replaced.

The draft Site Development Plan uses terms such as “likely to be lost” and “replacement of Princes No. 2” rather than “demolition.” It could be argued that the consultant’s work on the draft Conservation Plan and draft Site Development Plan does not reveal or appreciate the weight given in the planning scheme to items listed as Places of Cultural Significance and the nexus to Schedule 7 – Demolition.

It is also to be noted that tests in the planning scheme for a permit to demolish include the following requirements:

##### **“28.5 Guidelines for Development Control**

The demolition of any building, or works on land shall not be ‘permitted’ unless; a replacement development has been approved, or such demolition is required by statutory order or is authorised by the Building Surveyor as essential to public safety.

Any application for demolition:



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- (i) Shall be refused if the building is included as a cultural heritage place in Table 1 of the Conservation of Cultural Heritage Values Schedule of this Scheme, unless:
  - (a) the demolition is approved as part of a Conservation Plan approved by the Council or otherwise in its discretion under the Conservation of Cultural Heritage Values Schedule of this Scheme;
  - (b) the building clearly detracts from the cultural values or significance of the place; or
  - (c) there are overriding environmental, economic in terms of the building or practical considerations for its removal, either wholly or in part.
- (ii) May be refused if in the opinion of the Council the building contributes to the cultural heritage or urban character of the Activity Area and the building is capable of continued beneficial use.”

One submission comments in respect to demolition of Shed 2 “there is more than a strong assumption under the planning scheme that a listed building be retained.” This probably well summarises the approval ‘climate’ to be faced by an application for demolition.

Because of the standing of the Princes Wharf sheds under the planning scheme the presumption of replacement of Shed 2 can not be readily made. In addition the “reuse” opportunities of the existing structure should not be discounted. Therefore in B.3 Site Development Plan where there is reference to the “replacement” of Princes Wharf No. 2 this should be preceded by the words “refurbishment or.”

### **Recommendation 8**

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*The draft Site Development Plan should acknowledge the option for the refurbishment of Shed 2 in addition to its replacement.*

*Under B.3 Site Development Plan – Components (page 58) add “refurbishment or” as follows:*

- *Refurbishment or replacement of Princes No. 2 shed with a larger mixed-use building which both continues port functions (cruise terminal) and allows for the spread of commercial tourist and leisure activities onto the apron.*

*Under B.3 Site Development Plan Building (page 60) add “refurbished or” as follows:*

- *Princes No. 2 shed to be refurbished or replaced with a multi-level building on a potentially enlarged footprint, height and volume – as specified elsewhere.*
-



### 4.3.2 Height and other matters in relation to the Scheme

#### ***Discussion***

The draft Site Development Plan recommended a maximum height for a replacement building for Shed 2 of 17.25m. This nominated height was not raised as a major issue. The difference in height between the Princes Wharf Shed 2 and the nominated height for a new building is 4.55m. This recommended height needs to be judged in the context of the recommended wider footprint of a replacement building that is separated from CSIRO Shed 3 and with a wall face consistent with the present building and Shed 1.

In the context of the recommended building form the nominated maximum building height of 17.25m is considered to be appropriate.

The draft Site Development Plan, on page 57, notes that the planning scheme has a maximum building height of 8m by definition measured to the eaves or parapet. The draft Site Development Plan discusses the definition of height in the scheme as applied to a “shed form building” that rises above the eaves line. This description contrasts with the roof form for a replacement building that is unspecified in the draft Site Development Plan, except as shown in the form of a building envelope on figures 13 and 18.

The height of the recommended eaves line for a building to replace Shed 2 complies with the maximum permitted height under the planning scheme of 8m to the eaves or parapet. However the scheme requires additional considerations for the parts of a building above eaves or parapet level that must be of a form which reinforces the objectives stated in clause 23.2 of the scheme. Therefore the status of a building in terms of permitted or discretionary will need to be determined on an application for a permit. The draft Site Development Plan notes that there is discretion in the scheme to relax the maximum height limit if required.

The form of the roof above eaves line was of greater interest to the submitters than overall building height. The draft Site Development Plan contemplates a range of roof forms including a stepped/terrace structure. Issues raised included as to whether a stepped structure above the eaves was to be assessed as wall or roof elements in terms of height. Should it be determined that it is wall then any approval of such a configuration would require a substantial departure from the height specified in the scheme. Another comment was that a shed form of roof is a preferred starting point to “avoid insensitive/out of character design and token roof retention.”

The form of the roof is an unresolved matter that at this stage is viewed as not requiring a firm recommendation for modifications to the draft Site Development Plan.

A related issue is the draft Site Development Plan reference to plot ratio (p56) suggesting that inclusion of the external circulation space, that is in effect ‘road’ in the site area results in an excessive floor area entitlement. Plot ratio primarily derives from building height. Therefore an initial assessment of site area to floor area would produce a distorted entitlement, however, such



perceived entitlement is moderated by the limit on building height. Nevertheless, a reliance on scheme objectives rather than standards to govern the final form – height and bulk of a building, could result in development that is contrary to the principles advocated in the draft Site Development Plan.

The above discussion leads to a view that the draft Site Development Plan under the headings of “Site Boundaries and Plot Ratio” and the “Draft Plan and the Planning Scheme” should be modified. The matters to be addressed should be combined under the single heading – “Draft Plan and the Planning Scheme” and changes made to the text.

### **Recommendation 9**

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*To rationalise and clarify the text on height and plot ratio, the following changes should be made to the draft Site Development Plan:*

- (i) delete the heading “Site Boundaries and Plot Ratio” and accompanying text (p56).*
- (ii) under “Draft Plan and the Planning Scheme” (p57) omit all the text after the first paragraph and substitute the following:*

*“The maximum building height permitted under the scheme is 8m measured to the eaves or parapet.*

*The maximum nominated height under the draft Site Development Plan is 7.5m measured to the eaves or parapet. This is intended to maintain and reinforce the horizontal alignment of buildings along both Castray Esplanade and Princes Wharf. Above this, rising to a maximum 17.25 metres as the highest point, but stepped back from the wall faces, the opportunity exists for a number of outcomes, either a shed form, a structure with a defined roof or a stepped/terraced structure.*

*The nominated height at the eaves is within the maximum building height permitted under the scheme, but the status of height in terms of permitted, discretionary or prohibited will need to be assessed on the form of the building above the eaves in meeting the objectives of the scheme. In this context it will remain to be determined on an application whether elements above the eaves in the form of a stepped structure is roof and not, in effect, additional wall height.*

*The planning scheme dictates that demolition will require a discretionary permit application. The application of plot ratio could result in a floor area and building bulk excess to the principles of the Site Development Plan. The full implications of the scheme will need to be determined on an assessment of an application for a development permit. This is also the case in respect to any application for a change of use permit.”*

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### 4.3.3 Set back from CSIRO Shed 3

#### **Discussion**

Submissions supported the recommendation that any replacement for Shed 2 be set back from the CSIRO Shed 3. The principle of separating the sheds by a building set back should be supported for the reasons detailed in the draft Site Development Plan.

The setback recommended is 8m being the width of the right of way providing access to the north west corner of Shed 3. The right of way is over Shed 2 in favour of the CSIRO.

The CSIRO supports the separation of the buildings to provide access around the buildings. One submission contended a separation distance greater than 8m was required to be “more than an urban design gesture,” to serve a functional purpose and to reduce any canyon effect caused by the building heights.

An 8m setback between a new building replacing Shed 2 and Shed 3 should provide adequate separation and access into the ends of the buildings, and be seen as a slot between the buildings. To increase the building separation distance could have the undesired consequence, in terms of the authors of the reports, of being used for parking and outdoor storage. In addition they contended that the final setback should not result in a further reduction (already reduced by 8m) of the distance separating Shed 1 from a replacement for Shed 2 across the Paddock.

The separation distance between a new Shed 2 and existing Shed 3 is shown on fig.18 as a firm dimension of 8m but the dimension of the set back is not discussed in the text to the draft Site Development Plan. The section “B.3 Site Development Plan” of the consultant’s report would suggest 8m is a minimum dimension in its statement “buildings to be spaced and modelled to allow for greater transparency across the floor-from Salamanca Place to Hunter Street.”

#### **Recommendation 10**

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*That draft Site Development Plan – Constraints figure 18 (following page 61) be altered to show the dimension of the gap as a minimum 8m between Shed 3 and the foot-print of a new building replacing Shed 2.*

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### 4.4 Depiction of building envelope

#### **Discussion**

The third building matter raised in submissions is the depiction of the building envelope on Figures 13 and 18 of the draft Site Development Plan. The figures show by dotted line the sectional bulk of a replacement building. The submissions contend the depiction on the figures does not reflect the recommended roof form of ridged roof with gables and roof lantern.



