





SULLIVANS COVE PLANNING REVIEW

November 1991





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FOREWORD	5
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EXECUTIVE SUMMARY	7
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CHAPTER 1 THE REVIEW

1.1	Reasons for the Review	9
1.2	The Purpose of the Review	9
1.3	Methodology for the Review	9
1.4	Other Information	9
1.5	Review of Documentation	9
1.6	Review of Statutory Planning Provisions	11
1.7	Review of Past Planning Decisions	12
1.8	Summary	16

CHAPTER 2 THE STRATEGY

2.1	Heritage	19
2.2	Form: The Setting	25
2.3	Form: Spaces and Buildings	28
2.4	Urban Detail: Spaces and Buildings	48
2.5	Image, Amenity and Safety	71
2.6	Land and Maritime Activities	81
2.7	Movement	89
2.8	Administration	99
2.9	Economic Overview	102
2.10	Summary of Principles	103

CHAPTER 3 THE IMPLEMENTATION

3.1	Sullivans Cove Planning Scheme	109
3.2	Planning Provisions	109

APPENDIX A

The Strategy Applied to an Example Site	115
---	-----

BIBLIOGRAPHY	118
--------------	-----



REFERENCE PANELS

A1	Reasons for the Review	8
A2	Guiding Principles.....	17
B1	Origins and Growth	18
B2	Design Principles : Heritage	22
C1	Form : The Setting	26
C2	Design Principles : The Setting	27
D1	Form : The Spaces	30
D2	Design Principles : Spatial Form	32
E1	Form : Buildings (Orientation and Alignment)	36
E2	Design Principles : Buildings (Orientation and Alignment) ..	38
F1	Form : Buildings (Bulk and Height).....	40
F2	Design Principles : Buildings (Bulk and Height).....	42
G1	Urban Detail : Spaces.....	49
	Space Types.....	50
G2	Design Principles : Spatial Detail.....	63
H1	Urban Detail : Buildings.....	64
H2	Design Principles : Building Detail	69
I1	Image, Amenity and Safety	70
I2	Design Principles : Image, Amenity and Safety	76
J1	Land and Maritime Activities	80
J2	Design Principles : Land and Maritime Activities	84
K1	Movement.....	88
K2	Design Principles : Movement.....	94
L1	Administration.....	98

NOTE: The Reference Panels shown in this Report are adaptations of the Panels shown in the Public Exhibition, October-November 1990

The reference panels present an ANALYSIS of what exists or has existed in Sullivans Cove and show the DESIGN PRINCIPLES which are to guide its future planning and development.

On the reference panels some characteristics are shown as desirable and to be encouraged. These are bordered in GREEN.

Other characteristics are shown as undesirable and to be discouraged. These are bordered in RED.

GLOSSARY

DRTS	Derwent Region Transportation Study
HoCAS	Hobart Central Area Traffic and Parking Study
SCUDS	Sullivans Cove Urban Design Study



Constituent members of the Sullivan's Cove Development Authority have for some years been aware that existing Town Planning Legislation has not satisfied the public perception and aspirations for developments within the Sullivan's Cove area; and despite many studies and reports no single satisfactory analysis of the character and form of Sullivan's Cove was available.

The Authority embarked on a task to investigate and articulate what constituted the unique character and form of the Cove and formed the opinion that an urban design oriented plan with its emphasis on streetscapes, neighbourliness, urban details, economics, character and history would be preferable to the more traditional forms of Town Planning.

A team using the Authority's own resources and generously aided by funds and professional staffing from the Tasmanian Government and contributions from the Hobart City Council and the Marine Board of Hobart (and using Urban Design Consultants) undertook this Planning Review in order to incorporate the great number of studies and reports which document the special qualities of Sullivan's Cove into a comprehensive planning document to determine clear development guidelines for Sullivan's Cove.

The Authority adopted a Brief for this Review which defined the tasks as being:-

- to prepare an Urban Design Strategy;
- to prepare Development Control Measures necessary to support the Urban Design Strategy;
- to prepare Urban Design Guidelines;
- to prepare Urban Detail Guidelines;
- to indicate areas of priority for works programmes;
- to not indicate site specific guidelines but to ensure that the guidelines are sufficiently clear to allow the planning authority to readily prepare such briefs when required;
- to provide a mechanism to enable exceptional design;

- to recommend a boundary which would ensure the implementation of the Urban Design Strategy;
- to recommend an appropriate organisational structure which would ensure the consistent and effective management and administration of the Urban Design Strategy.

In addition, the Sullivan's Cove Development Authority commissioned an Economic Study and a Heritage Study to capture further dimensions of value to the Planning Review.

The Authority comprises the following members:-

CHAIRMAN:

Mr C. Crawford
Retired Architect

MEMBERS:

Alderman A. Hurburgh
Hobart City Council

Mr D. Taylor
Marine Board of Hobart

Mr V. Barron
Hobart Chamber of Commerce

Mr M.R. Laughlin
Dept. Environment and Planning

Mr M. Wells
Dept. Tourism, Sport and Recreation

Mr T. Peters
Roads and Transport

Mr D. Doyle
Retired Director-General of Lands

Mr A. Shurman
Representing Jointly RAIA/RAPI

Mrs K. Ancher
Sullivan's Cove Citizens Association

Whilst the Authority maintained a policy overview in the exercise it was advised by a Steering Committee

with the following representatives:-

Mr Crawford (Chair)
Sullivan's Cove Development Authority

Mr M. Laughlin
(Minister's Representative)

Mr B. Holmes
Hobart City Council

Mr P. Curtis
Hobart City Council

Mr D. Taylor
Marine Board of Hobart

Mr I.L. Johnstone
Hobart Chamber of Commerce

Mr R. Nolan
Dept. Environment and Planning (Planning Division)

Mr A. Shurman from 1 January 1991
Mr J Allom up to 31 December 1990
RAIA/RAPI

The Steering Committee and the Project Team also received valuable advice from the Sullivan's Cove Citizens Association and other organisations during the preparation of the Review.

The Steering Committee and Consultants are to be complimented on their application and professionalism in what is a very difficult task.

A draft of the proposed Review was placed on public exhibition in Hobart and received enthusiastic support and valuable comments were provided which have been included where possible in this publication.

The Review uses the most recent design philosophies and breaks new ground in Urban Design Planning. It has been accepted by the Sullivan's Cove Development Authority and is recommended for adoption and implementation by the Authority's constituent members.

C.W. Crawford LFRAIA
CHAIRMAN





The Sullivans Cove Planning Review sets out a planning and design framework to guide future development in Sullivans Cove and respect its unique character.

It is a plan for progress and preservation with prudence.

Sullivans Cove is a national asset. It is an historic site still largely in authentic condition that is used daily for commercial, cultural and recreational purposes.

The Cove's historical integrity must be preserved but it must also be allowed to progress as the needs of Hobart and its people change.

Sullivans Cove was Hobart's birthplace and it remains the City's symbolic Heart - an important link with Tasmania's maritime history, a place where Hobartians love to congregate and tourists to visit.

In the past, proposals to develop parts of Sullivans Cove have sometimes caused conflict, simply because there was no clear plan to guide developers.

This report recommends guidelines which seek to reduce this uncertainty.

SUMMARY OF PRINCIPLES FOR DEVELOPMENT IN SULLIVANS COVE

- The unique character of Sullivans Cove should be preserved.
- Sullivans Cove is expected to continue as a working port, with associated transport and industry.
- Sullivans Cove should continue to be vital culturally and economically and new development which respects and complements the character of the Cove will be encouraged.
- Sullivans Cove is the main tourism and recreational asset of Hobart and this role must be recognised.
- Development must respect the national amphitheatre that the site forms and important views from the west and the City to the Eastern Shore and beyond.

- Development must respect the spatial and built form of Sullivans Cove.
- Where a site offers the potential to form an edge to the space before it, any building on the site must do so.
- Where the building is freestanding within the space, it must display an all-round frontage.
- The design and placement of urban details including steps, seats, plantings, lighting etc., must reinforce the character and form of spaces and buildings.
- Buildings, spaces and other design elements must form an identifiable precinct, image or structure.
- Amenities such as telephones, toilets, drinking fountains etc., must be located in extended and improved nodes.
- New amenities such as shelter, seating and information are to be encouraged to make Sullivans Cove a more comfortable place.
- Environmental quality and safety from industry and hazards must be controlled by environmental performance standards and/or separation of conflicting activities.
- Personal safety and property security must be a consideration in all new development.
- Sullivans Cove must continue to cater for such public activities as markets, exhibitions, fish sales etc.
- The activities in Sullivans Cove must complement those of the central City area and shall not require new buildings that are out-of-scale with Sullivans Cove.
- Activities should only be permitted when they can be accommodated in spaces and buildings which are of a scale and character of Sullivans Cove.
- Future activities must support the particular character of each identified Activity Area in Sullivans Cove.
- Design must ensure safety from vehicles

preferably by traffic restraint rather than vehicle-pedestrian separation.

- Pavements, carriage-ways and parks must offer improved circulation and safety, enhance pedestrians appreciation of their environment and reduce the need for pedestrian-vehicle intersections.
- There must be adequate vehicular access to all the activities in Sullivans Cove.
- The provision of on site car parking should not require the design of new building development to be out of scale with the spatial and built forms of Sullivans Cove.
- There must be a single plan and set of guidelines for proposed developments and a single point of contact.



REASONS FOR THE REVIEW

A1



1. SULLIVANS COVE is the place from which Australia's second oldest State capital city grew.



2. SULLIVANS COVE is the place from which Tasmania grew.



3. SULLIVANS COVE sits in one of the World's finest city landscape settings.



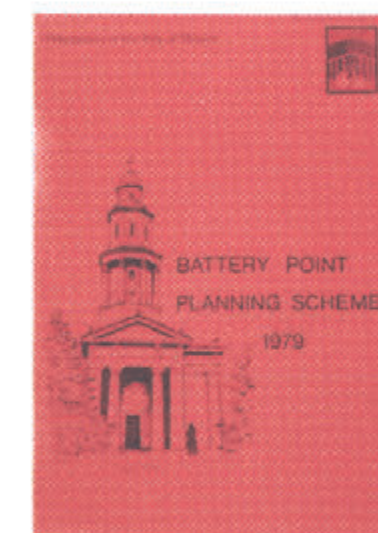
4. SULLIVANS COVE is one of Australia's most intact historic waterfronts.

5. SULLIVANS COVE is therefore a very special place and one of the most thoroughly studied in Australia.

6. Other documents of importance to SULLIVANS COVE include:

7. There are two Planning Schemes which cover parts of SULLIVANS COVE:

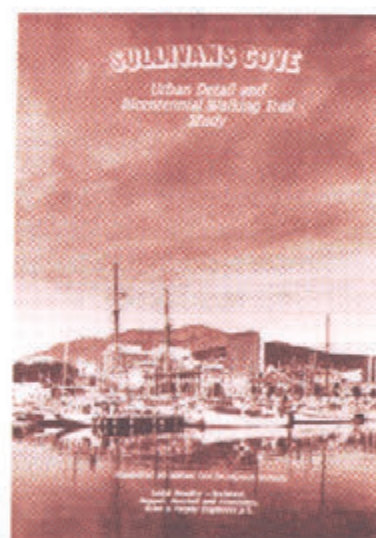
Historical Research - Sullivan's Cove, 1987. Hudspeth and Scripps.
 Historical Research - Hunter Street, 1988. Hudspeth and Scripps.
 Historical Research - Central Cove, 1990. Hudspeth and Scripps.
 Historical Site Survey - Civic Square Site, 1988. Historic Sites Survey Team.
 Derwent Region Transportation Study, 1979. Dept. Main Roads.
 Hobart Central Area Traffic and Parking Study, 1985. HoCAS Study Group.
 Son et Lumiere - Sullivan's Cove, 1988. Hepper and Bowman.
 Civic Square, Hobart - Guidelines and Performance Standards, 1987. Hobart City Council.
 International Antarctic Centre - Competition Brief, 1988. Tas. Government and Sullivan's Cove Development Authority.
 Landscape and Streetscape Works, Davey Street, 1986.



SULLIVANS COVE SILD



SULLIVANS COVE URBAN DESIGN STUDY



SULLIVANS COVE URBAN DESIGN STUDY

8. While there is substantial agreement between these Studies and Schemes, there are also points of CONFLICT and there are issues which remain UNRESOLVED.

9. There are three "planning" bodies (HOBART CITY COUNCIL, MARINE BOARD OF HOBART and SULLIVANS COVE DEVELOPMENT AUTHORITY) with responsibilities for the Cove, as well as large STATE and COMMONWEALTH land holdings.

This is confusing for developers, decision makers and the community alike.

10. THE PURPOSE OF THE REVIEW IS THEREFORE TO ESTABLISH:-

- An enlightened but workable urban design framework (ie. an identification of the basic built form and spatial structure of the Cove together with the design and planning strategies to repair, reinforce, extend and modify the structure); and
- an appropriate planning and administrative structure with a clearly defined planning area that will ensure the effective pursuit of that strategy.



1.1 REASONS FOR THE REVIEW:

Sullivans Cove is the birthplace of European Settlement in Tasmania and is part of Hobart, the second oldest Capital City in Australia.

It is a unique National asset and is Australia's most intact historic waterfront.

The Cove is the Port of Hobart but it also maintains its traditional link to the City and sits in one of the World's finest urban landscape settings.

Because Sullivans Cove is very special it is one of the most thoroughly studied urban places in Australia. A great number of reports are now available after more than a decade of investigations and two Planning Schemes with quite different formats guide and control development in the Cove. The Salamanca Place area falls within the Battery Point Planning Scheme 1979 whilst the remainder of the Cove is within the City of Hobart Planning Scheme 1982 (Interim Order).

Whilst there is substantial agreement between these documents in the planning of the Cove, there are inconsistencies both within the guiding documents and the Planning Schemes. Consequently there are issues which remain unresolved. (See References 1.5, 1.6).

In addition, Sullivans Cove is subject to fragmented administrations.

(a) The Hobart City Council, Marine Board of Hobart and Commonwealth and State Governments all have jurisdiction over various parts of Sullivans Cove and all have legislative authority to make independent development decisions.

(b) The Sullivans Cove Development Authority is a non-statutory advisory body established by the State Government to co-ordinate these diverse interests.

The conflicting guidelines and requirements of the various planning and design documents, coupled with the multiplicity of authorities is confusing to the community at large and is unsatisfactory for developers, designers and decision-makers.

1.2 THE PURPOSE OF THE REVIEW:

The purpose of the Review is to:-

- Identify the particular character and form of Sullivans Cove;
- establish a clear set of guidelines in an urban design framework;
- establish an appropriate planning and administrative mechanism with a clearly defined planning area that will ensure the effective pursuit of the urban design framework.

1.3 METHODOLOGY FOR THE REVIEW:

The Review consolidates the information in the many but disjointed studies into one comprehensive planning document, undertakes new analysis where required, and proposes clear development guidelines for the co-ordinated planning, development and management of this important area.

It examines the guidelines in the existing documents and the statutory provisions of the Planning Schemes and their application in past planning decisions.

It then analyses:-

- The context of the Cove,
- its origins and growth,
- heritage significance,
- its landscape setting and relationship to the wider City,
- its built and spatial form,
- urban detail,
- image, amenity and safety,
- land and maritime activities,
- movement patterns, and
- the existing administrative controls.

1.4 OTHER INFORMATION:

Public consultation with various interested groups was undertaken at the outset of the Review.

In addition, a one month public exhibition during October-November, 1990 provided the opportunity for public comment on the analysis process and the planning principles proposed.

All these comments were considered in finalising this report.

An Economic Study and a Heritage Study have been undertaken separately. Each study is separately available. Executive Summaries of each are at 2.1 Heritage and 2.9 Economic Overview.

1.5 REVIEW OF DOCUMENTATION:

Sullivans Cove was part of the 1945 Cook plan which proposed sweeping changes of planning direction for the City of Hobart.

However, the first planning assessment of the Cove as an entity was the **Sullivans Cove Study** prepared in July, 1979 by the Sullivans Cove Committee.

The aim of that Study was to identify the essential character of the Cove and to detail measures to protect this character whilst encouraging complementary development.

The Study provided a two-dimensional analysis of planning issues both within the Cove and affecting the Cove from without. A land-use zoning plan based on land use patterns existing at that time was proposed and development plans for each zone identified site specific uses, urban design guidance and pedestrian links.

Although the Study discussed the importance of the Port, it did not address waterfront uses generally. This was intentional on the part of the Study's authors who limited their assessment to pedestrian amenity in the Port area, but failed to give guidance for the future use of those areas as they become increasingly less important as modern Port activities are relocated to Macquarie Point.



Major developments since that Study, (including the Sheraton, the Davey Street and Campbell Street extensions, the ABC Studios, the Centre for the Arts, Sea Fisheries, CSIRO, Project Montpelier, Salamanca Inn, Executive Building, Mure's and various recent refurbishments), demonstrate a changing role for the waterfront and a shifting focus for the City generally. (Refer Land and Maritime Activities Section 2.6)

Many of the new uses have been shown to be suitable in their locations, but it would have been difficult to have accommodated several of them in the specific use zones as proposed by that study (transport, commerce/light industry, office/administrative, mixed use, cultural community and open space).

The Study identified traffic conflicts and made recommendations for their alleviation. Some recommendations have been implemented, others can no longer be considered because of subsequent roadworks and others remain valid and should be pursued.

The Study raised concerns on the recommendations of the **Derwent Region Transportation Study (DRTS)** as they affected Sullivans Cove. Implementation of those recommendations has shown the validity of these concerns. In particular, the impact of the Macquarie Street/Davey Street couplet.

The Study identified a need for a landscaping plan, urban detail design and public interpretation of the history of the Cove. All of these matters have been addressed to varying degrees in subsequent Studies.

Development guidelines relating to building (plot ratio, streetscape), local environment (micro-climate) and views were proposed, but were broad statements relying upon the interpretation of the decision maker.

The Study proposed Local Environment guidelines to reduce adverse wind conditions, over-shadowing and the need to protect views and vistas. It proposed the broad objectives for micro-climatic considerations, compatibility of design and use and minimisation of parking and traffic effects.

The Study recognised the varying management

interests in the area and the individual agendas of each authority. It introduced debate on future management structures. Its recommendation for a non-statutory authority with responsibilities for promotion, liaison, monitoring and budgeting with a Secretariat to undertake the administration of the Authority was implemented with all these duties being performed by the Sullivans Cove Development Authority.

The Study generated planning debate on the area. Most of the themes established and issues identified by that Study have continued through later studies where they have been built upon to varying degrees and have led to the identification and introduction of new issues in response to changing public and political perceptions. Many of the issues raised and recommendations made by that Study are still relevant today as are some of the identified conflicts.

The Sullivans Cove Urban Design Study (SCUDS), 1983 prepared by Lester Firth Associates Pty Ltd built upon the earlier Study with a detailed urban design appraisal of the Cove. This showed an appreciation of the built environment and gave an initial assessment of the importance of the spatial character of the Cove.

SCUDS proposed an Urban Design Strategy with broad design principles, identification of preferred "people oriented" land and water uses, development opportunities, redevelopment sites and landscaping proposals.

It proposed options for management structures to implement the recommendations.

Many of the major sites identified remain undeveloped and many of the design solutions illustrated have been found to be inappropriate and unacceptable to the public.

Developments which have implemented the principles of the Study include refurbishments of historic buildings (eg. Royal Engineers, Gibsons, Centre for the Arts) and new projects which have addressed broader issues and have therefore given more detailed consideration to their context.

The implementation of SCUDS has highlighted the problems associated with a lack of appropriate guidance, eg. it provided a site by site analysis rather than a systematic analysis of the spatial forms of the Cove, and proposed a very broad design strategy, permitting flexible interpretation and some inappropriate development. Further, the broad strategic framework can be applied too definitively to specific sites, with the indicative site specific designs proposed being the sole or exclusive design.

Some of the definitive guidelines proposed, have been found inappropriate in practice, eg. the colour specification of stone, (white, off-white and beige is limited and has the potential for creating uniformity).

There is an emphasis on landscaping along the water edge, (particularly the Docks/Davey Street/Hunter Street areas).

SCUDS has served as an important document in providing broad design guidance in the Cove. However, although adopted in principle by the Government and supported in principle by the Hobart City Council, the Marine Board of Hobart expressed concerns, and has continued to do so, regarding any planning restrictions over existing and future Port activities.

The Landscape and Streetscape Works, Davey Street - International Hotel, Hobart, 1986 prepared by Lester Firth Associates Pty Ltd proposed design guidelines for a pedestrian system linking the Cove and City Centre, urban detail design and works programmes for 13 project areas in that part of the Cove between the ABC site and Argyle Street and affected by the above developments.

A public exhibition of its recommendations occurred.

Its heavy emphasis on screening landscaping received substantial criticism as being out of character with the Cove.

This report was therefore never fully implemented beyond part of its recommendations for the landscaping of the Macquarie Street/Davey Street couplet.



The Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 prepared by Leigh Woolley et al produced Urban Detail guidelines and a waterfront walk as recommended by SCUDS.

It undertook a systematic analysis of the Cove's spatial types and provided an assessment of the image of the Cove and design guidelines for urban details which aimed to reinforce this identified spatial character.

The Study provided more extensive and detailed design guidance than past reports, but conflicted with some of their previous recommendations.

In addition, this Study documented a walking trail with historic interpretation opportunities and a proposal for the information to be presented in a brochure. This brochure was produced. Many of the urban detail proposals contained in the Study (lighting, seating, etc.) and interpretation nodes are being, or are proposed to be implemented.

The Derwent Region Transportation Study, 1979 (DRTS) prepared by Department of Main Roads proposed that commuter traffic be directed into and through Sullivans Cove.

The Davey Street extension, as part of the Macquarie Street/Davey Street couplet, and the upgraded Gladstone Street/Morrison Street are now major traffic distributors through the Cove which bypass the City Centre.

The DRTS projects have conflicted with some of the principles proposed in previous Studies. The problems exacerbated by them were foreseen in the Sullivans Cove Study, 1979 and this shows the impact of powerful single issue authorities working in isolation from a broader planning framework.

The Hobart Central Area Traffic and Parking Study, 1985 (HoCAS) prepared by HoCAS Study Group) post - dated SCUDS and sought to facilitate proposals affecting the road network, (although many would have been contrary to DRTS proposals).

Many of the recommendations have not been

implemented but the issue of traffic calming needs examination.

Other Documents of importance to Sullivans Cove have included:-

- Historical Research by A. Hudspeth and L. Scripps;
 - *Sullivans Cove, 1987;*
 - *Hunter Street, 1988;*
 - *Central Cove, 1990* and
 - *Battery Point 1990;*
- *Historical Site Survey - Civic Square Site, 1988* prepared by the Historic Sites Survey Team.
- *Son et Lumiere Report, 1988* prepared by Hepper and Bowman. This proposed options for the night time interpretation of the Cove as a tourist attraction.

1.6 REVIEW OF STATUTORY PLANNING PROVISIONS:

Sullivans Cove is subject to two Planning Schemes which have quite different formats to guide and control development.

The Salamanca Place area is subject to the Battery Point Planning Scheme, 1979, whilst the remainder of the Cove is subject to the City of Hobart Planning Scheme, 1982 (Interim Order).

(a) *The Battery Point Planning Scheme, 1979:*

The intent of the Scheme responds to the Battery Point neighbourhood by seeking to primarily protect its historic village character and reinforce traditional residential patterns. There is little guidance given for the increasingly commercial nature of Salamanca Place and the Cove.

The majority of the Sullivans Cove area which

is within the Battery Point Scheme is zoned Mixed Use. Small adjoining areas are zoned Residential or Public Open Space.

The Mixed Use Zone aims to extend the productive life of Salamanca Place and provide a mix of uses which are readily accessible to the public, whilst ensuring that development is compatible with the character and scale of the historic buildings, with the capacity of the streets and with the residential integrity of Battery Point.

Light industry is a permitted use whilst tourism related uses (as are currently promoted and as are specifically referred to in the intent) are permitted only at Council's discretion.

Many of the uses proposed by the advisory studies, (e.g. street activity generators, coffee shops, delicatessens) are discretionary in the mixed use zone and require advertising and rights of objection.

There is little or no direction for car parks or office buildings as major land uses in the area.

Imposition of the provisions within the specific performance Codes is at Council's discretion, ie. Council may impose development approval conditions in respect of siting, appearance, traffic, signs and listed buildings with an emphasis on maintaining residential amenity and minimal, if any, reference to the Mixed Use Zone.

The Scheme has achieved its aims of conserving the historic residential amenity of the village. A Battery Point Advisory Committee provides recommendations on planning matters to Council. The keen community interest in the future of the area has ensured successful implementation of the "village" context. However, further definitive guidelines for the Salamanca Place area (as part of Sullivans Cove) need to be considered as some recent developments have illustrated that the guidelines need clarification.



(b) ***The City of Hobart Planning Scheme, 1982 (Interim Order).***

This Interim Order employs a different approach to that used in the Battery Point Planning Scheme. It uses a series of Districts and Precincts within which proposals are assessed on a performance basis utilising Principles of Development Control and Statements of Desired Future Character and uses are identified as being permitted, discretionary or prohibited.

There is no provision in the Interim Order for a community based Advisory Committee as in Battery Point.

The Sullivans Cove Development Authority does act to co-ordinate the diverse management interests in the Cove and provides advice on development proposals predominantly within Frame District F13 and some small areas of Core Districts C2 and C3.

Since the commencement of this Review a consolidated Planning Scheme has been introduced as a new Interim Order. This contains responses to objections to the original Interim Order and will soon be operating as a finally approved Planning Scheme. Whilst it creates two (use) zones affecting the Cove, which better recognise the Port/industrial nature of Macquarie Point, it does not provide a specific design framework against which development proposals can be assessed.

The provisions of the Interim Orders are in many instances imprecise, and inconsistent.

Sullivans Cove has evolved as a district of mixed use. Under this umbrella there have also evolved a series of localities which have become a focus for particular types of activities. For example, public administration, cultural/community, retailing, transport, functions etc. These subtle clusterings of use are not recognised by the Interim Order. The City of Hobart Interim Order (even considering the recently introduced consolidated Scheme) is considered inadequate in relation to a definitive design framework and land use provisions for the Sullivans Cove area.

1.7 REVIEW OF PAST PLANNING DECISIONS:

In order to determine the appropriateness of existing planning provisions in providing guidance for both designers and decision makers, an appraisal of a range of recent planning decisions in the Cove has been undertaken. This has included successful, controversial, refused and withdrawn proposals.

This appraisal has illustrated that whilst the uses proposed by the developments were all acceptable in relation to the Planning Scheme provisions and the advisory guidelines, there has been an over-emphasis on commercial office space (and its need to provide tenancy car-parking) with less provision for retailing, mixed use and street oriented activities. There has been virtually no provision for residential activities.

Where controversial, the matters of dispute were in the main design related.

From this, it is concluded that the mixed use zones of the planning documents are appropriate, but there is an inadequacy of design guidance and controls.

Under both Planning Schemes, there is an apparent lack of specific design criteria. This should go beyond the present broad objective statements as they are open to discretionary interpretation by the reader. In the case of the Battery Point Planning Scheme, some specific design criteria are included, but these only relate to historic residential amenity.

The most successful proposals in terms of both administrative passage and community support, are those which have addressed both use and design in a Sullivans Cove context, where provision has been made for street oriented people activities of a small scale and where the design is characteristic of the Cove in terms of topographic response and spatial and built form. These designs have been approved and developed.

A synopsis of selected proposals is as follows:-

(a) **Successful:**

Successful developments have included new projects, refurbishments and restorations. In all examples, the projects have reinforced the spatial and built qualities of the Cove, and the more successful have contributed to street level interest or the provision of public facilities.

For example:-

Galleria Salamanca on the corner of Montpelier Retreat and Salamanca Place (a prominent and sensitive location) provides a series of small scale retail and food outlets at street level with restaurant and offices. The mix of uses is acceptable under the Battery Point Planning Scheme and in accordance with the intent of the Scheme.

The design echoes Cove forms by providing a single central entry to the retail outlets from Salamanca Place with the corner marked by an entry and equal design treatment addressing both streets. Some of the tenancies have multiple entries from street and arcade adding interest to pedestrian opportunities. The height increases to the rear in response to the topography. The bulk and broken lines are of a similar scale to adjoining buildings. A rhythm of fenestration and colours and design details complement existing forms and reinforce the spatial patterns of the Cove. The development replaced and added to original warehouses and it has done so in a manner which increases usable spaces and makes a contribution to the form and interest of the Cove.



Galleria Salamanca



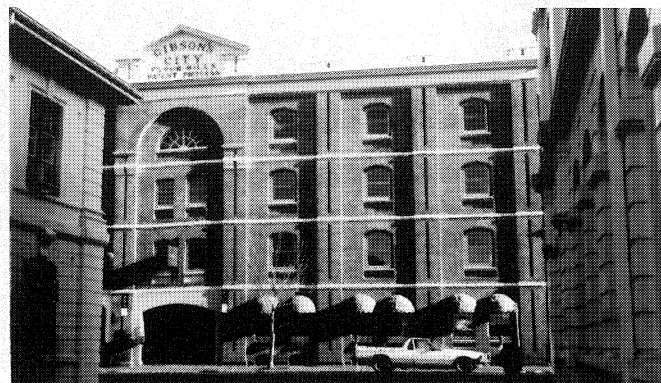
Salamanca Inn in Gladstone Street is in accordance with the use and design requirements of both the Battery Point Planning Scheme and SCUDS.

It provides a public activity focus, although not along the street frontage. The design complements Cove building forms and is appropriate in terms of orientation and alignment. The design responds to the topography at the street but is less successful at the rear. The height protrudes above Salamanca warehouses but its impact is lessened by the use of pitched roofs and broken lines.



Salamanca Inn

City Mill in Morrison Street, (although two separate titles), is an example of refurbishment which successfully retains the historic fabric and accommodates modern office, retail, internal atrium/courtyard and cross block pedestrian link. Although the vehicular entry from Morrison Street disrupts the symmetry of the facade, it is seen as an acceptable compromise to retaining the streetscape through adaptation by providing off-street parking and assisting the continued use of the building.



City Mill

Former Marine Board Offices at 7 Franklin Wharf (and directly opposite the City Mill) is a high standard refurbishment permitting acceptable re-use whilst retaining traditional form and scale and using colours which are complementary to the heritage values of the Cove.



Former Marine Board Offices

Royal Engineers Building in lower Davey/Macquarie Street is a restoration project in context with its surrounds, resulting in the revitalisation of this prominent landmark. However, its setting has been isolated by recent major roadworks.



Royal Engineers Building

(b) **Controversial:-**

Some developments have been approved and built but not received total community acceptance.

For example:-

Sheraton Hobart Hotel in lower Davey Street. Specific legislation (outside the Planning Scheme provisions) was introduced by the Government of the day to construct this International Hotel.

The Hotel use is acceptable under the Planning Scheme provisions and SCUDS. Particular guidelines were formulated in a Site Development Brief for the Hotel and the adjacent concurrent DRTS (Davey Street extension) roadworks.

However, the design has not had community support as it is considered inappropriate in Sullivans Cove. Its orientation and south-easterly aspect follows the SCUDS recommendations, but the building does not cover the full extent of the site resulting in greater height than recommended in SCUDS or the later guidelines.

The development does not comply with the Hobart Interim Order in terms of density, height, townscape or amenity and does not reinstate the "wall" or containing edge of the Cove as mentioned in the Interim Order and the later guidelines.

In considering the above, the form:-

- does not respect the low rise, continuous urban edge qualities of the adjacent historic buildings;
- does not reinstate the "wall" or containing edge of the Cove;
- does not respect the major street alignments;
- does not provide active frontages at street level;
- does not provide access for major pedestrian movement from Campbell Street or Macquarie Street;
- does not reflect Cove proportions in terms of mass;
- does not respect amenity as the height of the building creates large shadows over public areas.