The draft Site Development Plan is not entirely consistent in its presentation of material, in that recommendations appear in figures or text or both. For instance the footprint and plan of a building to replace Shed 2 is developed in the figures but not supported in the text. However, in the case raised by the submitters the depicted form is seen as being inconsistent with the text and a misrepresentation of the preferred roof form.

Despite the contextual analysis of the existing sheds the draft Site Development Plan does not specify the form of the roof above the eaves line for a replacement Shed 2. The matter of roof form is left to a subsequent permit application to determine. The draft Plan shows an envelope on Figures 13 and 18, which will allow for a range of roof forms – a shed form, a structure with a defined roof or a stepped/terraced structure, that on the authors' analysis will be appropriate to the site.

### **Recommendation 11**

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*The draft Site Development Plan's approach to roof form for a replacement building for Shed 2 should be retained.*

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## **4.5 Transportation and coach/bus access to service cruise ships**

### **Discussion**

Submissions sought appropriate consideration for coaches and other vehicles for passengers from cruise ships. The Panel met with submitters on this issue. The evidence, in part, is:

- Passenger vessels to date have been in the 1100–1200 passenger ranges with the trend to 1600 passengers. Newer ships can take up to 2600 passengers.
- The current shore vehicle requirements can be in the order of 20 coaches and 3 small buses and 4 four-wheel drives.
- Time in port for visiting ships minimises the opportunity for staggering times for coach pick upage.
- The current arrangement is to assemble shore vehicles into the 'paddock' between sheds 1 and 2. Coaches are arranged to minimise distance of ship to coach and any conflict between moving vehicles and pedestrians. Tours are either full day or 3 half-day trips departing perhaps at 9am and 12.30pm and 2pm.
- For safety reasons the preferred arrangement is to have coaches assembled in a loading formation before they are required so as to avoid conflicts with pedestrians.
- Coaches need to be in the open and not under cover because of fumes.



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The draft Site Development Plan states at page 61:

“To accommodate up to 20 buses to service cruise ships. (However, this does not warrant an excessively large and permanent facility with fixed facilities as this would be to the detriment of many other potential activities). Also consideration may be given to the staggering of bus departure and arrival times to reduce space demands.”

Submissions opposed the prescriptions in the draft Plan – “to accommodate up to 20 buses” and “any permanent facility with fixed facilities.” There was a call for staggered bus departure and arrival times. In contrast, other submissions contended the draft Site Development Plan did not adequately address their requirements for cruise ships, and shore based excursions.

The draft Site Development Plan refers to accommodation for 20 buses. The demand for a cruise ship visit in November of 1600 passengers was 15 coaches, 13 smaller coaches and 4 four-wheel drive vehicles. This number of vehicles fully consumed the area of the paddock.

The proposal that bus departure times be staggered does not sit comfortably with a ship’s time in port. The requirements are to accommodate full day tours that need to depart promptly and buses for half-day tours that need to run a tight schedule to get 2 – 3 tours into one day.

Arrangements for passenger shore transport that meet the requirements of cruise ship operators are clearly mandatory for a functional cruise ship terminal. With larger ships or two ships alongside Princes Wharf, current arrangements for coaches and other vehicles will not be adequate.

The Panel meeting with parties with an interest in cruise ship visits concluded that the need is to cater for up to 40 coaches and for holding areas be found external to the paddock, but in close proximity. The principal function of the paddock is not as a coach park and to be assigned that function would be contrary to the urban design qualities of the space. In addition as the number of occasions in a year that coaches are required is limited, there does not appear to be any justification for permanent provision to be made for coaches on the wharf.

In response to the Draft Recommendations Report the Hobart Ports Corporation sought to have the use of the paddock between the two sheds recognised as “very important in terms of ensuring a practical working port.” The Corporation suggested the following be added to the draft Site Development Plan:

“When not used in conjunction with cruise ship operations, the “paddock” area forms an integral part of port operations involving a wide range of vessel types berthing at Princes No. 1 and No. 2 wharves. The area addresses the need for equipment, machinery, short term provedoring and container storage.”

The suggested additional reference concerning the “paddock” is consistent with the planning scheme and should be included with minor modification in the draft Site Development Plan at page 50 and in B.3 under “Movement.”



Traffic issues generally concerned access, parking and impacts on areas that border on Sullivans Cove. One submission advocated an overall traffic management strategy be established for the Cove. The meeting referred to above, observed that traffic generation may be eased if the current commuter parking on Princes Wharf was removed and the importance of the traffic route through Sullivans Cove in reducing the 'bottleneck' at Harrington and Macquarie Streets.

The draft Site Development Plan drew upon work done on traffic and parking management for Sullivans Cove. The Hobart City Council's view is that the traffic problems and conflicts are known from the extensive studies of the area. The advice from Council is that the planning scheme incorporates the transport strategy and requirements for the area. In addition, it is considered that the traffic impacts from development on Princes Wharf cannot be determined for the Site Development Plan at this stage with out knowledge of future use.

### **Recommendation 12**

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*The following amendments are to clarify matters relating to transport and the paddock.*

- (i) On page 50, to the third point after "...image and experience)," add the following:

*"The principal function of the paddock is not as a coach park, but the requirements for coach and other passenger vehicles associated with cruise ships do need to be acknowledged. Arrangements for holding areas, off-site, are required to enable up to 40 coaches and other passenger vehicles (buses, 4 wheel drives) to access the pick up points for cruise ship passengers in timeframes acceptable to cruise ship operators.*

*When not used in conjunction with cruise ship operations, the "paddock" area forms an integral part of port operations involving a wide range of vessel types berthing at Princes No. 1 and No. 2 wharves. The area accommodates the need for equipment, machinery, container storage and short term provedoring."*

- (ii) On page 61, omit the 6th dot point under "Movement" and substitute the following:

*"The requirements for shore based transport for cruise ship passengers need to be facilitated. Arrangements off-site are required to allow up to 40 coaches and other passenger vehicles to access passenger pick up points in timeframes acceptable to cruise ship operators."*

- (iii) On page 61, after the 6th dot point under "Movement" add the following as a dot point:

*"When not used in conjunction with cruise ship operations, the "paddock" area forms an integral part of port operations involving a wide range of vessel types berthing at Princes No. 1 and No. 2 wharves. The area accommodates the need for equipment, machinery, container storage and short term provedoring."*



Page 61 under “Movement” after:

- The area between Salamanca Place and the wharf to be as permeable as possible for pedestrians.

insert:

- Use or development associated with Princes Wharf Nos 1 & 2 shall be mindful of access for vehicles, pedestrians and shipping to the CSIRO site (Princes No 3).
- 

### **4.6 Structural integrity of Shed 1**

One submission advocated that the option for total demolition and redevelopment of Princes Wharf Shed 1 be available as the building is at the end of its useful life.

#### **Discussion**

The draft Site Development Plan justifies the “replacement” for Shed 2 and does not rule out demolition of Shed 1. The report, however, argues the values of Shed 1 in its support for the retention of that shed over Shed 2.

Any proposed project for Shed 1 will need presumably to assess the structural integrity of the building and also the wharf for the intended purpose. The issue of the structural integrity of the sheds is not viewed as an issue for the Site Development Plan, but clearly an issue for any permit application. No recommendations are made on this issue.

### **4.7 Other issues and minor modifications**

The submissions also raised other issues that suggest minor modifications to the draft Site Development Plan. These issues covered the following:

- to have the form of a building responsive to the intended use;
- to have a common reference to the conservation and site development plans;
- to protect access to the CSIRO site;
- to clarify the description of the existing roof form;
- to include a reference on contamination and emergency vehicles; and
- to correct various references to compass directions and other minor corrections.

Additional minor modifications are shown in section 5 of this report.



### Recommendation 13

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On page 46 insert the following after the 8th paragraph:

*“Within the context of the recommended building envelope and form, building design is to be in response to the requirements of the proposed use.”*

In the 2nd last paragraph on page 46 omit “complimentary” and substitute “complementary.”

On page 52 point c) omit “west” and substitute “east.”

On page 59, 2nd dot point from bottom delete “greater.”