All of these matters were listed for attention in the Site Development Brief but were not addressed in the final design.

Consequently, the development does not comply with the basic guiding principles which were in place at the time or the statutory requirements which prevailed.



Sheraton Hobart Hotel from Davey Street



Sheraton Hobart Hotel from Macquarie Street

Project Montpelier (Offices) at the corner of Gladstone Street and Kirksway Place is a discretionary use within the Battery Point Planning Scheme.

However, the development fails to promote the mix of uses intended by the Scheme or by SCUDS. The latter (at P.172) specifically states that "major office space development (should) not be recommended for this site given its proximity to Salamanca Place and its potential for increasing more 24 hour uses".

The scale of the activity (the number of users it generates) does not follow the tenor of the Scheme. Clause 2.2. of the Battery Point Planning Scheme states that:- "the physical character of non-residential zones is (to be) maintained and improved".

However despite the above, it has been contended that the design and scale dominates rather than complements the character of the area. This is perhaps due to the building not responding to the sloping topography, (rather tending to block views over the Cove and creating major overshadowing effects on public areas). In addition, its detailing has been questioned as not being in context with the Cove or Hobart generally.



Project Montpelier

(c) **Refused:**

Salamanca Quarry at Salamanca Place is a large 15,750m² site with narrow frontages to Salamanca Place and Montpelier Retreat. Development of offices, retailing and a car-park as Stage 1 was proposed with possible motel/tourism accommodation as Stage 2. A total concept was not provided at the initial planning stages.

The proposed uses are permitted under the Battery Point Planning Scheme. They could be shown to generate greater public activity in Salamanca Place, as required by the intent of the Scheme.

SCUDS recommends a residential component for this site as a transition from the Quarry lip to

Battery Point. This is also referred to in the intent of the Scheme but was not provided. A large retailing space was proposed as an extension of Salamanca Market. However, the form of a shopping mall was not characteristic of the Cove (although Supermarkets are listed in Use Class 8 of the Planning Scheme but this is primarily intended for the Battery Point neighbourhood not Salamanca Place). No people activities along the frontages to Montpelier Retreat were depicted.

On the positive side, the design sought to reflect elements of established forms such as broken lines, pitched roofs, etc. It also made provision for a pedestrian link to Battery Point and for car-parking and vehicular access from Montpelier Retreat as recommended by SCUDS.

However, the scale of the Stage 1 proposal (height and bulk) was of a dominant character detracting from and not complementing the Cove and the historic village by not respecting the original topography. Design details, particularly fenestration, and a proposed Salamanca Place entry were not of the character and scale of the adjoining historic buildings as required by Part 7 of the Battery Point Planning Scheme.



Salamanca Quarry Site

(d) **Withdrawn:**

For example

Civic Square Site which is adjacent to Constitution Dock is a site of 7,000m². This



project was required to comply with both the City of Hobart Interim Order and a site specific Brief. In some instances the Brief sought to vary the statutory provisions of the Planning Scheme, in particular, plot ratio, heritage and car-parking.

The Interim Order allows a plot ratio 2.0 - 3.0 but the Brief suggested 3.0 with a possible 4.0. The increase to 4.0 was proposed as part of a revised Scheme. It was anticipated that the standard would be operational under the new Interim Order by the time the Civic Square submissions were made, or be dealt with under 2.6.2 of the Interim Order which permits the Corporation, with the written consent of the Commissioner, to entertain an application and use its discretion to approve the development unconditionally or subject to conditions. The new Interim Order did not proceed at that time and the Commissioner determined that he could not use 2.6.1 powers to entertain applications in excess of the plot ratio.

The Interim Order required that heritage items be maintained or reinstated although it did exclude the Civic Square site from Conservation Zone No. 1. The Brief proposed that demolition of listed buildings would be acceptable if "the nature and quality of the redevelopment justified" their demolition.

The Interim Order requires that new development be serviced by off street car-parks located away from the waterfront but the Brief suggested a provision of 100 off street parking spaces in addition to the number normally required.

Following the calling for Expressions of Interest, three proposals were placed on public exhibition. Taking public comment into account the Council selected a preferred developer.

The uses proposed by the preferred developer included, offices, retailing, restaurants, tavern and public plaza. These are permitted in the Interim Order, and a car-park, when not ancillary to other uses, is permitted at Council's discretion.

The SCUDS guidelines were utilised by the proponents for site coverage and orientation. The density proposed was below the permissible plot ratio of the Interim Order and the Brief.

Its height complied with the 12 metre limit under the Interim Order (Principles of Development Control).

The design did not seek to reinstate the 2-3 storey "wall" of the Cove as required by the Interim Order (Statements of Desired Future Character) although the actual alignment of the "wall" has never been clearly specified.

The proposal included landscaping/open space which complied with the Interim Order. As it was on several levels it did not meet the Brief requirements of 3,500m² single level open space.

The Car-parking proposed complied with the Interim Order but not with the Brief which required extra public car-parking spaces although "cash in lieu" arrangements could be made.



Civic Square Site

The design was not complementary to the built form of the Cove. It blocked important views and vistas identified for retention in the Brief, crossed building alignments contrary to the Brief, did not seek to promote activities along street frontages, and proposed the demolition of heritage buildings without justification.

1.8 SUMMARY:

The major planning issue in Sullivans Cove which arises continuously is the recognition and reinforcement of its physical character, that is its spatial and built form.

The successful developments have been those which have been small in scale and of a form which is of the character of Sullivans Cove.

The controversial and unsuccessful developments have been those which have been large in scale with large floor areas, often on open prominent sites and of a form which is not of the character of Sullivans Cove.

The design guidance available in existing documents, whilst useful, is inadequate to ensure the retention of the integrity of this unique area. The broad principles defined in SCUDS provide a measure of guidance but have been found wanting. They have (unfortunately) been taken to be definitive solutions which in reality have been found to be inappropriate.

Further, various Site-Specific Briefs have provided either inappropriate or inadequate guidelines or provided appropriate guidelines which have been misinterpreted or ignored by proponents or decision makers.

None of the guiding documents have received universal endorsement by all the authorities responsible for land management in Sullivans Cove. This has resulted in selective referencing and selective application of the guidelines for various developments.

A conclusion drawn by the Sullivans Cove Development Authority is that none of the documents provide a comprehensive three dimensional analysis of the spatial and built form of Sullivans Cove. It is this three dimensional impact and heritage issues which are of major concern to the community.

The Planning Schemes provide the only statutory framework with which developers must legally comply. They have been found to be either too precise and limited to the retention of historic residential amenity or too flexible and open to interpretation.



A detailed identification of the character of Sullivans Cove is needed together with the preparation of clear statutory parameters. Such a task should address matters of broad impact, consider all the principles which emerge and translate them into a set of advisory guidelines and statutory provisions. The demarcation between advisory guidelines and statutory parameters would aim to ensure the retention of the character of Sullivans Cove but not constrain excellence of design.

The resulting planning rules need to be of equal application to all land-owners and land users in Sullivans Cove.





1. HERITAGE (PANEL B)

In such an important historic place, preserving heritage means more than keeping old buildings. It means designing an urban form which is rooted in the past and present yet includes innovation and foresight, and guides all building form.

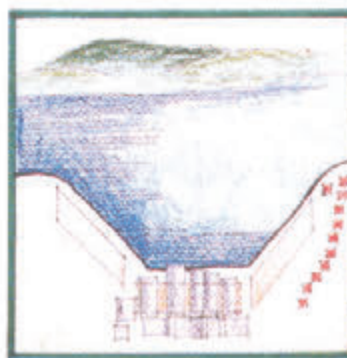
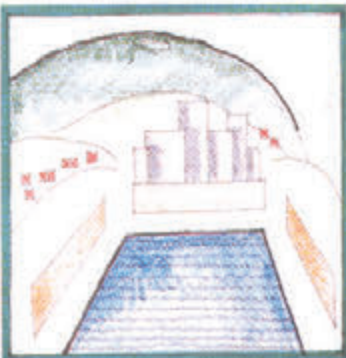


This is not merely because SULLIVANS COVE is birthplace of the island State and its capital, but because it is also the starting point for the tourist's exploration of both. It is because it is vital culturally and economically.



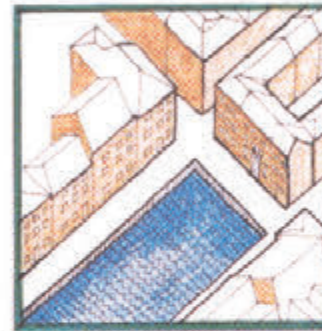
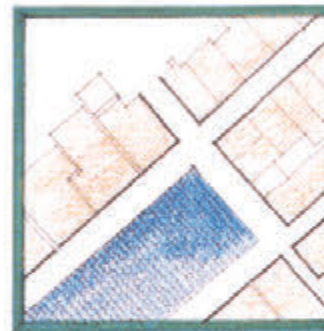
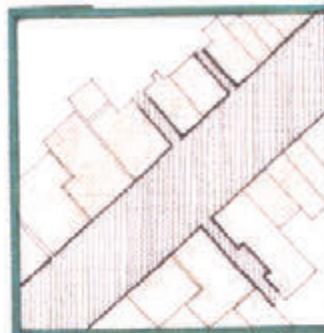
2. SETTING (PANEL C)

Development within and beyond SULLIVANS COVE must respect the natural amphitheatre of which the water is "the stage" and the Mountain "the gods".



3. SPATIAL AND BUILDING FORM (PANELS D, E AND F)

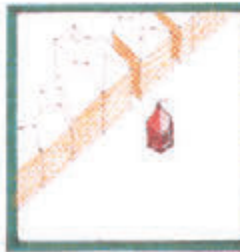
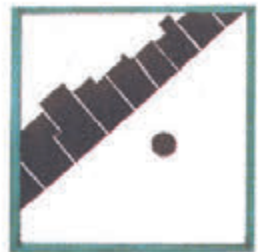
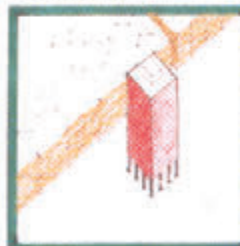
In the Traditional City, spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.



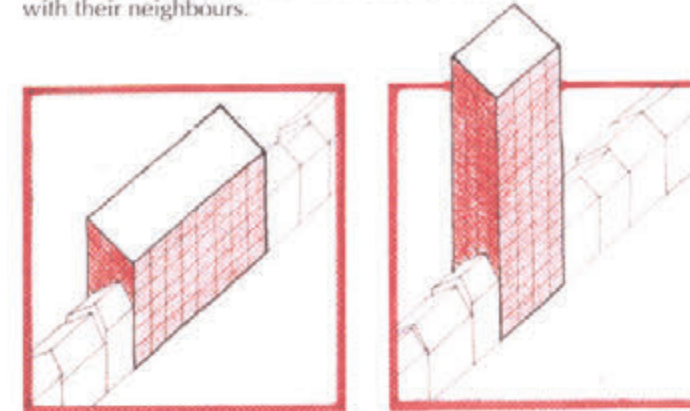
Thus, where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.



However, where a building is clearly freestanding within a public space, it shall display an all-round "frontage".

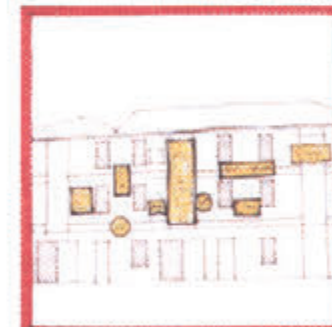
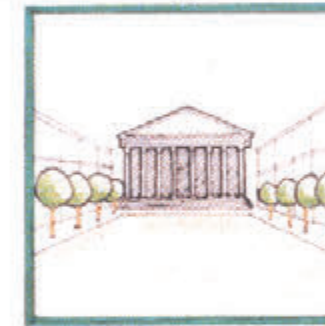


Also, new buildings shall NOT be out-of-scale with their neighbours.



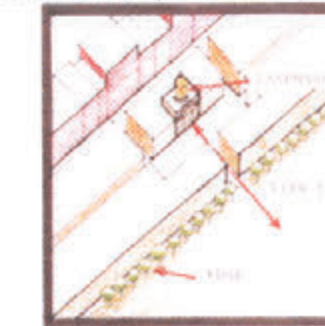
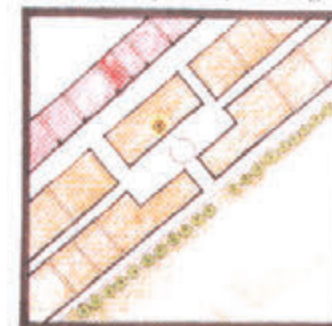
4. URBAN DETAIL FOR SPACES and BUILDINGS (PANELS G and H)

The design and especially placement of detail elements (steps, seats, planting, signs, lighting, etc.) shall reinforce and NOT weaken the overall character and form of the spaces and the buildings.



5. IMAGE, AMENITY AND SAFETY (PANEL I)

Buildings, spaces and other urban elements shall be designed to form a "readable" or "legible" precinct image or structure. (With, for instance, clear landmarks, views, and edges between districts).



AMENITY (PANEL J)

(telephones, toilets, drinking fountains, statues, historic interpretation points, and so on) shall be extended and improved, and sometimes introduced (eg. covered walks against wild weather) to provide greater comfort in the Cove.

SAFETY from vehicles (PANEL K) shall be facilitated through design for traffic restraint rather than vehicle-pedestrian separation.

SAFETY from industry and environmental hazards shall be controlled by environmental performance standards and/or land-use separation.

6. LAND AND MARITIME ACTIVITIES (PANEL J)

SULLIVANS COVE shall continue as a working Port (with associated transport and industry), fishing and yachting harbour, cultural centre, recreation and entertainment district, centre of Government and administration, and place for commerce and living.

It shall continue to cater for public activities: market, exhibitions, fish sales, busking, etc. It shall display its history, and have a life beyond nine-to-five.

Further, the activities shall complement rather than compete with those of the central area and other inner city places. And they shall not demand new buildings which are out-of-scale with the COVE.

7. MOVEMENT (PANEL K)

The pavements, carriageways and parks shall offer improved circulation and safety, enhance the pedestrian's experience of the spatial structure and historic character, reduce pedestrian-vehicular conflict, yet ensure adequate vehicular access (including parking and movement of freight) to serve the diverse activities of the COVE.

8. ADMINISTRATION (PANEL L)

There should be a single point of referral and a single plan and set of guidelines such that development constraints, opportunities and the process of approval are easily understood by the community, developers, designers and decision-makers alike.



ORIGINS AND GROWTH

B1



1800



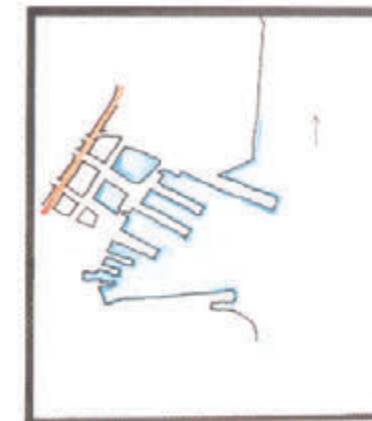
1828



1840



1880



1937



1990

SPACE MAKING/STREET ADDRESSING BUILDINGS: STYLES IN HISTORICAL SEQUENCE

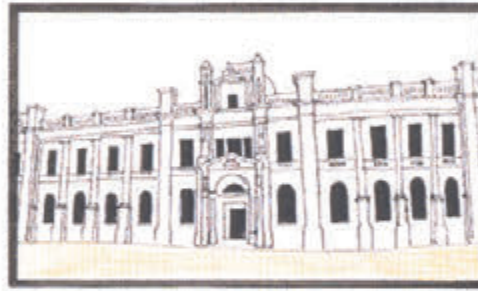
GEORGIAN



VICTORIAN



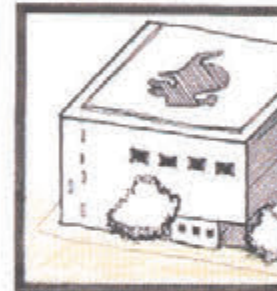
EDWARDIAN



ART DECO



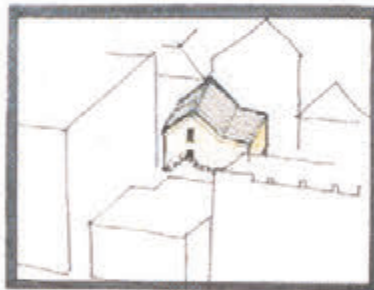
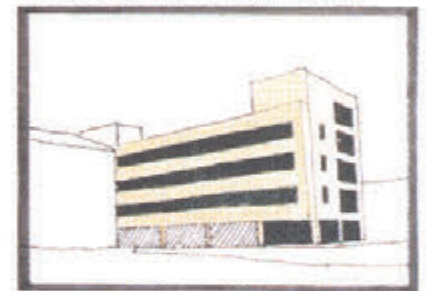
MODERN



POST MODERN



FREE - STANDING BUILDING ON A SITE WITH THE POTENTIAL TO BE STREET - ADDRESSING (MODERN).