On page 60 under “Building” insert additional dot points:

- *“Any disturbance of the fill beneath the wharf apron will need to be assessed for contamination and appropriate measures taken if found to be contaminated.”*
- *“The asbestos cement roof cladding will require replacing. Substitute material is to display a corrugated or similar repetitive surface.”*

On page 61 under “Movement” add:

*“Development will need to make adequate provision for access by emergency vehicles.”*

Modify documents to simply refer to “~~draft~~ conservation plan” and “~~draft~~ site development plan” where appearing, to standardise various names given to the draft plans.

Incorporate a plan of the subject site in to both the conservation plan and site development plan.

Omit reference to “hipped roof”, where appearing and substitute “ridged.”

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## 4.8 Implementation of the Site Development Plan

Submissions and the Draft Recommendations Report identified options for implementation of the draft plan. Implementation options relate to the planning scheme and/or conditions on any sale of the sites. The draft Site Development Plan referred to the “level of development mandated as a condition of the sale or development rights” but did not discuss implementation under the scheme. The draft Site Development Plan appears to be structured such that section B.3 Site Development Plan could be incorporated in to the planning scheme.

The Draft Recommendations Report raised the option of specific amendments to the scheme on the basis that amendments could be structured to give permitted status, thus certainty for a permit application for aspects of use and development eg demolition, height and roof form.

Responses to the Draft Recommendations Report targeted implementation as an outstanding issue. A reliance on conditions of sale to bring about compliance with the plan was not favoured by submitters. In essence the call was for a tightening of the words and diagrams to minimise interpretation.



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Further consideration of this issue results in the following conclusions in regard to the inquiry reference and implementation of the Site Development Plan.

1. As judged by the submissions received, the draft Site Development Plan has broad community support. Most elements of the draft Plan elicited either a favourable response or no public comment.
2. There are issues that remain unresolved namely; land use, roof form and set back dimensions from Shed 3 for a 'replacement' Shed 2.
3. The Commission determined not to conduct hearings on the matters considered unresolved. Instead such issues should be resolved through amendments to the planning scheme if considered necessary. The planning scheme amendment process includes the Commission conducting public hearings and determining the matter. This approach will void two public hearing processes.
4. That section "B.3 Site Development Plan" as modified by the recommendations form the guidelines for a site development plan as required by the planning scheme as part of a permit application.
5. Should it be determined that greater certainty is required for nominated land uses or elements of development then amendments to the scheme should be initiated.

### **Recommendation 14**

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*That section "B.3 Site Development Plan" as modified by the recommendations form the guidelines for a site development plan as required by the planning scheme as part of a permit application.*

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### **Recommendation 15**

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*Should it be determined that greater certainty is required for nominated land uses or elements of development then amendments to the scheme should be initiated.*

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### **Recommendation 16**

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*The draft Site Development Plan as modified in accordance with the recommendations be no longer referred to as a draft plan.*

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## **5.0 Consolidation of recommended modifications**

The recommended modifications to the draft Conservation Plan and draft Site Development Plan as identified in Sections 3 and 4 and minor modifications shown in Appendix 3 are consolidated below.

### **Generally**

Modify documents to simply refer to “conservation plan” and “site development plan” where appearing.

Incorporate plan of the subject site in to both conservation plan and site development plan.

Delete reference to hipped roof, where appearing and substitute “ridged.”

### **Conservation Plan**

Page 6, 2nd sentence, omit as follows:

Prior to the arrival of Europeans, Sullivans Cove was inhabited by the South East tribe of Tasmanian Aborigines who foraged and hunted for food in the area. ~~The landscape has since been so transformed by urban change and port development that all traces of aboriginal settlement have disappeared.~~

and substitute:

Since European settlement the landscape has been extensively transformed by urban and port development.

Page 8, 2nd last paragraph, delete “westwards” and substitute “eastwards.”

Pages 29, 30 delete, insert and re-order text as follows:

### **Buildings**

- Princes Nos 1 and 2 Sheds are the last remaining structures of a building type that is significant in the evolution of the port for both technical and aesthetic reasons. ~~At least one shed is worthy of retention and re-use.~~
- ~~The arguments for retaining No. 1 are persuasive.~~
  - ~~— it has greater external spatial integrity in that it remains a free standing building~~
  - ~~— it has greater internal spatial integrity as it remains as a single large span space, including the roof~~



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~~—while the wharfside set of doors and some details have been modified on Shed 1, it has overall been changed least. Being evenly spaced, the enlarged doors are at least consistent with the shed's original character.~~

~~—it has by far the greater association with public events/festivals.~~

~~(Additionally, there are practical reasons favouring the Princes No. 2 site for redevelopment: proximity to cruise shipping, more stable geology, and archaeologically less sensitive. Also the east end offers the possibility of a more voluminous building envelope relative to the existing size of the shed.)~~

~~• In the case of demolition, structures should be documented thoroughly for archival record.~~

### **Princes No. 1 Shed**

- It is essential to maintain the integrity of the main elements and qualities of the shed – flat floor, clear span space, perimeter columns, visible roof truss, lantern light, central door-to-door axis. (Infill wall panels between the columns are considered to be dispensable, although some should be retained as indicative of the original building.)
- The major remaining elements should be returned as closely as possible to their original form and material appearance.
- Where details and surfaces have been covered, these should be revealed.
- However, any new work must be in a contemporary idiom yet consistent with the original design intent (minimal and robust). In other words additions and changes should read clearly as contemporary work and not mimic the original.
- Replacement roof cladding should display a corrugated or similar repetitive surface.
- Every attempt should be made in the design to reveal the succession of changes that the site has experienced.
- Former conditions on the site should be explained by way of information panels and other interpretation techniques (eg indication of previous water edges).
- The use proposed in the Site Development Plan for Princes No. 1 Shed is that of an events and exhibition venue: this is regarded as a compatible use with the building's conservation as it requires a large volume space which is the essence of the original shed. The main components can thus remain visible and the structural and spatial qualities retained.
- It is a conservation approach that is a mix of “preservation,” “restoration” and “adaptation” as defined in the Burra Charter.



### ***Princes No. 2 Shed***

Although of lesser dimension than Shed 1 the symmetrical plan and regular structural rhythm of Shed 2 also presents a strong utilitarian form along Castray Esplanade and across Sullivans Cove.

Together, Sheds 1 and 2 provide a contiguous form and strong identity to the dominant wharf edge within the Cove. When viewed from within (and outside) the Cove their simple repetitious form is characteristic of a bygone period of port sheds. An identifiable feature of this period, the roof ridge lantern providing natural light to the deeper plan form, assists in reducing scale and bulk, while accentuating their horizontality.

Though subject to more alteration than Shed 1, the character, form and structure of Shed 2 is still strongly evident. The three ascending layers of the structure, base to shed eave, shed to lantern eave and lantern eave to ridge are also the dominant elements of the elevation. The other strong elevational feature, the gable ends have on No. 2 been devalued by subsequent building and alteration. The provision of cold storage facilities has meant additional internal rooms, walls, suspended ceiling and enclosed doorways. Externally additional plant rooms and offices have been added reducing the simplicity of the gable ends.

### ***Discussion of both sheds***

The location of Shed 1 opposite Salamanca Place and Parliament Gardens, and at the south-western corner of the Cove, confirms its pivotal role to the spatial character and image of the Cove. Subsequent public activity and movement within the Cove further confirm the significance of this location. The intact structural and spatial integrity of Shed 1, when compared to Shed 2, also confirm it as the priority for rehabilitation.

- The arguments for retaining Shed 1 are persuasive.
  - it has greater external spatial integrity in that it remains a free standing building
  - it has greater internal spatial integrity as it remains as a single large-span space, including the roof
  - while the wharf side set of doors and some details have been modified on Shed 1, it has overall been changed least. Being evenly spaced, the enlarged doors are at least consistent with the shed's original character.
  - it has by far the greater association with public events/festivals.

Additionally, there are practical reasons favouring the Princes No. 2 site for redevelopment: proximity to cruise shipping, more stable geology, and archaeologically less sensitive. Also the east end offers the possibility of a more voluminous building envelope relative to the existing size of the shed.



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- In the case of demolition, structures should be documented thoroughly for archival record.

Page 31 of the draft Conservation Plan to be relocated to page 57 Site Development Plan following “The Draft Plan and the Planning Scheme.” The relocated part is as shown later.