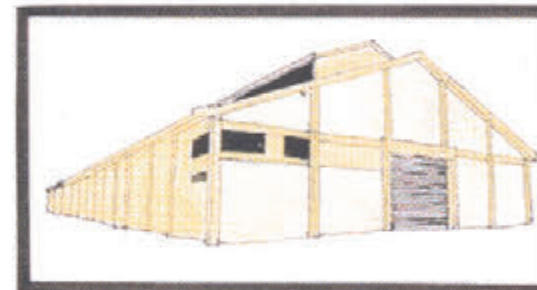
GEORGIAN



VICTORIAN



EDWARDIAN



FUNCTIONAL: EARLY MODERN

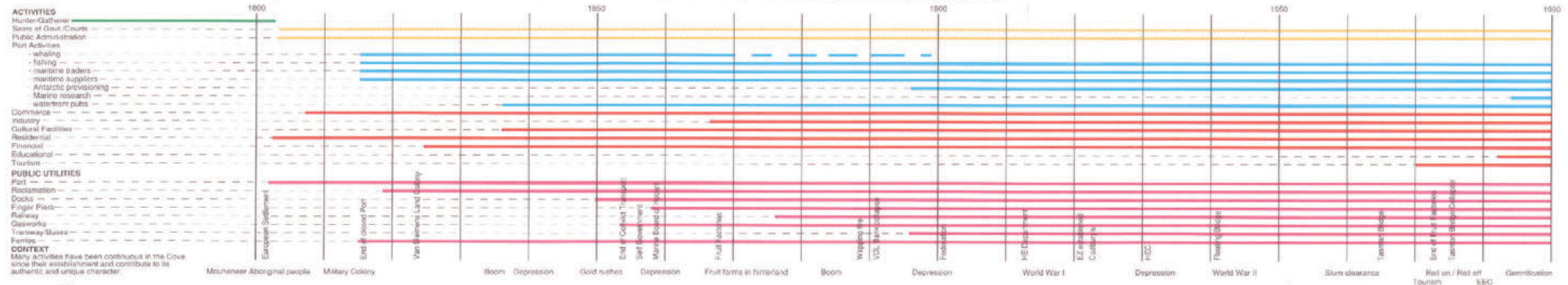


MODERN



POST MODERN

FREE STANDING BUILDING (MOSTLY ON "THE FLOOR" OF THE COVE): STYLES IN HISTORICAL SEQUENCE





2.1 HERITAGE:

2.1.1 HERITAGE : ANALYSIS:

Extract from Sullivans Cove Heritage Study prepared by Forward Consultants, May 1991.

"Aims of the Study:

Identify and analyse the cultural significance of Sullivans Cove.

Make practical recommendations for its conservation and management.

Historic Context of Sullivans Cove:

The historical context with in which the built environment of Sullivans Cove has developed since 1804 can be described both by the Chronology, and by the six principal Themes which have influenced the way in which people developed the Port and its hinterland.

1804 to 1820's : First Settlement, initial townplan, and economic dependency for supplies and equipment.

1820's to 1840's : Getting Established, the Old Wharf Merchants, New Wharf whalers and traders, Wapping and Montpelier Retreat, the convict economy.

1840's to 1860's : Self Government, Secondary Development of business, prosperity and Port development.

1860's to 1890's : Maturity, Redevelopment, Industrialisation, and Transport.

1890's to 1960's : Federation, export industry, industrial relocation, slum clearance and decline.

1960's to 1990's : Large scale redevelopment, the impact of transport, and awareness of heritage values.

Recording and Analysis:

All buildings within the Study Area have been assessed. Where there is an existing Office of the National Estate listing, this has

been reproduced, with further comment where necessary.

Where significant buildings are not listed by the Office of the National Estate, these have been recommended for inclusion, and a similar Summary Sheet prepared for them.

Other notable buildings, which are not currently listed, but which should be further evaluated in the future, have been noted.

Statements of Significance:

Statements have been prepared for each of the relevant categories as listed by the Office of the National Estate. The Heritage Study includes References to Burra Charter Guidelines, as well as more recent Guidelines for Heritage Assessment, with a Commentary for each category.

Statement of Historic Significance:

The Sullivans Cove Heritage Study area has historic significance as the place of first permanent settlement in Tasmania.

There is no other nineteenth century trading Port in Australia which is so substantially intact.

The man-made environment retains coherent evidence of the establishment, growth and maturity of the fishing, whaling and merchant trading industries together with associated commerce, State and Municipal Government, and the nineteenth century relationships between workplace, workforce and society.

Cultural Significance:

The Sullivans Cove Area contains groups of buildings whose architecture embodies the earliest values of society as well as groups which, by contrast, illustrate the changed values of late nineteenth century society.

Architectural Significance:

The Sullivans Cove Heritage Study Area contains buildings and building groups of architectural significance, as intact examples of their type, age and style and as the works

of particular architects. The area is significant to the extent that it provides the context within which these Buildings are set.

Aesthetic Significance:

The aesthetic significance of the Sullivans Cove Heritage Study Area lies in the continuing historic associations between place and activities. The aesthetic "character" of the area is established as much by this relationship between its historic fabric and social activity, as by the built form of the place alone.

This is particularly the case in the waterfront areas (relationship to maritime activities, arrival) and Battery Point residential areas (relationship to local community).

Social Significance:

The Sullivans Cove Heritage Study Area contains sites related to events and activities that are influential upon the attitudes and values of either majority or minority groups within the community.

Places, including buildings and groups of buildings, which are imbued with either symbolism or cultural sentiment, lend the Study area as a whole, social significance.

Conservation Philosophy:

The Heritage Significance of Sullivans Cove is the major determinant of its future.

The Planning Process for its development should be Heritage-oriented, and based on nationally consistent standards.

Information and Debate should be encouraged.

Conservation of listed buildings should focus on the physical fabric.

Historic qualities of space such as access, activity and visual relationships should be enhanced.



CHAPTER 2 THE STRATEGY

Conservation Policy:

All proposed development within the Area should have regard for the Heritage Significance of both listed individual buildings and of the area as a whole.

Changes must be beneficial, and should enhance traditional or compatible uses.

Recommendations for Implementation:

Apply consistent national standards.

Encourage information, debate.

Planning Applications required in all cases, and appoint a Heritage Adviser to advise the Planning Authority.

Offer concessions to listed building owners.

Give the Planning Authority the power and funding to enforce the intent of the Conservation Policy.

Re-evaluate the Guidelines regularly.

Set up an Advisory Committee, along the lines of the Battery Point model."



City Hall from Macquarie Street

Inventory : Heritage Items (Extract from Sullivans Cove Heritage Study)

ARGYLE STREET

- 5 Tasmanian Museum & Art Gallery
- 10-14
- 16 Carnegie Building

CAMPBELL STREET

- 9 Former Church
- 29 Theatre Royal

CASTRAY ESPLANADE

- 15 Advance Stores
- 19-23 " "
- 27 Tide House
- Princes Park
- Mulgrave Battery
- Former Signal Station

DAVEY STREET

- Victoria Dock
- Constitution Dock
- Customs House
- Bond Store
- 2-4 Chestermans Building
- 6-8 Piesse Building
- 32 Treasury Chambers
- Former Lands Department
- 36 Former St. Marys Hospital
- St. Davids Park and Burial Ground
- 41 Former Trades Hall
- 45 Royal Tennis Courts
- 47 Former Congregational Church
- 49 Ranelagh
- 51 Buckingham House
- 53-55 Former Town Houses
- 57 Former RAOB Temple

ELIZABETH STREET

- 2
- 9 GPO
- 4-16 HEC
- 18 CML

EVANS STREET

University Centre for the Arts

FRANKLIN WHARF

- 5-9 Former Marine Board Building
- 11-13 Former Water Police Building

HUNTER STREET

- 17-19 Drunken Admiral
- 23-25 Department of Sea Fisheries
- 27-35 Jones & Co.
- 37-41 University Centre for the Arts

KELLY STREET

- Kellys Steps
- 1 Cottage

KIRKSWAY PLACE

- 23 Cottage
- 25 Cottage
- 27 Cottage
- 29 Cottage

MACQUARIE STREET

- Royal Engineers Building
- 10 Former Gas Works
- Roberts Stewart & Co.
- 40 Commissariat
- Private Secretary's Cottage
- 57-63 City Hall
- 65 Hope & Anchor Tavern
- 89 Ingle Hall
- Town Hall
- Franklin Square
- Public Buildings
- Supreme Court
- 103 ANZ Bank
- 105 Mercantile Mutual Insurance Building
- 119 National Mutual Life Building
- 125 St. Davids Cathedral Deanery
- 127-129 Stone Buildings
- 128 Derwent & Tamar Building
- 130 J. Walch & Sons
- 132 Tasmanian Club
- 143-145 Queen Mary Club
- 140 London Chambers
- 159 Legacy House
- 161-163 Former Town Houses
- 164 Morgans Pharmacy
- 165 St. Josephs Church



MORRISON STREET

- 3 Former Warehouse
WL Holyman & Sons Pty Ltd
17 City Mill
35 Former Warehouse

MURRAY STREET

- 1-3 Customs House Hotel
5-7 Alstergrens Building
9-11 Roche's Buildings
12
20 Waterloo House
Public Buildings
22 Offices
24 Guardian Royal Exchange
26 TBT Bank
St. Davids Cathedral

RUNNYMEDE STREET

- 20 Lenna

SALAMANCA PLACE

- Parliament House & Gardens
21-23 Stoppys Tavern
25 Lifestyle Furniture
27 Sullivans Cove Food Hall
29 Clues
31 Galleria Newsagency
33 Galleria
47 Sullivans Cove
51 AMP
53
55 Schwarzkopf
57-59 Hobart Antique Centre - Union
Bulkships
61-63 Hobart Pathology
65-67
69
71-75 Community Arts Centre Foundation
77 Handmark Gallery
79 Aspect Design
81 Salamanca Wool Centre
83
85 Japanese Seamans Club
87 Ball and Chain Restaurant
89
100-102 Cottages
104-106 Cottages

NOTE: The Sullivans Cove Heritage Study depicts photographs of these properties.

DATE OF
PRINTOUT

3/02/91

AUSTRALIAN HERITAGE COMMISSION

PAGE: 38

NAME OF PLACE JONES & CO FACTORY AND WAREHOUSES
JONES & CO
011317 6/01/004/0190/02
REGISTERED

LOCATION/BOUNDARIES:

HUNTER STREET, HOBART

TITLE INFORMATION:

STATEMENT OF SIGNIFICANCE:

A VERY UNIFIED GROUP OF COLONIAL WAREHOUSES IN UNIQUE WATERFRONT LOCATION. THE GREAT UNITY AND HARMONY IN FACADES TO DOCKS IS BROUGHT ABOUT BY CONSISTENCY OF BUILDING MATERIALS + THE RHYTHM CREATED BY REGULAR PENETRATION. AT THE SAME TIME CONSIDERABLE VARIETY IS ACHIEVED BY THE MASSING OF BUILDINGS AND THE EXPRESSION OF DIFFERENT ROOF FORMS. AN ESSENTIAL ELEMENT OF HOBART'S WATERFRONT PRECINCT.

SIGNIFICANT ASSOCIATIONS:

SIGNIFICANT DATE(S):

1828

DESCRIPTION:

NINE CONNECTED, MAINLY 3 STOREY STONE BUILDINGS OF COLONIAL + EDWARDIAN COLONIAL DESIGN. IRON ROOFS. ARCHED GOODS ENTRYS + GEORGIAN WINDOWS. EDWARDIAN BUILDINGS COMPRISE TWO FOLD STORES OF NEO-RENAISSANCE DETAIL + 16 BAY BRICK WAREHOUSE WITH 3 STOREY HIGH ARCHES WITH GIANT ORDER OF BONDED PILASTERS + BRACKETED CURNICE. INTEREST THROUGH FAIRLY COMMON FLOOR HEIGHTS + STRINGS.

CONDITION:

FACADES PAINTED TO MOST BUILDINGS IN 1952. MANY GLAZING BARS REMOVED FROM WINDOWS.

BIBLIOGRAPHY:

A) PHOTO VIEW OF FACADES ACROSS VICTORIA DOCK B) SKETCH PLAN E. GHAEME ROBERTSON. EARLY BLDGS. OF S. TAS. VOL 2

HERITAGE STUDY OF SULLIVANS COVE

LOCATION: 41 HUNTER ST HOBART

HOBART DIRECTORY GRID REFERENCE NO PAGE 14/05/85

NAME: UNIVERSITY OF TASMANIA CENTRE FOR THE ARTS

FORMER NAMES: SEE HISTORY - ADDRESS: OLD WHARF

STATEMENT OF SIGNIFICANCE: SEE ABC OVER

ALSO - OLDEST REMAINING REINFORCED CONCRETE LARGE BUILDING IN AUS

THIS CREATES FOR THE ARTS PRECINCT THE ONLY SUCH BUILDING IN TASMANIA

BUILT IN 1927 - THE ONLY SUCH BUILDING IN TASMANIA

DESCRIPTION: REINFORCED CONCRETE WALLS AND INTERNAL FRAME

TIMBER FLOORS + ROOF WITH INTERIOR CORRUGATED METAL DECK

THREE WESTERN BAYS ARE BRICK AND TIMBER.

HISTORY: FIRST BUILDINGS BUILT 1820s - REMAINS REMAIN

WITHIN EXISTING BUILDING. CONCRETE BUILDING 1909-1911 BY

H. HUTCHINSON. WESTERN THREE BAYS IN 1920s

REMODELLED 1982 BY ROBERTSON + TOWNSEND + ALAN ROBERTSON ARCH.

R. REFERENCE SOURCES

REASONS FOR LISTING

☒ HISTORICAL ☒ ARCHAEOLOGICAL ☒ RARITY VALUE
☒ SCIENTIFIC ☒ ARCHITECTURAL ☒ GROUP VALUE
☒ CULTURAL ☒ NATURAL ☒ LANDMARK
☒ SOCIAL ☒ AESTHETIC ☒ STREETSCAPE
LANDSCAPE VALUE

Photograph Roll: Negative No.