### **Site Development Plan**

Page 46 2nd last para, delete “complimentary” and substitute “complementary”

Page 46, last 2 paragraphs omit:

~~With future development, it will be necessary to extend the range of commercial activities on the site. Various sources suggest that a desirable and realistic mix of activities would include visitor accommodation, restaurants/cafes/bars, and specialist ‘boutique’ shops and offices. Another complimentary use would be internet and information technology services. With some dedicated meeting places, the full range of on-site facilities (exhibition hall, accommodation, i.t. services, flexible meeting facilities, bars, etc) would make an attractive conference venue. Accommodation would be supplemented by other facilities in the area.~~

~~In all, these facilities range from public (eg exhibition) through semi-public (cruise terminal, bars) to private accommodation. When the site is considered in relation to surrounding activities and building forms, a pattern of activity suggests itself. It is for the more public activity to occur at the city end (around Princes No 1 shed and the ‘Antarctic wharf’) where there is a natural centre of gravity (i.e. many paths cross). And for the more private activities to increase towards the east end (by the ‘cruise wharf’).~~

Page 46, substitute the following:

“In all, these facilities range from public (eg exhibition space and a range of activities that support and enhance Princes Wharf No. 1) through to semi-public (cruise terminal) and activities relating to the working port. In relation to surrounding activities and building forms, a pattern of activity emerges. The pattern is for the more public activity to occur at the city end (around Princes No. 1), and for the working port/cruise terminal activities to increase towards the eastern end of the wharf. Actual future land use for the wharf remains for a permit application to justify in accordance with the planning scheme and within the physical design parameters specified in the Site Development Plan.”

Page 46 insert after 8th paragraph the following:

Within the context of the recommended building envelope and form, building design is to be in response to the requirements of the proposed use.

Page 47, 5th point, delete the sentence:

~~“Commercial activities will have more consistent demand for carparking which can be better accommodated at the eastern end.”~~



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Page 48, delete 3rd dot point from the bottom of the page:

- ~~• Favoured activities which could be achieved quickly and be complimentary to the priority roles include hotel, internet and information technology facilities, cafes, restaurants and bars.~~

Page 50, add the following to the third point:

- ~~– The area between Princes Nos 1 and 2 Sheds (known as “the paddock”) functions as a coach park/terminal when cruise ships are in port: similarly a stretch of Castray Esplanade operates effectively as a cab rank. It is the flexibility of the space between the sheds that allows for these functions. (However, while this is regular practice, the area’s surface has many blemishes and is bound by an unsightly wire fences – a highly undesirable arrival image and experience.)~~ The principal function of the paddock is not as a coach park, but the requirements for coach and other passenger vehicles associated with cruise ships do need to be acknowledged. Arrangements for holding areas, off-site, are required to enable up to 40 coaches and other passenger vehicles (buses, 4 wheel drives) to access the pick up points for cruise ship passengers in timeframes acceptable to cruise ship operators.

When not used in conjunction with cruise ship operations, the paddock area forms an integral part of port operations involving a wide range of vessel types berthing at Princes No. 1 and No. 2 wharves. The area accommodates the need for equipment, machinery, container storage and short term provedoring”

Page 52 point c), delete “west” and substitute “east.”

Page 56, delete the heading “Site Boundaries and Plot Ratio” and accompanying text as follows:

### ~~Site Boundaries and Plot Ratio~~

~~The 1991 Review established a principle of ‘island structures’ which are also ‘sympathetic to its low scale (building) bulk and height characteristics’. In effect, the Review was referring to the several long low wharfsheds (including Princes Nos 1 and 2 sheds) and smaller structures such as the recently demolished Dockside Offices alongside Constitution Dock and former Marine Board offices on Franklin Wharf.~~

~~This principle was translated into plot ratio in the 1997 Planning Scheme with a clear intent to establish a lesser scale of development within the main space of the Cove than on those sites surrounding and facing the Cove (eg. along Salamanca Place), hence the prevailing plot ratios of 2 and 2.5 respectively.~~

~~However, the Scheme did not foresee the kind of anomaly that has occurred on the Princes (and other) waterside sites. The Princes Wharf site includes a) a wharf edge that must be clear for the free movement of vehicles for ship servicing and b) a large surface area (Castray Esplanade) which functions as a public thoroughfare plus other areas necessary for vehicular movement. In other words, the site contains extensive areas which are effectively ‘roads’. To include these in a plot ratio calculation is plainly against the spirit and intent of the Scheme.~~



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~~From this exercise, the concept of plot ratio would seem to be inappropriate for the Cove floor and the parameters for each development must result from the nature of each particular site assessed against the intent and objectives of the Planning Scheme. For this site the level of development should be mandated as a condition of the sale or development rights.~~

Page 57, under “Draft Plan and the Planning Scheme,” delete all the text after the first paragraph as follows:

Retain:

This Draft Plan satisfies the intent and objectives of the 1997 Planning Scheme and of the Sullivans Cove Activity Areas 4.3 and 2.0 (“Working Port” and “Mixed Use” areas respectively). Indeed, it has been carefully developed within the ‘qualitative’ aims of the Scheme.

Delete:

~~However, there is one further area where the proposals may diverge from the quantitative controls — building height. Development which would follow from the Draft Plan may be above the specified building height at the east end.~~

~~The maximum building height permitted under the Scheme is 8m (measured to the eaves or parapet). The maximum height likely under the Draft Plan is 7.5m at the building edge rising to 17.25 m at the centre. However this building envelope results from a most comprehensive study of the site and its context covering surrounding building forms and heights, the nature of surrounding spaces, urban structure, view lines, etc. In fact a shed form building with an eaves height of 8m could easily rise to a roof ridge height of that permitted in the Draft Plan (17m) incorporating mezzanine type spaces under the roof. The proposed building envelope is thus not a significant departure. Further, the approach taken in the Draft Plan achieves large areas of improved public space, the conservation of a single level building of significance, and the east end is the part of the site which is most capable of taking the largest building mass — aesthetically, environmentally and probably geologically.~~

~~Further building height is discretionary and the Draft Plan could be accepted.~~

and substitute the following:

“The maximum building height permitted under the scheme is 8m measured to the eaves or parapet.

The maximum nominated height under the draft Site Development Plan is 7.5m measured to the eaves or parapet. This is intended to maintain and reinforce the horizontal alignment of buildings along both Castray Esplanade and Princes Wharf. Above this, rising to a maximum 17.25 metres as the highest point, but stepped back from the wall faces, the opportunity exists for a number of outcomes, either a shed form, a structure with a defined roof or a stepped/terraced structure.

The nominated height at the eaves is within the maximum building height permitted under the



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scheme, but the status of height in terms of permitted, discretionary or prohibited will need to be assessed on the form of the building above the eaves in meeting the objectives of the scheme. In this context it will remain to be determined on an application whether elements above the eaves in the form of a stepped structure is roof and not, in effect, additional wall height.

The planning scheme dictates that demolition will require a discretionary permit application. The application of plot ratio could result in a floor area and building bulk excess to the principles of the Site Development Plan. The full implications of the scheme will need to be determined on an assessment of an application for a development permit. This is also the case in respect to any application for a change of use permit.”

Page 57, insert relocated section from page 31 and amend as follows:

### ***“Impact Of Site Development Plan on Culturally Significant Items***

There are four ways in which development ~~according to the Draft Plan (See Fig. 19)~~ as detailed in Part B.3 and illustrated on Fig. 19 might impact on items of cultural significance identified in this document:

- on those items in the environs;
- on the wharf apron;
- on Princes No. 1 Shed; and
- on Princes No. 2 Shed.

Development according to the Site Development Plan would have no direct or adverse effect upon surrounding items of cultural heritage value, individually or collectively. It will however reinforce the collective urban structure which is another dimension of heritage.

~~It~~ The Site Development Plan would have little effect upon the wharf apron. The wharf is seen as significant. The ~~plan aim~~ is to maintain the spatial quality of the wharf’s surface and the material structure of the wharf itself. The small ~~extension~~ increase in building footprint on the wharf and building bulk proposed to Princes ~~for the replacement building for Shed 2 Wharf~~ is consistent with the incremental extension of wharves about the Cove and the ~~No. 1~~ alignment of Shed 1. Some additional surfacing, providing it maintains the flat robust character of the wharves would be an acceptable improvement in keeping with their changing role. The free-standing nature of a new building, designed within the proposed envelope, would improve the spatial quality of the wharf.

Under the Plan, Princes No. 1 Shed is retained, but ~~it is likely that there would be some changes to its appearance~~ some changes to its appearance to suit new use requirements is acceptable. The Plan ~~calls~~ acknowledges the need for service items (eg toilets, waste stations) to be positioned within the envelope of the building and ~~that~~ there should be some transparency through the building. However, the essential qualities that contribute to the building as a significant item –



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namely the external form including lantern light, the visible structure (columns and roof truss) and the internal column-free space – will should remain. Indeed, it is this capacity for change, to be found in the shed’s flexible and robust structure, which is part of the shed’s significance.

~~Princes No. 2 Shed is likely to be lost. However, Nos 1 and 2~~ Shed Nos. 1 and 2 are of the same building typology and the value placed on the sheds is not of the order that both should be kept. The heritage concern is for one example of the typology to remain in its essential form and No. 1 shed is seen to have the greater integrity and therefore more worthy of retention. (As explained previously, there are also some more practical reasons which also reinforce the case for No. 1.) The guidelines for the replacement of the Princes No. 2 building result from a detailed analysis of the evolution of the site which is primarily of a heritage-cum-urban design nature: thus a new building should not devalue the refurbished Shed 1, the wharf or the wider urban structure.”

On page 58, under “Components” add “refurbishment or” as follows:

- Refurbishment or replacement of Princes No. 2 shed with a larger mixed-use building which both continues port functions (cruise terminal) and allows for the spread of commercial tourist and leisure activities onto the apron.

Page 59, 2nd dot point from bottom delete “greater.”

- Buildings to be spaced and modelled to allow for ~~greater~~ transparency across the Floor – from Salamanca Place to Hunter Street

On page 60, under “Building” add “refurbished or” as follows:

- Princes No. 2 shed to be refurbished or replaced with a multi-level building on a potentially enlarged footprint, height and volume – as specified elsewhere.

On page 60 also under “Building” after:

- Buildings to expose a structural frame with a repetitive rhythm, add:
- Any disturbance of the fill beneath the wharf apron will need to be assessed for contamination and appropriate measures taken if found to be contaminated.
- The asbestos cement roof cladding will require replacing. Substitute material is to display a corrugated or similar repetitive surface.

Page 61, under “Function: Activities and Movement,” omit the existing five dot points under “Activities:”

~~The site is to extend its role as:~~

- ~~• a cruise ship terminal,~~
- ~~• a public event and exhibition venue, and~~
- ~~• commercial tourist/leisure centre~~
- ~~• West and East ends to have public and semi-private roles respectively~~



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- ~~• Princes No. 2 is to house shipping terminal/ancillary facilities plus hotel/bars/cafes/i.t.facilities/car parking/market area showcasing and selling Tasmanian products/compatible functions~~

and substitute the following:

“In the context of Activity Area 4.3 “Sullivans Cove Working Port” of the planning scheme land use for the site should be a matter for a permit application, but based upon:

- a public event and exhibition venue associated with Princes Wharf No. 1;
- a range of uses to be determined through a project proposal that may include a cruise ship terminal and ancillary facilities principally on Princes Wharf No. 2; and
- the wharf edge and adjoining areas of Princes Wharf Nos. 1 and 2 primarily used for port functions associated with vessels berthing at Princes Nos. 1 and 2.”

On page 61, omit the 6th dot point under “Movement:”

- ~~• To accommodate up to 20 buses to service cruise ships. (However, this does not warrant an excessively large and permanent facility with fixed facilities as this would be to the detriment of many other potential activities) Also consideration may be given to the staggering of bus departure and arrival times to reduce space demands.~~

and substitute the following:

“The requirements for shore based transport for cruise ship passengers need to be facilitated. Arrangements off-site are required to allow up to 40 coaches and other passenger vehicles to access passenger pick up points in timeframes acceptable to cruise ship operators.”

When not used in conjunction with cruise ship operations, the ‘paddock’ area forms an integral part of port operations involving a wide range of vessel types berthing at Princes No. 1 and No. 2 wharves. The area accommodates the need for equipment, machinery, container storage and short term provedoring”

Page 61, under “Movement” after:

- The area between Salamanca Place and the wharf to be as permeable as possible for pedestrians.

insert:

- Use or development associated with Princes Wharf Nos 1 & 2 shall be mindful of access for vehicles, pedestrians and shipping to the CSIRO site (Princes No 3).
- Development will need to make adequate provision for access by emergency vehicles.

That draft Site Development Plan – Constraints Fig. 18 (following page 61) be altered to show the dimension of the gap as a minimum 8m between Shed 3 and the foot-print of a new building replacing Shed 2.



### **Appendix 1**

#### **Objectives of the Resource Management and Planning System of Tasmania**

1. The objectives of the resource management and planning system of Tasmania are:
  - (a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity; and
  - (b) to provide for the fair, orderly and sustainable use and development of air, land and water; and
  - (c) to encourage public involvement in resource management and planning; and
  - (d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c); and
  - (e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State.
2. In clause 1 (a), “**sustainable development**” means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while:
  - (a) sustaining the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations; and
  - (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and
  - (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.

## Appendix 2

### Terms of Reference

The Terms of Reference issued by the Minister are as follows:

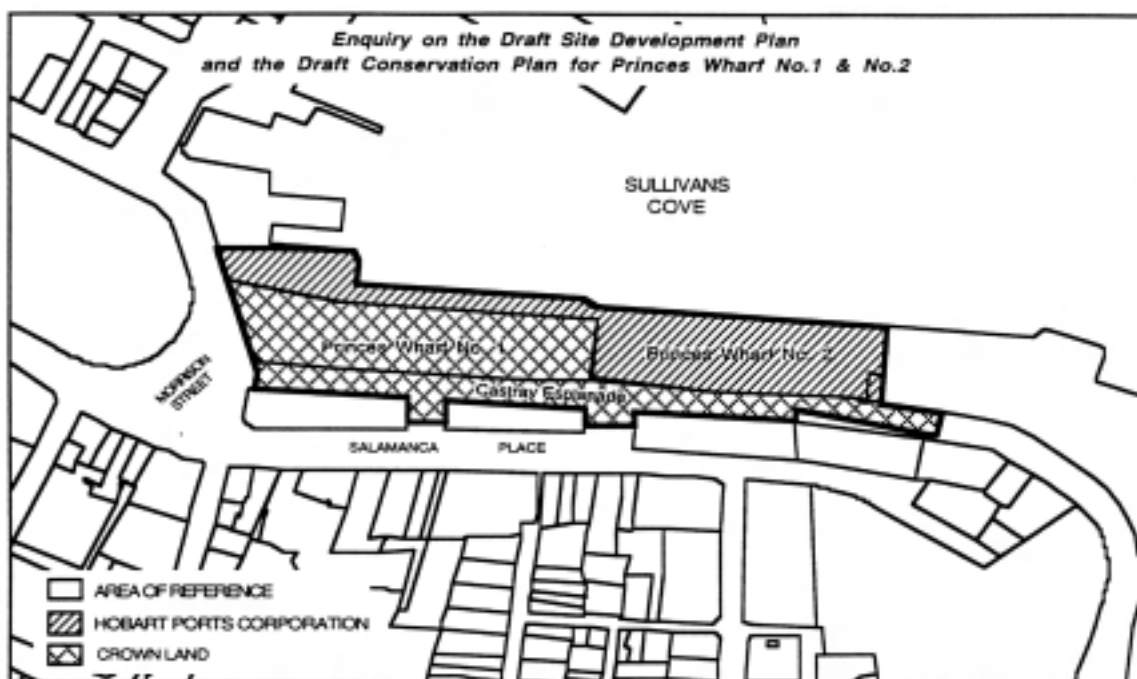
*Pursuant to Section 14 of the Public Land (Administration and Forests) Act 1991, I hereby issue the following reference to the Resource Planning and Development Commission.*

*The Commission is to conduct an inquiry into the report entitled "Final Draft Site Development and Conservation Plans for Princes Wharf Nos. 1 & 2" being the report prepared for the Department of State Development, Hobart City Council and Hobart Ports Corporation.*

#### 1. Description of the land

For the purposes of the inquiry, the subject land is the area of Crown and Hobart Ports Corporation land comprising Princes Wharf Nos. 1 and 2 is bounded by Castray Esplanade, Morrison Street, the CSIRO Marine Laboratories and Sullivans Cove.

The boundaries and ownerships of the subject land are shown below:





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### **2. Scope of the inquiry**

The Commission is to enquire into and report on the draft Site Development Plan and Conservation Plan for Princes Wharf Nos.1 & 2. The Commission is to assess the suitability of the plans for the site and as plans meeting the requirements of Part F Key Sites and Schedule 1 Conservation of Cultural Heritage Values of the Sullivans Cove Planning Scheme 1997.

### **3. Principles to be taken into account**

The inquiry is to consider and take into account the public submissions received. The Recommendations Report is to give effect to the provisions of the Sullivans Cove Planning Scheme 1997.