HERITAGE LISTING
☒ SUBSTANTIALLY INTACT
☒ ALTERED SYMPATHETICALLY
☒ ALTERED UNSYMPATHETICALLY
☒ REVERSIBLE
OTHER HERITAGE LISTINGS
☒ NATIONAL ESTATE REGISTER
☒ NATIONAL TRUST REGISTER
☒ RAIA GUIDE
OTHER

BOUNDARY OF LISTING PROPOSAL
BURNS ST
HUNTER ST
N

PREPARED BY: FORWARD CONSULTANTS (Consultant team)
FOR: (Client)

DATE OF SURVEY
INTERIOR ☒ EXTERIOR ☒
BY: G.F. CHECKED:

HERITAGE STUDY OF SULLIVANS COVE
LOCATION: 41 HUNTER ST HOBART
HOBART DIRECTORY GRID REFERENCE NO PAGE 14/05/85
NAME: UNIVERSITY OF TASMANIA CENTRE FOR THE ARTS
FORMER NAMES: SEE HISTORY - ADDRESS: OLD WHARF
STATEMENT OF SIGNIFICANCE: SEE ABC OVER
ALSO - OLDEST REMAINING REINFORCED CONCRETE LARGE BUILDING IN AUS
THIS CREATES FOR THE ARTS PRECINCT THE ONLY SUCH BUILDING IN TASMANIA
BUILT IN 1927 - THE ONLY SUCH BUILDING IN TASMANIA
DESCRIPTION: REINFORCED CONCRETE WALLS AND INTERNAL FRAME
TIMBER FLOORS + ROOF WITH INTERIOR CORRUGATED METAL DECK
THREE WESTERN BAYS ARE BRICK AND TIMBER.
HISTORY: FIRST BUILDINGS BUILT 1820s - REMAINS REMAIN
WITHIN EXISTING BUILDING. CONCRETE BUILDING 1909-1911 BY
H. HUTCHINSON. WESTERN THREE BAYS IN 1920s
REMODELLED 1982 BY ROBERTSON + TOWNSEND + ALAN ROBERTSON ARCH.
R. REFERENCE SOURCES
REASONS FOR LISTING
☒ HISTORICAL ☒ ARCHAEOLOGICAL ☒ RARITY VALUE
☒ SCIENTIFIC ☒ ARCHITECTURAL ☒ GROUP VALUE
☒ CULTURAL ☒ NATURAL ☒ LANDMARK
☒ SOCIAL ☒ AESTHETIC ☒ STREETSCAPE
LANDSCAPE VALUE
Photograph Roll: Negative No.
HERITAGE LISTING
☒ SUBSTANTIALLY INTACT
☒ ALTERED SYMPATHETICALLY
☒ ALTERED UNSYMPATHETICALLY
☒ REVERSIBLE
OTHER HERITAGE LISTINGS
☒ NATIONAL ESTATE REGISTER
☒ NATIONAL TRUST REGISTER
☒ RAIA GUIDE
OTHER
BOUNDARY OF LISTING PROPOSAL
BURNS ST
HUNTER ST
N
PREPARED BY: FORWARD CONSULTANTS (Consultant team)
FOR: (Client)
DATE OF SURVEY
INTERIOR ☒ EXTERIOR ☒
BY: G.F. CHECKED:



GUIDING PRINCIPLES

HERITAGE

In such an important historic place, preserving heritage means more than keeping old buildings. It means designing an urban form which is rooted in the past and present yet includes innovation and foresight, and guides all building form.

This is not merely because SULLIVANS COVE is birthplace of the island State and its capital, but because it is also the starting point for the tourist's exploration of both. It is because it is vital culturally and economically.

The HERITAGE of SULLIVANS COVE is much more than old buildings.

It is the natural landforms and all man made elements (eg. gardens, machinery, land fill) and traditional activities which continue on, of which there are so many.

Some important elements, to varying degrees still visible, shall be highlighted, uncovered or referred to through design.

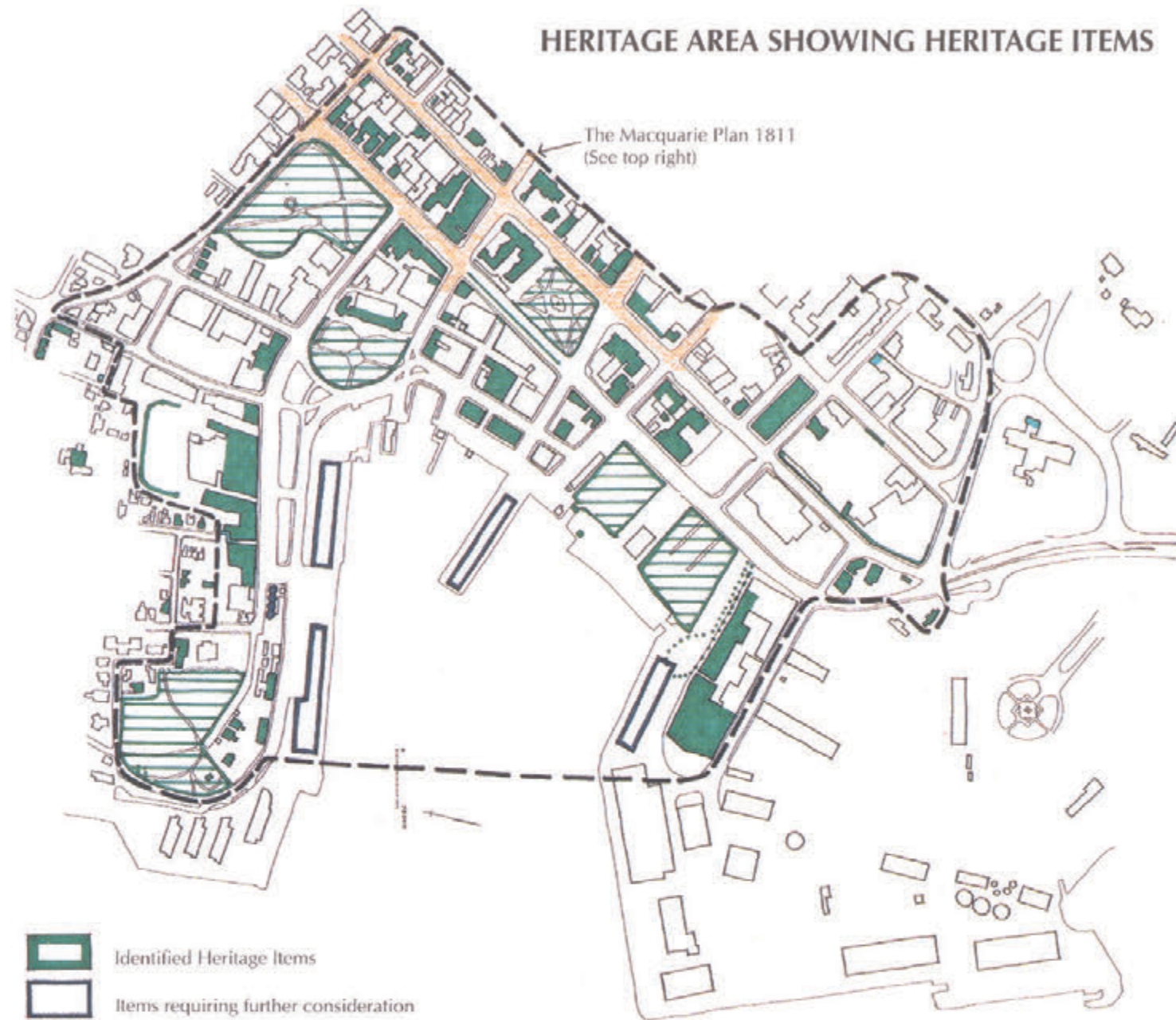
These are:

- the original shoreline,
- the Hobart Rivulet,
- the cliff and quarry faces,
- Hunter Island and its causeway,
- unplanned original European settlement patterns,
- the 1811 "Macquarie Plan",
- buildings from every stylistic era of the State's development,
- formal gardens, public and private, and
- engineering and industrial items.

In addition, many activities continue on their original sites (Theatre, hotels, Government, Port, finance, ships suppliers, etc.). And the close relationship of Port to City is a rarity in a world changed by new technologies.

These many heritage items combine to make overall forms, structures and patterns of spaces, buildings, and activity (explained in later panels) which new development shall respect.

Finally, it is not only the cultural value of the COVE's heritage but the economic value of its authenticity and uniqueness - its living history. Thus, while an historic "Disneyland" must be avoided, its dynamism must not be thwarted.



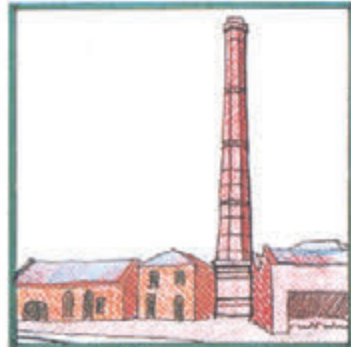
The results of historic plans (eg. that of Governor Macquarie) should be visible in the contemporary City.



Reference to historic landscapes (eg. the "lost" Rivulet tamed to near extinction) should be found in the contemporary City.



Buildings of significance should be kept.



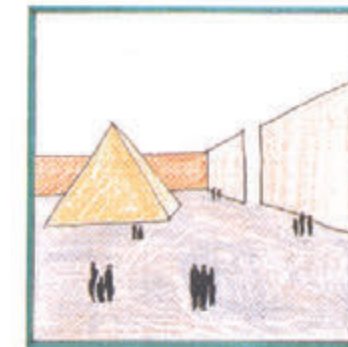
Industrial Items and Historic Gardens should likewise be kept.



Historic Activities should continue on original sites.



The hidden past may be uncovered and displayed.



Visible history and cultural promotion can enrich and earn dollars (\$\$\$) for a City.

This does not mean, however, that development must stop in the Cove.



But it does mean that an "historical Disneyland" must be avoided.



2.1.2 HERITAGE : DESIGN PRINCIPLES:

Guiding Principle:

In such an important historic place, preserving heritage means more than keeping old buildings.

It means designing an urban form which is rooted in the past and present yet includes innovation and foresight and guides all building form.

This is not merely because Sullivans Cove is birthplace of the island State and its Capital, but because it is also the starting point for the visitor's exploration of both. It is because it is vital culturally and economically.

Principle H1:

The heritage value of Sullivans Cove shall be the guiding design principle.

Because Sullivans Cove has a unique natural setting and contains items of aesthetic, historic, scientific or social value, it is considered to be of National Heritage Significance.

Items listed in the inventory in the Sullivans Cove Heritage Study shall be conserved and the character of the Cove respected in all new development.

There shall be the opportunity to include additional items on this inventory if the Heritage Significance of those items is established.

Principle H2:

The unique heritage character of Sullivans Cove shall be retained.

Any development or works (including alterations and additions) in respect of items listed in the inventory in the Sullivans Cove Heritage Study shall require the preparation of a Conservation Plan prior to development approval being granted.

In the event of the need to remove a part or all of any of these items, a detailed documented

record of the item shall be prepared prior to its removal.

Reference should be made to the Burra Charter and its guidelines (as amended) for work in relation to identified places.

Principle H3:

New development in spaces and buildings other than those identified in the inventory in the Sullivans Cove Heritage Study shall respect the heritage character of Sullivans Cove.

New development shall only be permitted after full consideration of its impact (visual, structural and environmental) on the spatial and built form of the Cove. See 2.4 Form : Spaces and Buildings; 2.5 Urban Detail : Spaces and Buildings; 2.6 Image, Amenity and Safety.

Design should respect the forms of the Cove.

Sympathetic contemporary design which is in the context of Sullivans Cove is to be encouraged.

Reproduction or imitation design is not to be encouraged.

Demolition shall be considered to be development and approval shall be required.

An archaeological investigation of particular development sites may be required before development approval is granted to determine any archaeological significance.

Principle H4:

Traditional activities shall be retained as an important part of the heritage significance of Sullivans Cove.

Maritime activities, particularly the working Port, shall receive preference over other activities.

Other activities which contribute to the authentic and unique character of Sullivans Cove shall be permitted but only within building types which are of a scale or character of the Cove.

Principle H5:

New activities complementing the heritage character of Sullivans Cove shall encourage the continuance of the dynamic role of Sullivans Cove and contribute to making it a vibrant and vital focus for the City.

The expansion of the recreational and tourism role of Sullivans Cove shall be encouraged through the provision of facilities and within spatial and building forms which respect and contribute to the character of the Cove.

Principle H6:

The cultural importance of Sullivans Cove shall be interpreted for public information.

The unique physical character of Sullivans Cove, in particular its scale, provides a sense of stability through familiarity. It should therefore be conserved for its social value.

Sullivans Cove provides evidence and an understanding of the development of Tasmanian Society. There are also many opportunities for new development and a diversity of activities.

The historic evolution of Sullivans Cove shall be interpreted and made accessible to the public through the completion of The Sullivans Cove Walking Trail as proposed in the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987.

Extract from Sullivans Cove Heritage Study prepared by Forward Consultants, May 1991.

"General Recommendations:

There should be a State Heritage Act, as in other States, setting out the broad policies and methods of implementing conservation policy throughout Tasmania.

One aim of implementing a Conservation policy for any area should be to achieve consistency with the outcomes in other areas. This requires comparative assessment of conservation policy and outcomes on a State and national level.

There is also value in aiming for consistency



throughout Australia in the methodology. As a general recommendation, the methods adopted for implementing a Conservation policy in Sullivans Cove should be based upon the methods and legislation used in other States.

In making this recommendation, we have looked at Victorian and NSW practice in particular. It would seem inevitable that legislation controlling conservation practice will in the long run be convergent, as community attitudes towards cultural heritage become more clearly defined, and more consistent between different parts of the wider community.

Statutory Recommendations:

Planning Applications should be required for all changes of use, and for all development, alteration and demolition of buildings, land, signs and fixtures within the Study Area.

Planning Applications for buildings listed as of State or higher significance should be referred to a State heritage advisory committee, and approval should be required for internal as well as external works.

Planning Applications for other buildings within the Sullivans Cove Heritage Study area should be made, and approval required for external works only.

In addition to other existing Planning requirements, these applications should be referred for approval to a Heritage Advisor, appointed by a State authority, the Heritage Advisor reporting on each application to the Planning Authority.

Proposals should be required to demonstrate that they comply with the aims of the Conservation Policy for the Area, and the Heritage Advisor to the Planning Authority should assess and confirm that this is the case. Proposals that do not comply should be refused.

The Planning Authority should be empowered to negotiate concessions with building owners and/or developers to encourage appropriate development and maintenance of

buildings and land within the Heritage area. These concessions could include parking and access requirements, use and occupation, development plot ratios, financial offsets (rates, taxes, etc.).

Where a conflict of interest exists, or at the request of the Planning Authority, applicant, heritage advisor or State authority, an application can be called in for assessment and advice by the State Authority.

Where the Planning Authority considers that a building owner is neglecting or otherwise treating a listed building in such a way as to frustrate the Conservation policy for the area, then the Planning Authority should be empowered to act to ensure the preservation of the listed building, as an extension of the current Preservation Order powers, but with greater flexibility. It would be appropriate for these powers to be taken out of the Local Government Act, and incorporated in new legislation: eg. a State Heritage Act.

To support the Planning Authority's action, the National Trust Preservation Fund is available, and its application could be more formally tied into the process of the Planning Authority.

As a general principle, it should not be necessary to find all the funding required, but merely the difference between the cost of good conservation practice, and the "normal" cost of work were no wider community interest to apply to that building or place.

The heritage Study should be re-assessed at not more than ten year intervals. This is necessary because community attitudes towards cultural significance change with time, so that listing criteria will have altered. Also, it is probable that policy objectives will change, either through being substantially achieved, or through being altered by 1 changes in the external environment (political, social and economic).

Consideration should be given to setting up a Sullivans Cove Planning Advisory Committee, to review and assist in the decisions of the Planning Authority, and to support the Heritage advisor in both proactive and

statutory roles. This could be based upon the Battery Point Planning Committee model.

Non-Statutory Recommendations:

There should be continuing efforts to inform the users, residents and visitors to the Study Area of its Heritage significance. Public debate as to how the community responds to this significance should be encouraged.

The Heritage Advisor in particular should be charged with taking a proactive role in this, encouraging appropriate development and conservation within the area.

The Heritage advisor (proposed under the Statutory recommendations) should be available to assist building owners and developers within the area by providing them with early information and guidance as to how they can best achieve their aims within the framework of the Heritage Policy for the area."



2.2 FORM : THE SETTING:

2.2.1 THE SETTING : ANALYSIS:

All preceding Studies have commented upon the remarkable setting of Sullivans Cove and the importance of this in making the Cove the special place that it is. It is a unique and dramatic amphitheatre.

None of the studies, however, has detailed in a step-by-step manner the tiers (built and natural) of the amphitheatre as they extend from the summit of Mt. Wellington to the water. These include in order of descent (see Panel C1):-

- The Mountain (Wellington),
- natural hills (bush covered),
- suburban hills,
- neighbouring districts (Battery Point, City and Domain),
- Quarry and old "cliff" line,
- "the Wall" of buildings which form an enclosing edge about the Main Space of the Cove,
- the Wharf Apron, and,
- the water itself.

While the Mountain and its foothills (natural and suburban) form the dominant part of the distant setting (from the water through the Cove to the City and Mountain) attention should also be drawn to the views which exist from the foothills (for instance, from the higher slopes of West Hobart) and from the City and Franklin Square through the Cove across the water and towards the low hills of the "Eastern Shore" (see also Panel C1).

2.2.2 THE SETTING : DESIGN PRINCIPLES:

Guiding Principle:

Development within and beyond Sullivans Cove must respect the natural amphitheatre of which the Main Space (water and flat wharf areas) is "the stage" and the Mountain "the gods".

Principle S1:

The importance of the setting shall be maintained to emphasise the Cove as the centre of "the Amphitheatre".

While the management of the total setting is clearly beyond the scope of and Sullivans Cove Planning Review, the importance of it as a backdrop to the State's birthplace must be emphasised. The setting requires specific attention with the distinctiveness of the tiers being maintained (see Panel C2).

Principle S2:

Important views from surrounding hills and districts and from the City to the Cove and Eastern Shore and beyond shall be protected.

In the case of "the Mountain", the single responsible authority is Hobart City Council. In the case of the estuary and views, the City of Hobart, the Marine Board of Hobart and the City of Clarence all have individual roles. The need for co-ordinated management of this important landscape underlies the need for regional planning which is currently lacking in the Hobart Region.

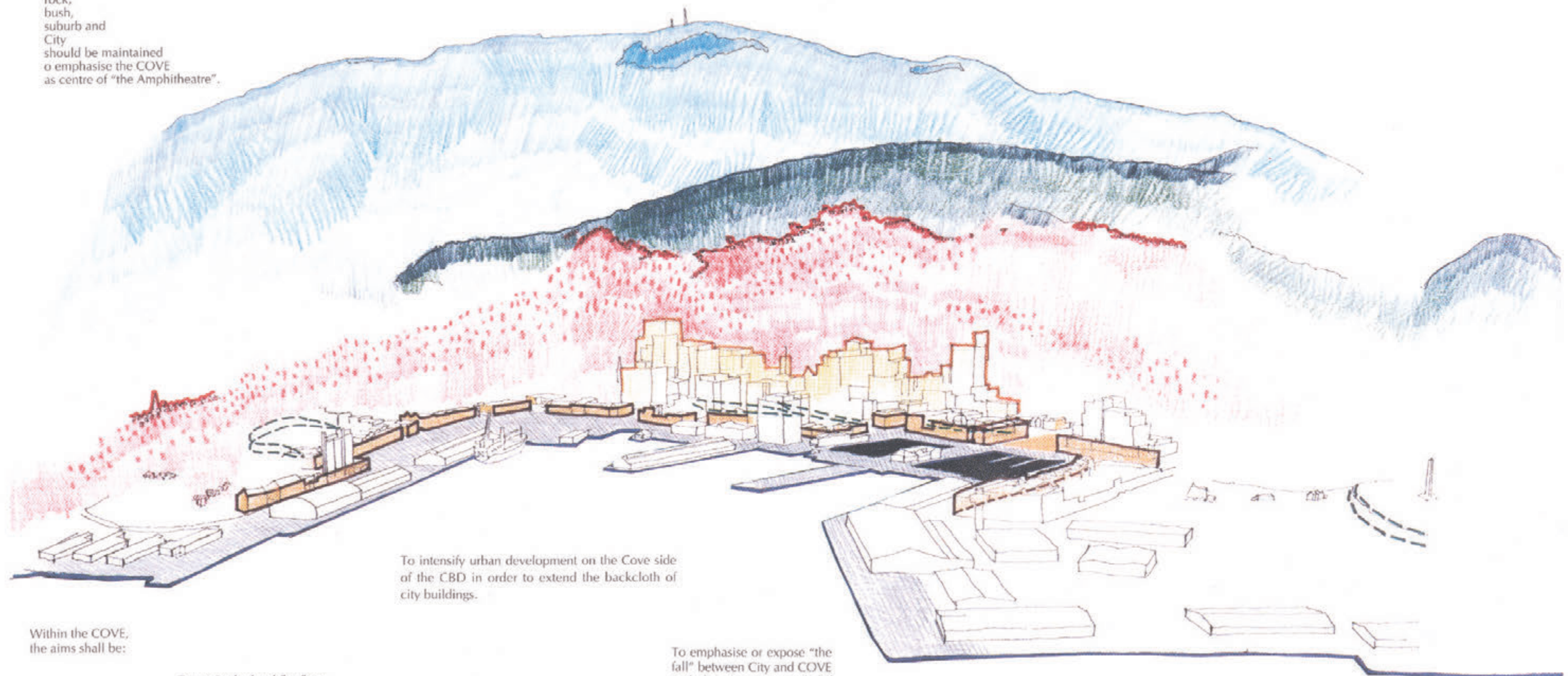


GUIDING PRINCIPLES

SETTING

Development within and beyond SULLIVANS COVE must respect the natural amphitheatre of which the water is the "stage" and the Mountain "the gods".

Beyond but as backcloth, the series of descending skylines of rock, bush, suburb and City should be maintained to emphasise the COVE as centre of "the Amphitheatre".



To intensify urban development on the Cove side of the CBD in order to extend the backcloth of city buildings.

Within the COVE, the aims shall be:

To retain the hard flat floor.

To emphasise or expose "the fall" between City and COVE including the quarry and cliff faces, and original shoreline.

To retain and reinforce through extension the front building WALL of the COVE. *

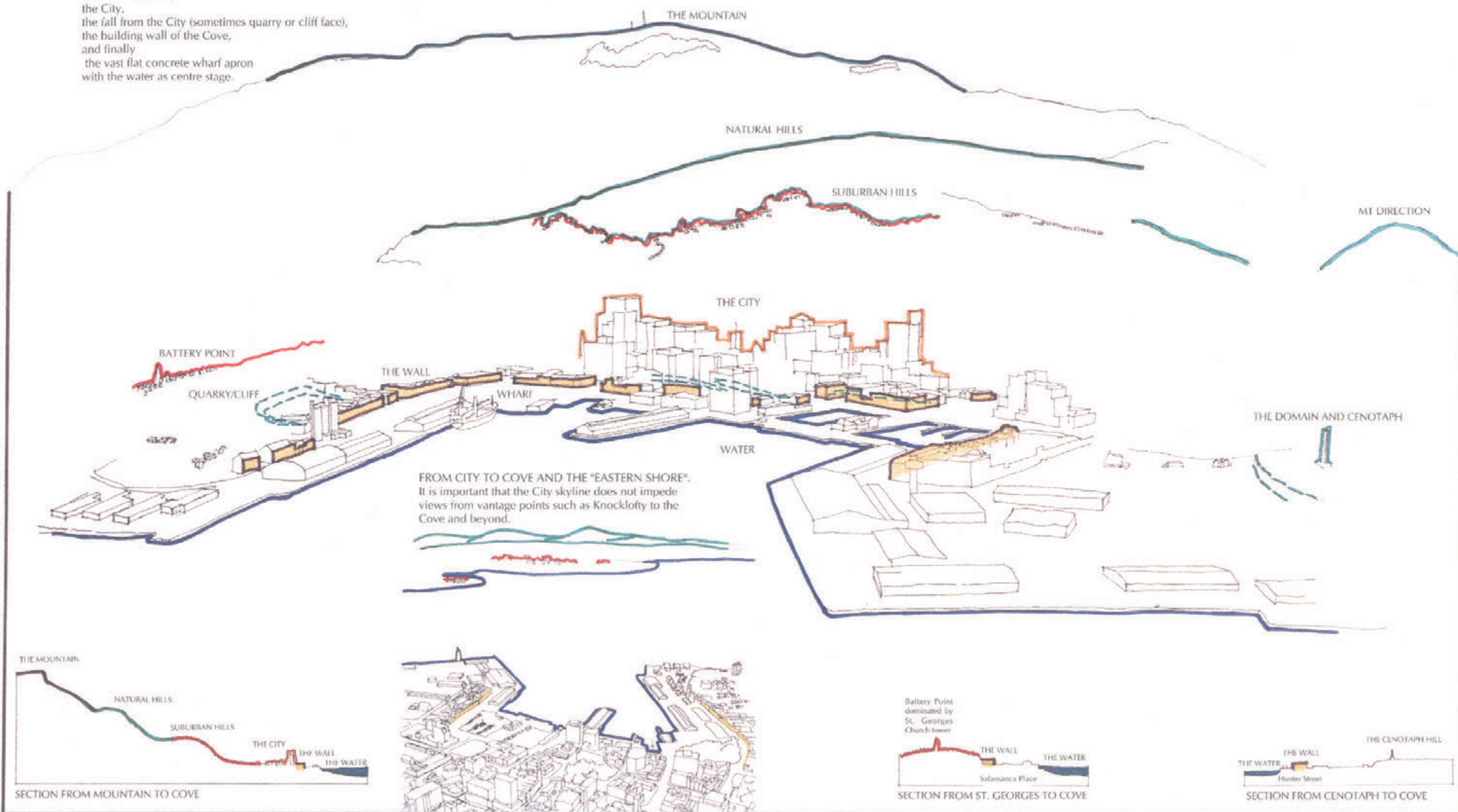
Similarly, important views from surrounding hills and districts to the COVE and Shore beyond should also be protected.

* NB Here the critical points for future development are "the Civic Square" site and the area between the City Hall and the Customs House.



Sullivans Cove is contained within a great amphitheatre.

"The Mountain" forms the backcloth which layers down through natural hills, hills with suburbs, the City, the fall from the City (sometimes quarry or cliff face), the building wall of the Cove, and finally the vast flat concrete wharf apron with the water as centre stage.





2.3 FORM : SPACES AND BUILDINGS:

2.3.1 INTRODUCTION:

All reports on Sullivans Cove have stressed the overriding need for the protection of its "unique character", the "conservation" of historical fabric, and the importance of "compatible development" from the stand-point of "townscape".

There have, however, been clear shifts in the various Sullivans Cove Planning Documents in the manner by which the form of the Cove has been viewed and analysed. These differing approaches reflect advancement in the practice of urban design. This requires explanation as background to the succeeding analysis.

In older Cities (and particularly before World War I), the tradition was that the forms of most City buildings were subservient to those of the spaces before them. In other words, the form of the public space (street, square, wharf, etc.) was of paramount consideration in shaping that of each building standing alongside.

With the advent of Modernism, the situation was reversed: The form of the individual building became the expression of its own function and structure. As a consequence, formed public spaces such as streets were seen as an impediment to such expression.

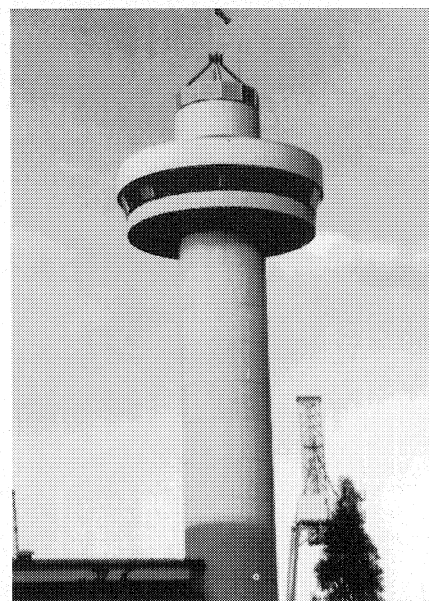
In this latter model, the space about the building is subservient to the building and is used to emphasise the building's separateness.

Simplistically, the two processes are of designing from the outside-in (Traditional) as distinct from designing from the inside-out (Modern).

In the context of Sullivans Cove, designs which conform to these opposite approaches are the Galleria Salamanca and the Marine Board control tower. In the case of the former, it is a matter of the spaces being the generators of the form (ie. Salamanca Place as part of the Main Space of the Cove and the street space of Montpelier Retreat). In the case of the control tower, internal functional considerations have determined its form as a free standing object.



Galleria Salamanca: a design which respects Traditional form



Marine Board Control Tower: an example of Modern design

In both these instances, each design approach is appropriate: the Galleria is part of the containing "wall" which defines the Main Space: and the control tower stands freely within that space.

Problems occur when a building should be a space-defining building but is designed as a free standing sculptural object. An example is the Hobart Sheraton Hotel. Here, internal considerations and individual imagery (car-parking, views, visibility, etc.) have generated the particular building form at the expense of the wider and collective form of the Cove.

Recent City development shows a negative reaction to the Modernist approach, especially in historic areas. The reaction has sought a more sympathetic attitude to heritage and tradition and has passed through a number of phases.

In the first instance, attention focussed upon individual historic structures and attempts to protect them from demolition. This may be described as a lot-by-lot hanging onto heritage.

Then came a concern for context, an approach which is based on the belief that a building is dependent upon its surroundings for its appeal, (restrained) impact and integrity. With this "contextualist" design approach, the form of a building is derived from an analysis of the surrounding urban context. In practice, this meant extending the surrounding building characteristics (materials, colours, textures, roof forms, etc.) into the new development. While a reaction to Modernism, it nevertheless continued the Modernist practice of focussing upon the building. At this stage, the all important term was "townscape".

In relatively recent architectural/design practice, and in relatively few instances, has the *form of urban spaces been cited as the prime generator of building form*. This stance is fundamental to the urban design of historic areas with a strong traditional spatial structure. Since Sullivans Cove is in this category, it is the point of departure for this Review. Spatial Form consequently precedes Building Form in this report.

The progression of reports that have been produced on Sullivans Cove (including this one) reflect these changes in the appreciation of spatial form and in practice.

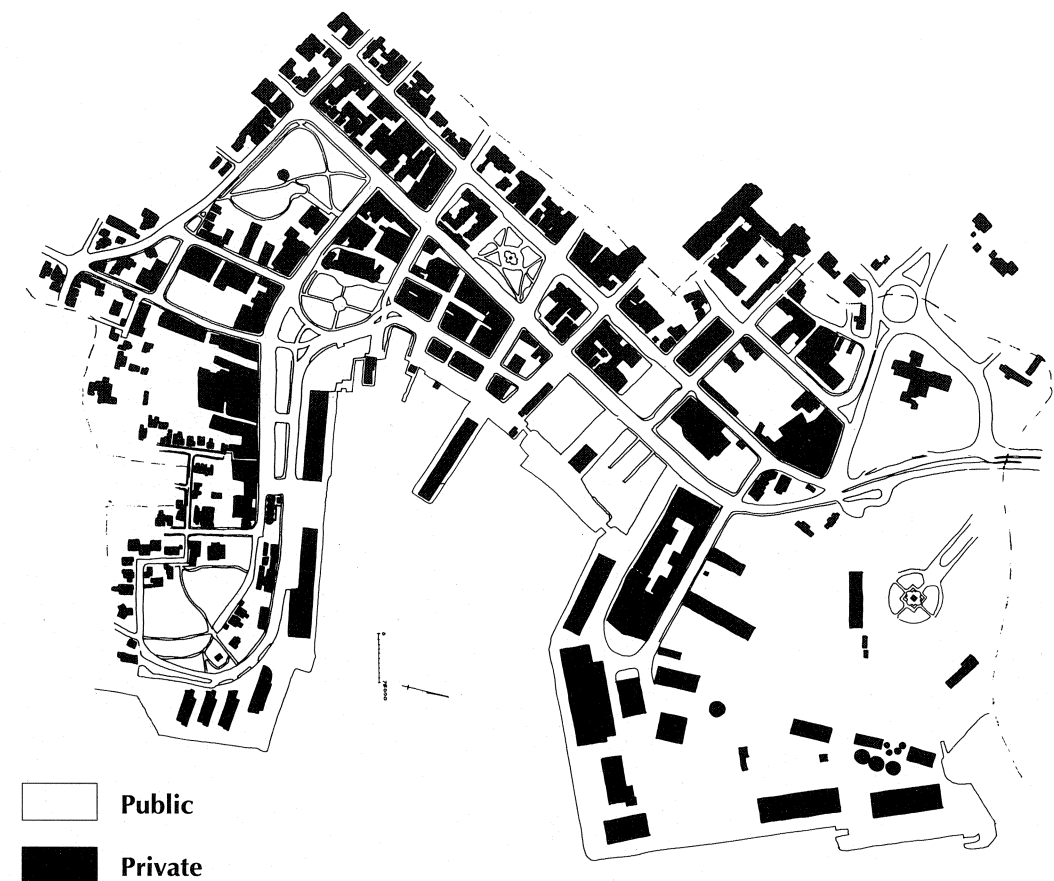
The 1979 *Sullivans Cove Study* stressed the importance of historic character, made reference to "Streetscape", but referred to spaces as such only in terms of visible private open space. At the same time, the most extensive comment on buildings was the listing of historic structures.