### **4. Date of submission of final recommendations**

Final recommendations will be given by 31 March 2001.<sup>1</sup>

David Llewellyn

Minister for Primary Industries, Water and Environment

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<sup>1</sup> In accordance with s.16 *Public Land (Administration & Forests) Act 1991* the Minister amended the reference to extend the date of submission of the final recommendation from 31 March 2001 to 30 June 2001



## Appendix 3

### Submissions and responses

Note: Abbreviations see Glossary

Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 1 & Sub. 5	Sullivans Cove Advisory committee	<p>Sub. 1 – Lack of consultation on Background Report with Advisory Committee.</p> <p>Considers draft plans provide an adequate base for future permit applications.</p> <p>Sub. 5 – “accommodate” in 3rd last para. On p61 suggested “facilitate”.</p>	<p>no comment.</p> <p>Sub. 5 – subject paragraph concerns buses/coaches to serve cruise ships. Site Development Plan (SDP) does not acknowledge requirements for coaches/ buses except to acknowledge use of paddock. (See Pp46 &amp; 50). P51 acknowledges cruise terminal will be the major generator of large vehicles. This issue is raised in other submissions. Text amendment required.</p>	<p>Sub. 1 – No modifications</p> <p>Modify text concerning transportation and access to service cruise ships.</p>
Sub. 2	Bryan Green MHA on behalf of E Neighbour	Suggests façades of wharf sheds to match colonial sandstone opposite.	<p>The draft plans identify the intrinsic merit of the sheds, particularly for shed No. 1. The relationship of buildings in space as discrete from the original wall (Salamanca buildings) does not support buildings on the wharf matching design and materials of the wall. Further the sheds do not have a street front and replacement buildings should not close off the open side of Salamanca – Castray Esplanade</p> <p>See draft plans at following pages.</p> <p>P26 merit of wharf sheds.</p> <p>Pp28, 39 buildings setting not a replacement for Salamanca.</p> <p>P30 maintain original form and material appearance.</p> <p>P38 wharf sheds and Salamanca buildings represent fundamentally different building typology.</p> <p>Pp 58-61 design principles.</p>	No modifications
Sub. 3	Graeme Green	<p>“get rid of” wharf sheds – functional warehouses from a past era.</p> <p>Seeks something sympathetic to stones of Salamanca, plane trees but retaining link to water.</p>	The position on the wharf sheds is not explained in the submission. What should replace the existing buildings is not revealed. Views expressed are not supported in the Conservation Plan (CP). Response similar to that for S2.	No modifications



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 4	Mrs LH Mitchell	<p>4.1 Agrees with proposed use for Princes Wharf No. 1 (PW1). Princes Wharf No. 2 (PW2) not considered ideal for cruise terminal.</p> <p>Concerned for re-development of PW2.</p> <p>Need for use/function hotel, crafts café cruise terminal etc not demonstrated.</p> <p>4.2 Height of replacement PW2 building would shift wall of Cove away from Salamanca.</p> <p>4.3 Loss of bus terminal and taxi rank.</p> <p>Loss of car parking and narrowing of Castray will isolate Battery Point and increase traffic on Sandy Bay Road.</p>	<p>4.1 SDP does not specify use, except priorities: working port and public space for major community and tourist events (P47). SDP p53 assumes a cruise terminal adjacent to PW2. References to use follow from this assumption. Actual use of PW2 is for a future permit application to address.</p> <p>4.2 The height of existing shed No. 2 is 12.7m, compared with large ground floor area of 95m x24m 2280m<sup>2</sup> (P23). On p57 &amp; fig18 suggest a replacement shed No. 2 with height to eaves of 7.5m and max height of 17.25m ie 4.55m above existing. In comparison with bulk of building and surrounding free space, this increase in height is not considered inappropriate.</p> <p>4.3 Parking is a recognised activity in the SDP but not current long-term commuter parking. Traffic matters are addressed pp49-54. Current traffic confusion recognised in SDP and previous reports on traffic have been identified. Accommodation of all traffic/parking demand cannot be contemplated for this area</p> <p>Traffic requirements for wharf service should be the priority. HCC contend traffic and parking considerations have been embodied in the planning scheme. Fig 17 should be retained in SDP.</p>	<p>4.1.Modifications required concerning land use.</p> <p>4.2 modifications required concerning aspects of the SDP in relation to the scheme.</p> <p>4.3 no modifications</p>
Sub. 5	Sullivans Cove Advisory committee	See Sub. 1		
Sub. 6	Tasmania Police	No submission on policing or public safety.		No modifications
Sub. 7 & Sub. 21	Hobart City Council	<p>Endorses use of “facilitate” p61 (SCAC s5). Further modifications to clause to delete “excessively large” and “may.”</p> <p>Sub. 21 – volume of buses (20) is excessive and should be kept to a minimum.</p>	<p>Intent of changes to 3rd last para. p61 is to provide for 20 buses but not as a permanent facility and to give greater weight to staggering arrival/departure times.</p>	<p>Modify text concerning transportation and access to service cruise ships.</p>



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 8	Salamanca Arts Centre	<p>8.1 Endorses prescriptions for PW 1 &amp; 2</p> <p>Seeks shed No.1 as flexible performance space. Retention of exterior utilitarian structure and transparency of building in context of integrity of building exterior and potential uses.</p> <p>Ensure shed No. 1 has suitable sound proofing and light control.</p>	<p>8.1 Submission supports principles for use and development of wharf buildings. Advocates a particular use for shed No. 1 ie flexible performance space. Future use of interior space is not a matter for this report to address.</p> <p>Discussion on p46 should include a statement on internal use with the form of buildings to respond to future function eg for a performance space appropriate control of light and noise.</p> <p>In respect to development in response to use, – the weight to be given to keeping the ‘solid’ façade intact needs to be resolved. The CP and SDP refer to transparency through the building (Pp31, 42, 59). This concept appears both in respect to the previous function of the wharf sheds with regular openings on all sides – “relatively transparent structures” (p42 6th para) and as the opposite to the “solid” wall of Salamanca.</p> <p>P59 2nd dot point from bottom refers to “greater transparency across the floor of the cove”. Yet 4th dot point from bottom refers to “buildings to be read as islands”. The position in the report on transparency through the wharf sheds is not taken as a major requirement, and with in the exposed frame structure there can be solids and voids presumably in response to use.</p> <p>The position on transparency does not need further clarification except to delete “greater” from transparency where appearing on P59.</p>	<p>8.1 P46 insert after 8th para. the following: Within the context of the recommended building envelope and form, building design is to be in response to the requirements of the proposed use.</p> <p>P59 – 2nd dot point from bottom delete “greater”.</p>
		<p>8.2 P44 reference to electronic wall screen on PW1 in terms of restrictions on advertisements and impacts on heritage etc.</p>	<p>8.2 Concern for electronic screen is probably unfounded. The SDP refers to “consideration may be given.” It is one of a number of peripheral suggestions in the SDP. The suggestion should be retained as an idea. The submission identified a number of relevant issues that will need to be addressed with any permit application.</p>	<p>8.2 no modifications</p>



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 9	DIER – Strategic policy and planning Section	Acknowledges road system is matter for Council. Report should verify that suggested intersection of Morrison and Castray is consistent with strategy for whole of Cove and connections to arterials.	Submission raises the broader impacts of proposed traffic rearrangements. Schedule 5 of the planning scheme largely places the burden of traffic considerations on to the applicant – providing for a site by site assessment. However for the purposes of the SDP the traffic proposals for Morrison Street/Castray Esplanade for traffic management should be sufficient. The view of HCC and HPC is that Fig.17 should be retained. A subsequent permit application will need to address traffic management specific to that proposal. This does not reduce the merit for a clear framework or strategy for linkages in to and out of the Cove	No modifications.
Sub. 10	Australian Property Institute	Supports general thrust of report. Issues:  10.1 Large electronic screens and contemporary public square inconsistent with heritage precinct and working port concepts.  10.2 Potential for plethora of shops, restaurants, bars etc affect on existing businesses.  10.3 Caution that changes to traffic and loss of commuter parking doesn't shift problem to adjoining neighbourhoods.	10.1 The SDP identifies concepts that are either permanent as in buildings or those that are essentially temporary. Multi-functional space can be successful and does not necessarily mean all activities at the same time. See also 8.2.  10.2 Use is not a matter that is central to the SDP. Each use will need to be a commercial decision and be subjected to the rigours of the approval process. The report makes assumptions on principal uses. P53 under Design Principles assumptions are that uses will be cruise terminal and exhibition building. The basis for the assumptions is not identified. Also p45 2nd para – 2 assumption – working wharf and venue for festival events of State significance.  10.3 Issue of commuter parking has to be seen in context, the primary function of the wharf should not be long stay parking. Although SDP does not discount some parking. Provisions for parking for new use/development are contained in the planning scheme.	10.1 No modification  10.2 Modifications required to remove references to use.  10.3 no modifications
Sub. 11	Tasmanian Heritage Council	Endorses Conservation Plan. No comment on SDP	none	No modifications
Sub. 12	Brian Collin	Advocates working wharf ethos. Nominated functions in report inconsistent with ethos.  Advocates:  Demolish shed No.2  Cruise ship terminal on site of PW2  No duplication of activities currently in Salamanca or city.	SDP should confine references to the principal identified uses and not hint of other uses without addressing merit and conflict. A future permit application will need to cover land use. References to use other than principal uses ie cruise terminal and public space should be deleted from the SDP. See 4.1	Modifications required concerning land use.