SCUDS offered development ideas on a site-by-site basis but without reference to spatial structure in other than townscape terms (such as the identification of corridor views).



It was the 1987 Urban Detail Study that first cited the “Spatial Context” as a starting point for design. In this instance, the consultants were required to prepare guidelines for urban detail but were unable to do this without a spatial analysis as background. They identified a number of “Space Types” (eg. courtyards, alleyways). This was, of necessity, hurried and pragmatic: it was not intended as a background for comprehensive planning, but to assist in the task at hand (the preparation of urban detail guidelines).

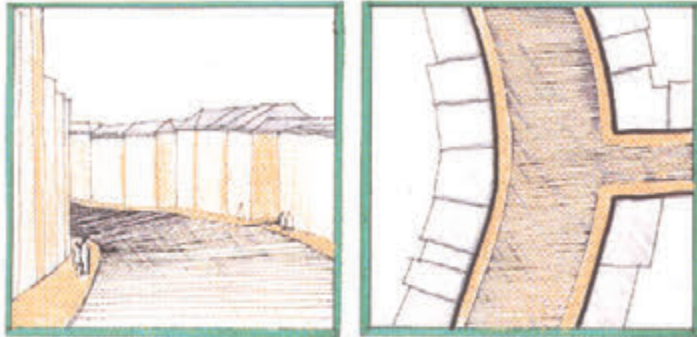
The Brief for the present Review required a basic spatial analysis of the Sullivans Cove area to extend the work commenced in the Urban Detail Study. Therefore as spatial analysis is the starting point of the present Review, the urban design approach taken is somewhat different to that of previous studies, except for the preliminary work undertaken in the 1987 Urban Detail Study.



Public and Private Domain within the Cove



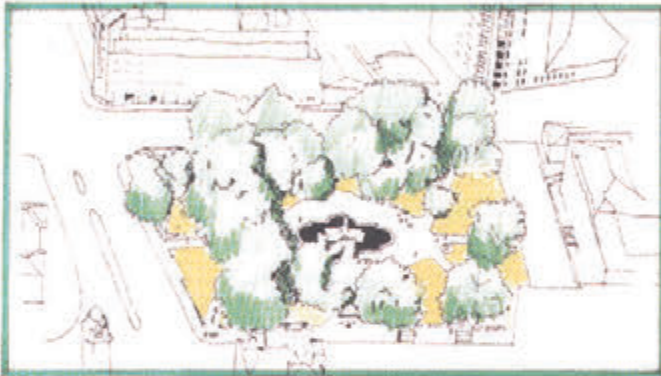
It is not only the buildings of the COVE that have form. Spaces also possess form and these are far more public.



Further, there are several TYPES of SPACES to be found within the COVE.



Urban Gardens

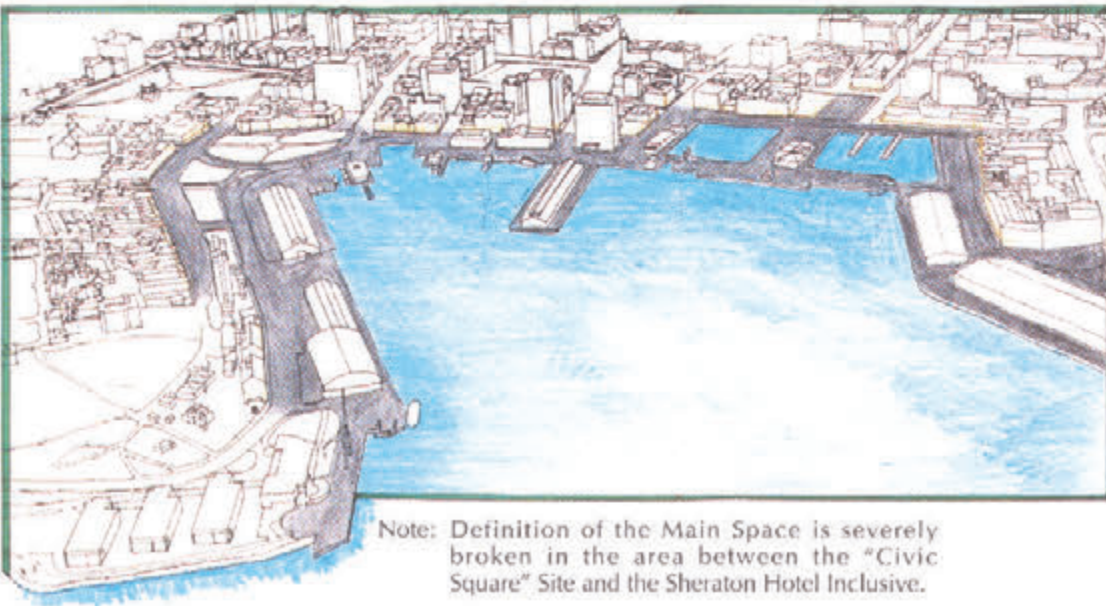


The Main Space of the COVE is the vast space of "the Floor" (part paved and part water) within the containing "Wall".

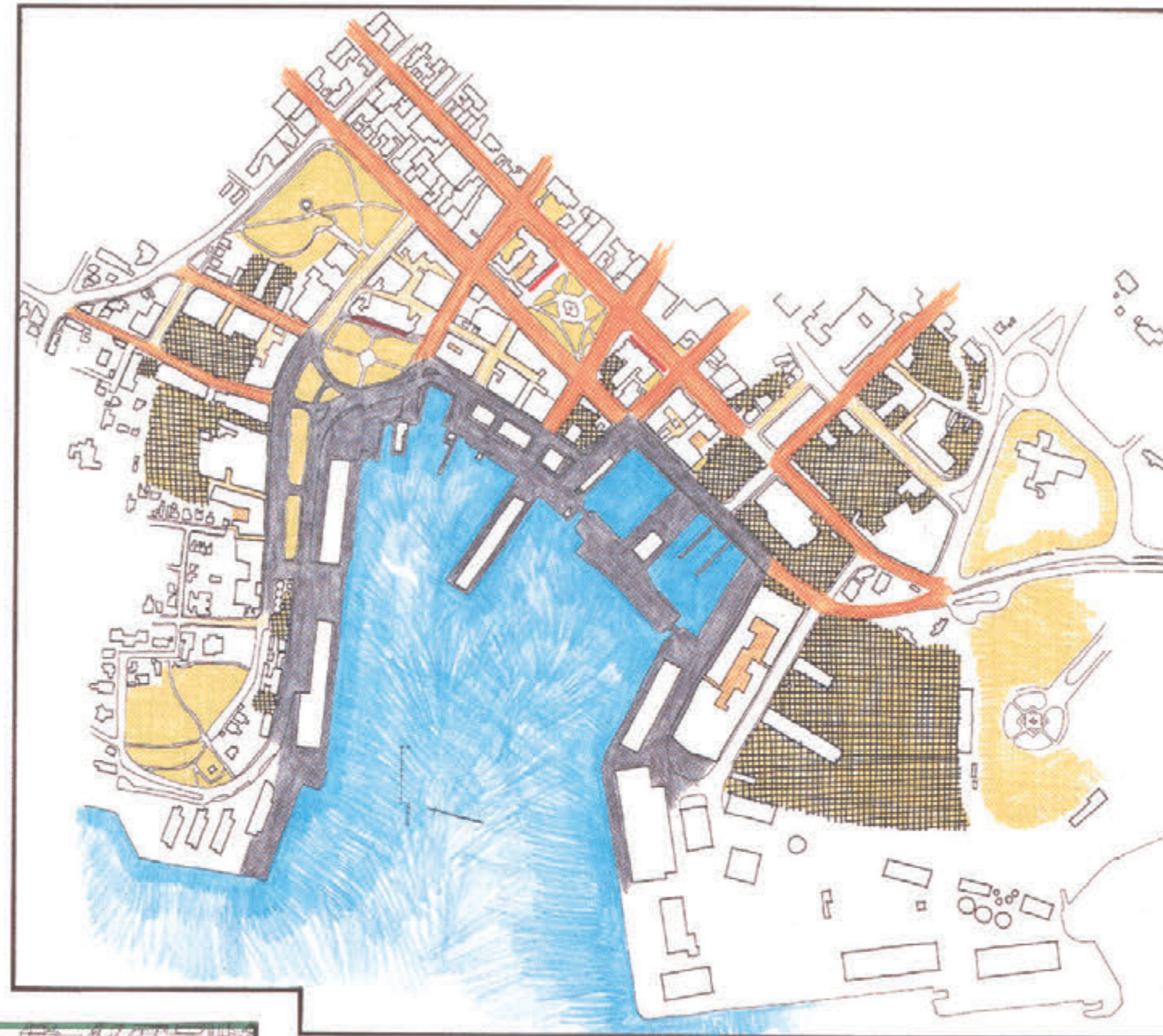


Paved Area

Water Area



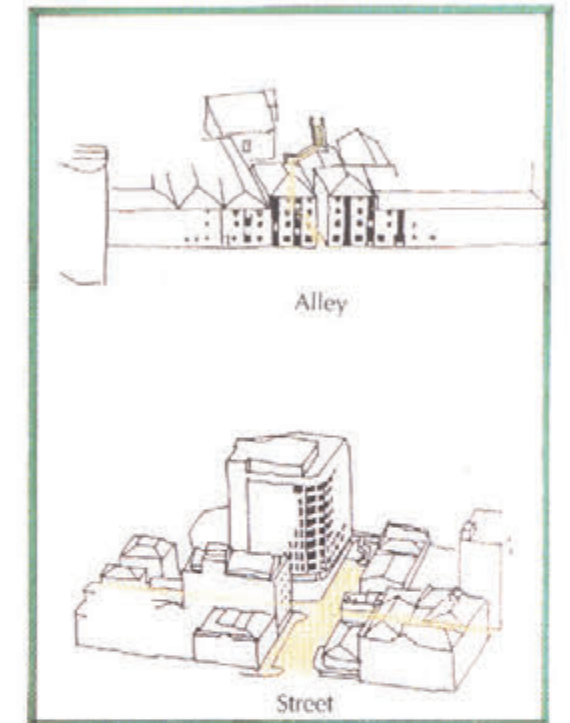
Note: Definition of the Main Space is severely broken in the area between the "Civic Square" Site and the Sheraton Hotel Inclusive.



"LOST SPACE" or space which is empty and ill-defined, and which weakens the spatial structure (streets, courts, etc.) of the COVE and the City.



Ad hoc Small Streets and Alleys



Alley

Street

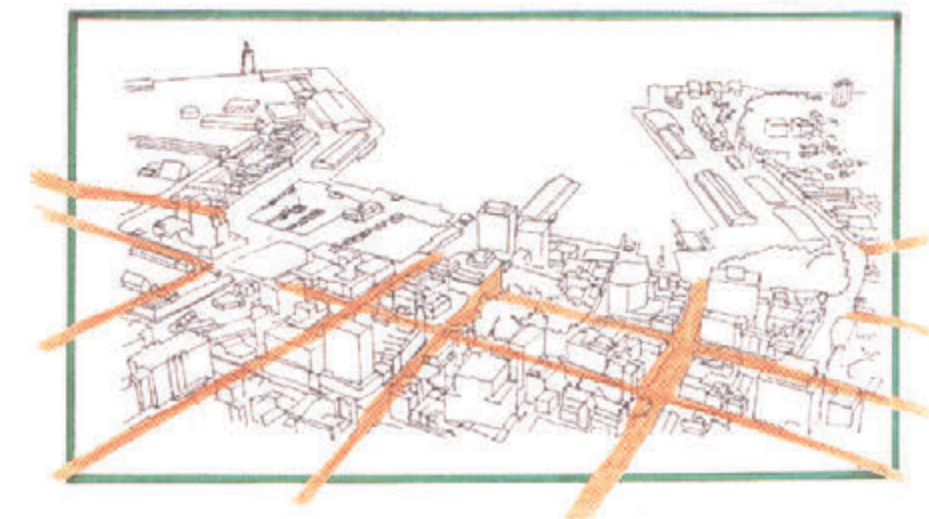
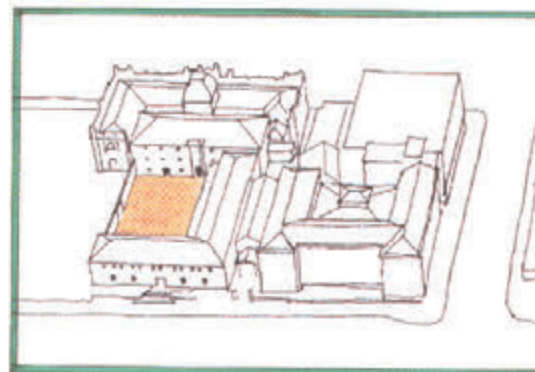


Important Forecourts

"Radiating" Street Spaces



Courtyards





2.3.2 SPATIAL FORM : ANALYSIS:

The diagram on p.29 shows the spaces in the public domain as white and those in the private domain as black. It is a linked system of spaces which can be categorised as follows:

The Primary System:

The primary spatial elements are of two types.

1. There is the **Main Space** centred upon the harbour and docks.
2. There are the major streets which provide entry and generally radiate out from the Main Space (hence the term **Radiating Streets**).

These are public spaces and give the basic structure to the Cove. Further, it is the buildings and boundary walls which give definition to these spaces (individually, and collectively as street blocks). The definition is strong because most buildings observe the traditional practice of aligning with the street edge.

The Secondary System:

Secondary spaces are:-

- (i) **Small streets and alleys**, and
- (ii) enclosed **courtyards**.

These are of a distinctly smaller scale to the first type and their pattern of occurrence is far more ad hoc. They also occur in both the public and private domains.

Other Spatial Elements:

First, there are the **Urban Gardens** which occupy parts of both the street and street block areas. They are variously delineated by lines of trees (eg. Salamanca Place), walls or equivalents (eg. St. David's Park) and their planted surfaces. They conform to no particular pattern of location and, as such, may be regarded as a pleasant (and therefore positive) superimposition on the basic structure.

Second, there are the vacant areas of the street blocks used generally for vehicle parking. These serve to break and therefore detract from the strong structure of primary and secondary elements. These are regarded as negative spaces and described in the analysis (see Panel D1) as **Lost Space**.

The opportunity should be taken to review these spaces for potential development based on the principles recommended.



Lost Space : Argyle Street



Lost Space : Montpelier Retreat

Lastly, there is a park like area that requires separate comment: it is that made up of the Cenotaph and ABC sites. In the context of the wider spatial structure of the City, these are extensions of the free flowing green space of the Queens Domain. It is beyond the tightly built edge to the city and Sullivans Cove and its inclusion in Sullivans Cove is open to question. This aspect will be addressed under 2.8.3 Administration - Boundary.



The Queens Domain provides a sharp contrast with the built up area of the City



GUIDING PRINCIPLES

SPATIAL AND BUILDING FORM

In the Traditional City, spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.

Thus, where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.

However, where a building is clearly freestanding within a public space, it shall display an all-round "frontage".