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 13	Clive Abbott	13.1 SDP should address relevant matters in the planning scheme.	13.1 matters identified in submission are for a permit application for use or development to address, the SDP being just one element of application. Ref. to planning scheme clause 30.5 re Sullivans Cove Impact Statement is at discretion of Council and is a matter for permit application when proposed use and development are known.	13.1 no modification
		13.2 Discrepancies in titles of plans.	13.2 it is important to recognise there are 2 discrete plans under review: conservation plan and site development plan and these are terms recognised in planning scheme.	13.2 modify documents to simply refer to “draft conservation plan” and “draft site development plan”.
		13.3 Boundaries of study area and recommendations for traffic outside boundaries.	13.3 The relevant boundaries are those shown on p3 of Background Report. Any permit application will need to address matters external to site, including traffic. Particular solutions to traffic will be in response to knowledge of intended uses.  To clarify actual plan site both conservation plan and site development plan should clearly show subject site. The site – land parcels on P5 of conservation plan should clearly show boundary as per p3 of Background Report. Site plan should be duplicated for site development plan to reinforce independence of the two plans.	13.3 incorporate plan of the subject site in to both conservation plan and site development plan.
		13.4 Proposed height and volume of buildings should be clearly specified.  P56 clarification of plot ratio calculation.	13.4 The planning scheme does not give a definitive set of standards for the site. The interface between recommended building form and provisions in scheme need to be put in context through SDP.	13.4 Modifications required on matters relating to development and the scheme.
		13.5 SDP should include technical information eg services and capacities.	13.5 technical information is beyond the scope of brief for work and SDP is constrained because it does not support an actual proposal. Matter for permit application to address.	13.5 no modifications
Sub. 14	CSIRO	14.1 unimpeded access to CSIRO site and solution to parking intrusion on site. Separation of shed No. 2 from shed No. 3 supported to allow access around perimeter of building.	14.1 SDP should identify requirement for unimpeded access to site. Parking infringements for CSIRO to address. Separation of sheds recommended in SDP as 8m.	14.1 SDP P61 insert under “Movement” – “Use or development associated with PW 1 & 2 shall be mindful of access for vehicles, pedestrians and shipping to the CSIRO site (Princes No. 3).”
		14.2 protection of water access to CSIRO wharf and isolation of wharf from non CSIRO vessels.  Isolation of shed No. 3 from impacts on PW2.	14.2 Within context of working port and establishment of cruise terminal agreement on access and realignment of wharf edge will be required between CSIRO and Hobart Ports Corporation	14.2 see 14.1



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 14 cont'd	CSIRO	14.3 concern for poor condition of PW2 and impact on CSIRO unless fixed.	14.3 structural integrity of PW2 and isolation of CSIRO would need to be addressed with permit application.	14.3 no modifications
Sub. 15	Property Council of Australia	Supportive of content and direction of report.  15.1 Not concerned with retention of structures provided replacements are suitable design and scale.  15.2 design principles should be flexible ie performance rather than prescriptive.  15.3 reference to “refurbishment” of shed No.1 suggests “redevelopment.”	15.1 CP should clarify position/importance for retaining or replacement of sheds 1 & 2 for the intrinsic value of those buildings. CP seems to assume shed No2 should go. P31 of CP comments on SDP recommendations and blurs edges between the 2 plans. Content of P31 is for SDP.  15.2 design principles are essentially performance except recommendation on height and footprint of replacement of shed No. 2.  15.3 Pp31 & 60 refers to ‘refurbished within existing building envelope’. ‘Redevelopment’ is not appropriate if CP argues that shed No. 1 should be retained.	15.1 Modifications required to clarify position on demolition and relationship between schemes.  15.2 no modifications  15.3 no modification
Sub. 16	Hydro Tasmania	Concern for traffic impacts on Hydro Tasmania site and seeks to have impacts addressed in SDP.	Matters of concern to Hydro Tasmania are essentially off-site peripheral concerns for PW1 & 2. The SDP proposes reduction/removal of commuter cars, and “constrained” development that will not necessarily result in increased traffic demand through Sullivans Cove. Concerns about closure of Morrison Street near Argyle Street and emergency services access and vehicular access need to be addressed with any street closure that may or may not be related to a change of use on PW.	No modifications
Sub. 17	Beaufort Shipping	17.1 ‘The Paddock’ requires better title suggest ‘cruise coach terminal’.  17.2 arrangements for comfort of cruise ship passengers.  17.3 need to accommodate 30 coaches + smaller coaches + 4 wheel drives.	17.1 ‘The Paddock’ is a long time reference to the area between sheds 1& 2. It is a colloquialism that should be retained.  17.2 The SDP principally addresses context and form of buildings rather than use. The attributes for a cruise ship terminal on PW2 will need to be resolved through a permit application.  17.3 Arrangements for coaches and other cruise ship related vehicles require resolution. Subject of other representations.	17.1 no modifications  17.2 no modifications  17.3 Modifications to text on transportation



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 18	Tas. Conservation Trust	18.1 relationship between the CP & SDP and planning scheme and view that plans should be incorporated in to planning scheme to clarify planning controls and exercise of discretion.	18.1 SDP at this stage and until inclusive of the requirements for a permit application cannot fulfil all the requirements for an SDP under the planning scheme,  However an amendment covering particular aspects of development would add certainty to the eventual form of any future development on the wharf. Such an amendment could cover overall building height, demolition of shed No. 2 and the foot print of a replacement building as permitted development.	18.1 modifications to the text to clarify the nexus between the planning scheme and draft plans.
		18.2 Position of shed No. 2 should be articulated in CP. Conclusion that shed No. 2 is expendable is not argued on conservation grounds.	18.2 Position on future of shed No. 2 and also shed No. 1 needs to be critically examined in CP. See S15.1	18.2 modifications required to conservation plan.
		18.3 gap between replacement shed No. 2 and shed No. 3 (CSIRO) should be increased from nominated 8m to >15m.	18.3 the requirements for access and perception of separation should be satisfied with an 8m setback between a replacement shed No. 2 and shed No. 3. Additionally an increased building separation should not result in a reduction in the separation of buildings across the paddock.	18.3. no modifications
		18.4 fig 18 and 19 give wrong impression of roof form for replacement PW2.	18.4 Figure 18 from the analysis in the draft plans provides an envelope defining the outer limits for a building for the site. The resulting building form has not been specified in the SDP  NB SDP reference to 'hipped roof' is not correct, should be 'ridged'.	18.4 No modifications to fig 18 & 19.  Omit reference to hipped roof, where appearing and substitute "ridged".
		18.5 wharf shed edge on Castray Esplanade not to mirror activities eg shop fronts on Salamanca Edge but to have a transparency that encourages movement in and through the building.	18.5 Issue of transparency raised in s8.1. Transparency should be sought through buildings as islands and open spaces between and solids and voids (transparency) within building facades. The SDP does not address land use to any extent, and this is for a permit application to address.	18.5 modifications to text on building function
		18.6 incorporate transfer to coaches in redeveloped shed No. 2 rather than in open paddock.	18.6 Requirements for coaches/buses need to be addressed as part of any PW2 redevelopment. The 'paddock' will not accommodate the demand for coaches servicing large vessels.	18.6 modification required to text on transportation
Sub. 19	GHD	Retention and refurbishment shed No. 1 is too restrictive. Suggests a replacement building because of poor condition of existing shed and cost of compliance.	CP to articulate merit of retaining existing shed No. 1. Structural integrity of PW1 is not addressed in SDP or CP except P26 states wharves and sheds are mostly sound. Presumably costs to ensure structural integrity and compliance will depend on building use.	Modifications required clarifying position on demolition. Structural integrity of wharf sheds not directly relevant to inquiry.



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Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 20	Hobart Ports Corp.	<p>Supports SDP re provisions for working port.</p> <p>20.1 need to recognise bus/coach requirements for up to 3000 passengers.</p> <p>20.2 Commercial opportunities for shed No. 2 may be limited if shed No. 1 is confined to public type uses.</p>	<p>20.1 requirements for coaches and other forms of shore based transport need to be determined.</p> <p>20.2 the use and commercial viability nexus between sheds 1 &amp; 2 is a matter for any subsequent permit application. Use and development of both wharves is to be within context of working port framework.</p>	<p>20.1 modifications required to text on transportation</p> <p>20.2 6 modification required concerning land use.</p>
Sub. 21	HCC	See Sub. 7		
Sub. 22	DPIWE	<p>Dept. generally supports draft plans</p> <p>22.1 high potential for finding aboriginal relics along original shore.</p> <p>22.2 impact of visual and general impacts on nearby Bond Stores.</p> <p>22.3 issues of asbestos and site contamination should be recognised in guidelines.</p>	<p>22.1 Report p6 asserts all traces of aboriginal settlement have disappeared. Accuracy of assertion is not verification. Dept suggests assertion be deleted (clarification email 7/9/00). Most of site is on reclaimed land. If works (off-site) uncovers aboriginal relics provisions of Aboriginal Relics Act become applicable.</p> <p>22.2 envelope for redeveloped shed No. 2 is some 26m away and of similar height to bond stores. DPIWE submission contends that shed No. 2 is a building of significance, a new building complying with the guidelines should therefore not impact on the Bond Stores.</p> <p>22.3 asbestos is mentioned at Pp13, 27, 40, 55. Site contamination at P55. These issues should be included in section B3 SDP.</p>	<p>22.1 P6 omit 2nd sentence "The landscape has." Substitute "Since European settlement the landscape has been extensively transformed by urban and port development."</p> <p>22.2 no modifications</p> <p>22.3 P60 under "Building" add:                      "Any disturbance of the fill beneath the wharf apron will need to be assessed for contamination and appropriate measures taken if found to be contaminated."                      "The asbestos cement roof cladding will require replacing. Substitute material is to display a corrugated or similar repetitive surface."</p>



## Final Recommendations Report

Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
Sub. 23	Barbara Kile Heritage Tours of Tas.	<p>23.1 Submission details requirements for servicing cruise ships inc. shore based transport and requirements for terminal.</p> <p>23.2 contends up-market residential accommodation is unsuitable for a cruise terminal.</p>	<p>23.1 SDP is based on assumption that a cruise terminal will be provided on PW2. The attributes for a cruise ship terminal should be resolved through a permit application.</p> <p>23.2 Conflicts raised in submission are recognised in report to extent of needing acoustic measures, P55. Noise is not only land use conflict.</p> <p>If there is to be a suggestion of residential use mixed with working port, the use conflicts need to be fully articulated. SDP is not clear on type of residential accommodation but uses 'hotel' as the example.</p> <p>Permanent accommodation would conflict with notions of working port. Commercial accommodation may be compatible and should be considered in context of permit application. In response to S4.1 'suggested' uses are recommended to be deleted.</p>	<p>23.1 Modifications required to text concerning transportation.</p> <p>23.2 modifications required concerning land use.</p>
Sub. 24	Tom Errey	<p>24.1 confusion on compass direction and the word 'complimentary' (Pp46 &amp; 48)</p> <p>24.2 references to substitute roof cladding to replace asbestos and noise.</p> <p>24.3 provision for emergency vehicles.</p>	<p>24.1 correct draft plans as suggested.</p> <p>24.2 The SDP refers to roofing. Roofing is to display a corrugated or similar repetitive surface, rather than specify a particular roofing material. Performance requirements in terms of noise will need to be in response to particular use of the building.</p> <p>24.3 Emergency access requirements should be acknowledged in SDP.</p>	<p>24.1 modify as follows:</p> <p>P8 2nd last para, omit "westwards" and substitute "eastwards".</p> <p>P52 point c) omit "west" and substitute "east".</p> <p>P46 2nd last para omit "complimentary" and substitute "complementary"</p> <p>24.2 modify as recommended for S22.3</p> <p>24.3 P61 under "Movement" add: "Development will need to make adequate provision for access by emergency vehicles".</p>
S25	National Trust Aust (Tas)	No objections		



## Appendix 4

### Submissions and responses on Draft Recommendations Report

Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
1	Brian Collin	Support for modern ethos “working port” being directly linked to servicing of port traffic	Working port is embodied in the planning scheme provisions for Activity Area 4.3.	Elaborate on relationship between Site Development Plan & provisions in planning scheme.
2	Hobart Ports Corporation	Add clause concerning the use of the “paddock”.	Confirmation that the paddock is for port operations is consistent with the scheme and other submissions	Incorporate suggested clause from HPC in to Recommendations Report
3	Tas. Fire Service	Supports inclusion of reference to access for emergency vehicles		No further modifications.
4	Tas. Heritage Council	Endorse Conservation Plan and with hold comment on Site Development Plan.		No further modifications.
5	Dept. State Development	Report should provide broad consideration of use. Use needs to be more clearly defined and inclusive.	In response to submissions and review of the scheme the draft recommendations were to delete references to use and have the report concern development. It was considered that there was insufficient evidence to support particular use outcomes.	No further modifications.
6	Dept Infrastructure Energy and Resources	Advocates overall traffic management strategy for Cove	Other submissions contend information and data from previous studies is comprehensive. Implementation constrained by lack of resources.	No further modifications.
7	J S Luckman	Support for draft recommendations.	Concerned for future of shed 2 and likely expansion of activities CSIRO and Antarctic.	No further modifications.



## Final Recommendations Report

Sub No	Name/ Organisation	Summary of issues	Comment	Proposed Recommendations
8 and 11	Tas Conservation Trust	Site development Plan should specify a limited range of preferred uses.	On the information available it is not considered valid to nominate preferred uses.	No further modifications.
		Vagueness of description of roof in SDP. Trust rejects that a stepped structure is appropriate.	Roof form is seen as an unresolved issue.	No modification.
		Proposed gap between Shed 3 and proposed footprint for a replacement building for shed 2 is insufficient for the bulk of the building envelope and function of transparency.	The gap separation of buildings is shown on Fig.18 SDP and not in the text. The SDP description is stated as desired outcomes rather than a dimension.	Amend Fig.18 to show dimension of gap as a min. 8m.
		SDP should provide a finer grain planning tool for future use and development.	SDP provides extensive guidance on development of site in contrast to use.	Incorporate modified SDP in to scheme.
9	Royal Australian Planning Institute (RAPI)	Implications of widening PW2 wharf to align with PW 1. Suitability for PW for cruise ships.	Evidence is that PW is suitable for cruise ships and realignment of PW2 will enhance situation.	No further modifications.
		Residential use and basement parking should be ruled out. Residential use is not a priority use for waterfront land under State Coastal Policy.	Use is considered a matter for the scheme to address. State Policy is a relevant consideration.	No further modifications.
		Public transport and pedestrians infrastructure required.	Difficulties of transport are recognised by HCC.	No further modifications.
10	Gutteridge Haskins & Davey Pty Ltd	SDP should address structural integrity of PW1 and not discourage demolition and redevelopment	SDP does not rule out demolition of shed 1 but SDP and planning scheme has strong impediments to demolition. Structural integrity is not seen as a matter for the SDP and structural assessments will need to be made for any future use or development.	No further modifications
12	Hobart City Council including report from Sullivans Cove Advisory Committee	Supports recommendation on coach/bus access.	Requirements to be satisfied for a permit to demolish are detailed in the scheme. A SDP would be required prior to approval of demolition.	No further modifications.
		Demolition only permitted if complying with SDP.		
		Demolition shouldn't be mandatory.	The SDP assumes replacement of shed 2. The reuse option should be identified	Modify text for shed 2 such that reference is made to "refurbish" as well as "replacement".
		Supports SDP position on use but clarification required on definition of hotel.	Position in draft Recommendations is for use to be determined through the scheme.	No further modifications.
		Reaffirms area part of "working port".		No further modifications.
		SDP should add certainty and be incorporated in to the scheme		Incorporate modified SDP in to scheme.