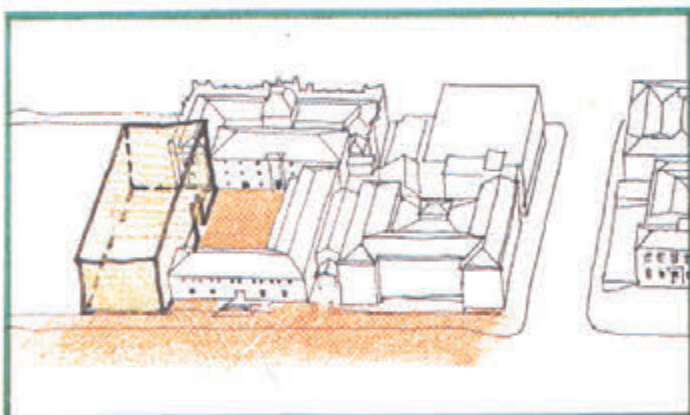
Also, new buildings shall NOT be out-of-scale with their neighbours.

New Development shall take the Existing Spatial Types as MODELS for:

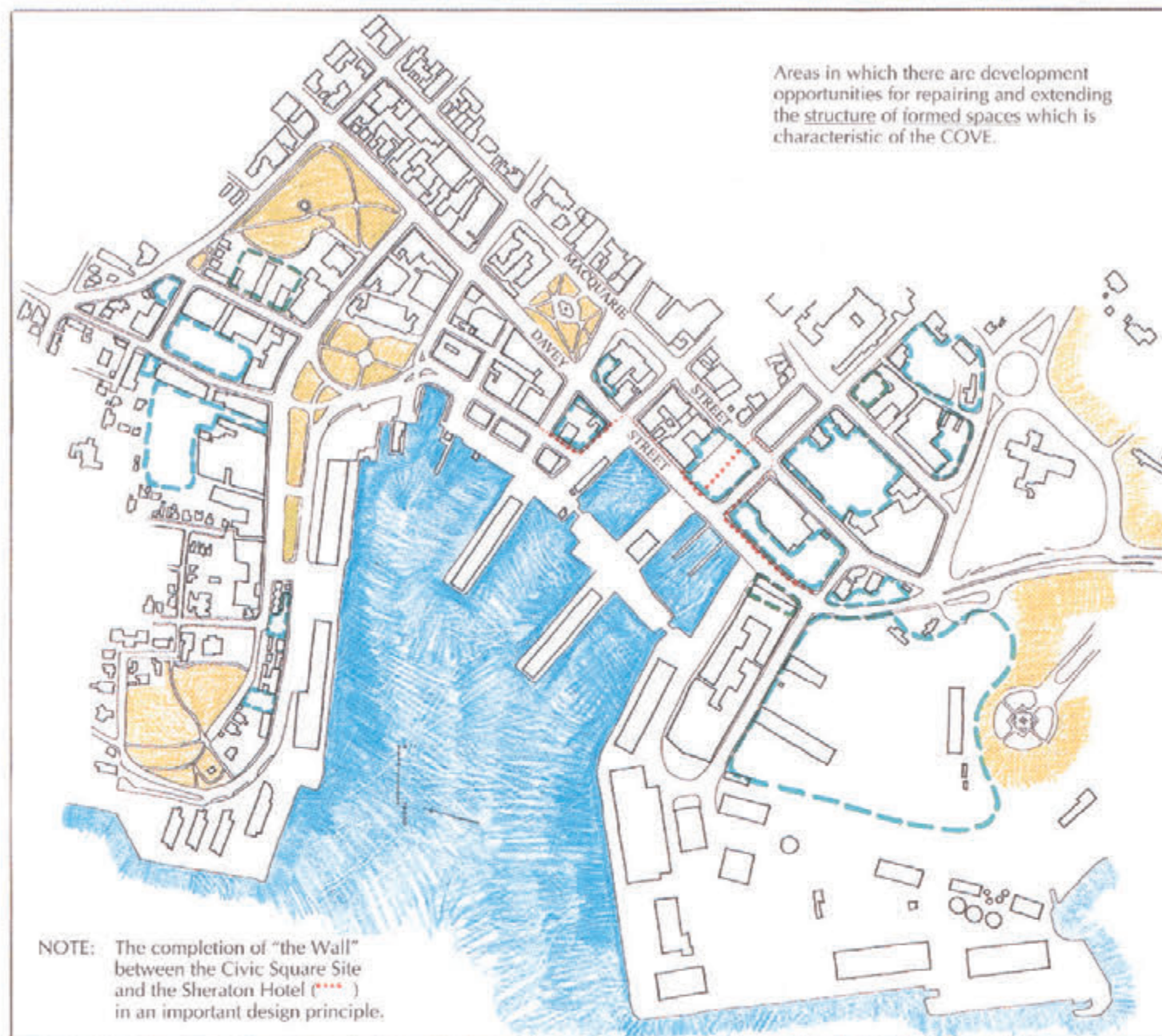
- the REPAIR of fragmented or incomplete Spaces and
- the CREATION of new ones.

And, there is the potential and need for a new Spatial Type: a CITY SQUARE.

Example: The extension of a Street Space and the consolidation of a Court Space. The Tasmanian Museum and Art Gallery.



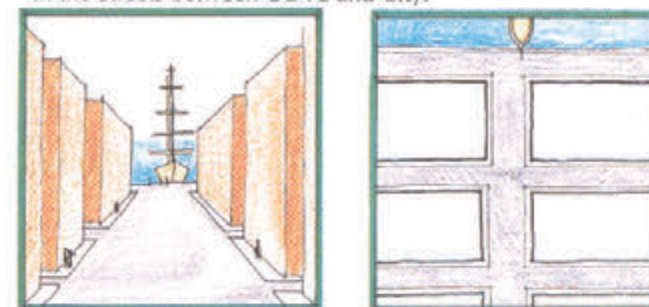
Example: The repair of a Radiating Street, Campbell Street.



NOTE: The completion of "the Wall" between the Civic Square Site and the Sheraton Hotel (****) is an important design principle.

Areas in which there are development opportunities for repairing and extending the structure of formed spaces which is characteristic of the COVE.

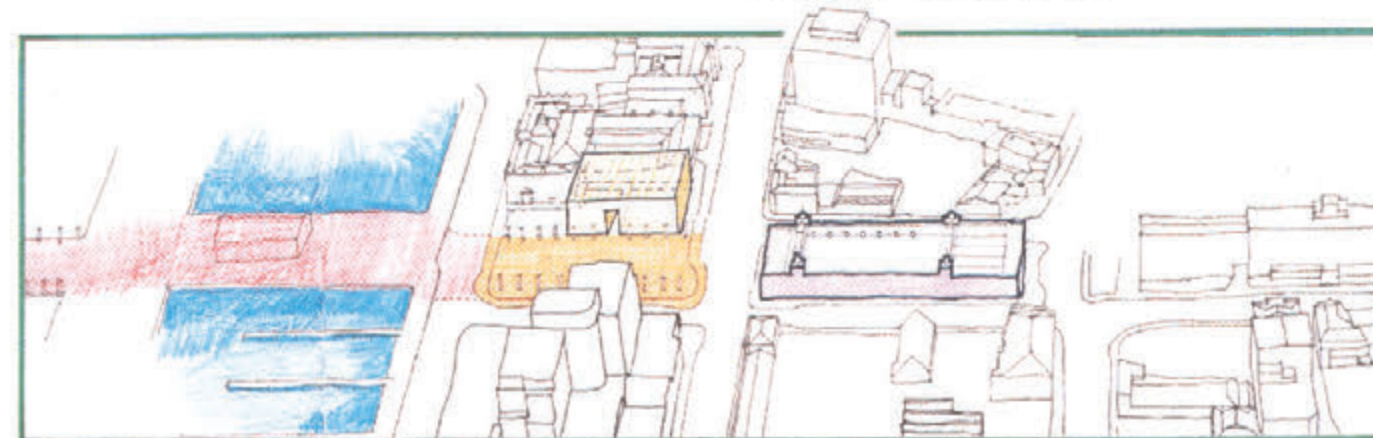
There should be a consistent spatial experience in the Streets between COVE and City.



Example: The creation of ad hoc alleys and courts, The Salamanca Quarry Site.



A new type of Space for the COVE and the City: A City Square in front of City Hall.





2.3.3 SPATIAL FORM : DISCUSSION OF DESIGN PRINCIPLES:

Guiding Principle:

In the Traditional City (of which the Cove is an example), spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.

A policy to repair and extend the spatial pattern described should be pursued. This will reinforce the character and inherent spatial qualities of Sullivans Cove.

The Primary System:

The Main Space and the Radiating Streets

The **Main Space** is defined by a "wall" of buildings which form the edge between the floor of the Cove and the developed area. This is very strong along its two sides, namely Salamanca Place and Hunter Street. Definition about the "head" of this space is however more variable.

In places, it remains strong, for instance along the line of Parliament House and most of Morrison Street, and along Davey Street with the Museum extension and Customs House.

But in other places, it is less distinct. This is in part due to random demolition at various sites.

In the case of the site identified as the once proposed Civic Square site, repairs can be through new development which simply observes the street alignments of Argyle and Morrison Streets.

Because the area to the east of the Customs House, including the site of the Sheraton Hotel, has been one of flux the spatial structure is confused but there are opportunities to overcome this to the advantage of both Sullivans Cove and the central City area.

It is at this point that the waters of the Cove once "crossed" Davey Street in the direction of Macquarie Street: further, the Hobart Rivulet reached back into the City to provide the water connection between City and Cove. In fact the

area remains (in spite of a recent slightly elevated car park construction) more or less at the level of the floor of the Cove and this flows right back to include the Customs House Garden and a small part of Macquarie Street. Here, the classical symmetry of the City Hall's facade suggests a forecourt in order to be fully appreciated.

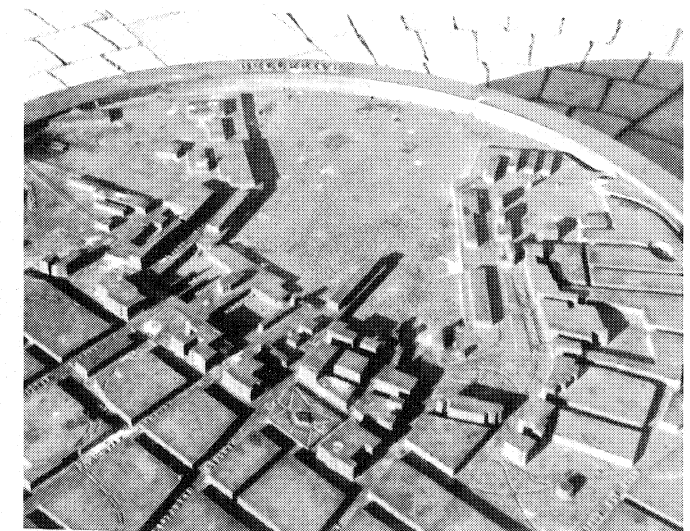
There is an opportunity for the Main Space to extend to Macquarie Street and focus upon the City Hall facade. The space created would then become one of two primary links in the connection between Cove and City (the other is the Elizabeth Street axis including Franklin Square and the once proposed Civic Square site). Thus a formal square is suggested for this site. This is important for several reasons:-

- It would symbolically represent the former extent of the floor and shoreline of the Cove.
- It could provide a much needed formal cultural space to complement the once proposed Civic Square site which as a public space should rightly create its own enclosure.
- It would allow the City Hall to take its rightful place as a landmark building.
- It would provide the formal connecting space between Cove and City.
- It would provide a spatial climax at the head of the Cove.

It must be remembered that there are many vacant sites in this locality which will be developed in the future giving greater need for this space in this part of the Cove.

A design competition may be the appropriate method of dealing with the detailed design of this space.

With the **Radiating Streets**, the approach suggested is to undertake repair of damaged street spaces by requiring new development to occupy the width of the street block and be built to the street edge. The streets which are most in need of repair are Montpelier Retreat and Argyle Street which have significant areas of "lost space" along them.



Relief showing Main Space and Radiating Streets



Campbell, Argyle and Elizabeth Streets
"radiating" northwards from the Cove



The Secondary System:

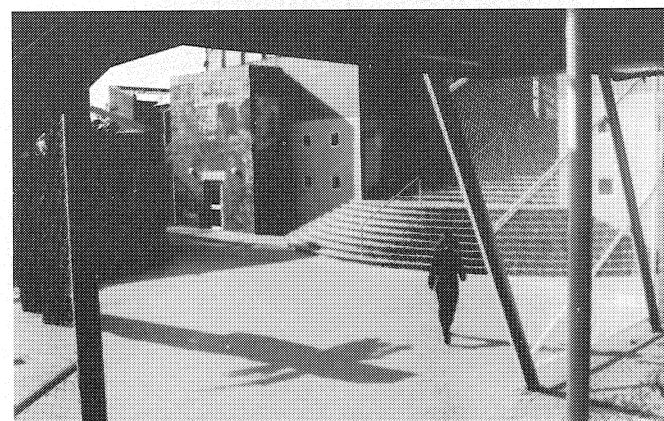
Small Streets, Alleys and Courtyards:

The secondary system of ad hoc **small streets, alleys and courtyards** should be extended by requiring new development to conform to this pattern. The area most in need of this kind of treatment is the large quarry site behind Salamanca Place, used currently for car parking. It is an ideal model for development on large vacant sites fronting onto the primary (Main Space and Radiating Streets) spatial system. (The Salamanca Quarry site also offers the opportunity for a link with Stowell Avenue in Battery Point similar to Kelly Steps which ascend to Kelly Street).

The extension of the secondary (small streets, alleys and courtyards) system would also assist with eliminating areas of **Lost Space**.



An alley : Kelly Steps



A courtyard : Centre for the Arts

Other Spatial Elements:

Urban Gardens:

There are substantial areas of **Urban Gardens** in the Cove district and there is the open space of the Domain in close proximity. There is also potential, as previously mentioned, for the creation of a new public space in the vicinity of the City Hall and the Tasmanian Museum and Art Gallery. The predominant water and hard surface character of the Cove would also suggest that those existing should not be extended in or adjacent to the primary system of spaces. No attempt should be made to provide a system of green links between gardens for this would weaken the strong spatial structure that exists. However, there is opportunity for sheltered green spaces to be introduced within the framework of the proposed courtyards.



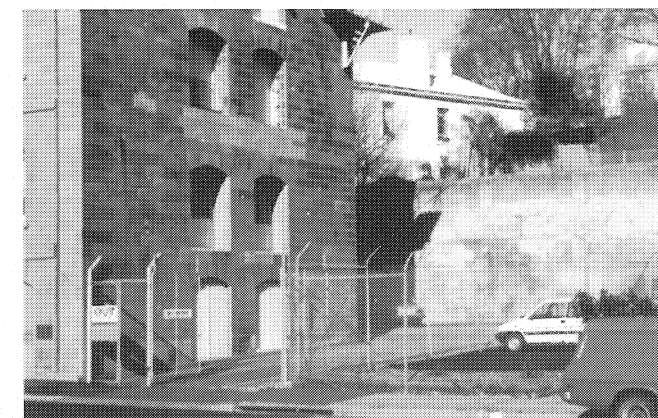
Urban Garden : Franklin Square



Urban Garden : Parliament Gardens

Transition between Main Space and Neighbouring Districts:

There is a fourth spatial characteristic of importance. Behind the front "wall" of buildings bordering the Main Space is a contrasting natural divide between the Cove and neighbouring districts. This is the line of the cliff or shelf (sometimes replaced by man in the form of a Quarry face or retaining wall) which runs from the rear of the Salamanca Place warehouses, along the line of Davey Street in the vicinity of Franklin Square, through the Tasmanian Museum and Art Gallery site to the face of the Cenotaph hill. The shelf line disappears in the area of City Hall (ie. about the former course of the Hobart Rivulet) and this lends further weight to the concept of a connecting formal space between "Cove" and "City" at this point. Efforts should be made to highlight the experience of crossing this line; new development should not emasculate it.



The "cliff line" behind Castray Esplanade

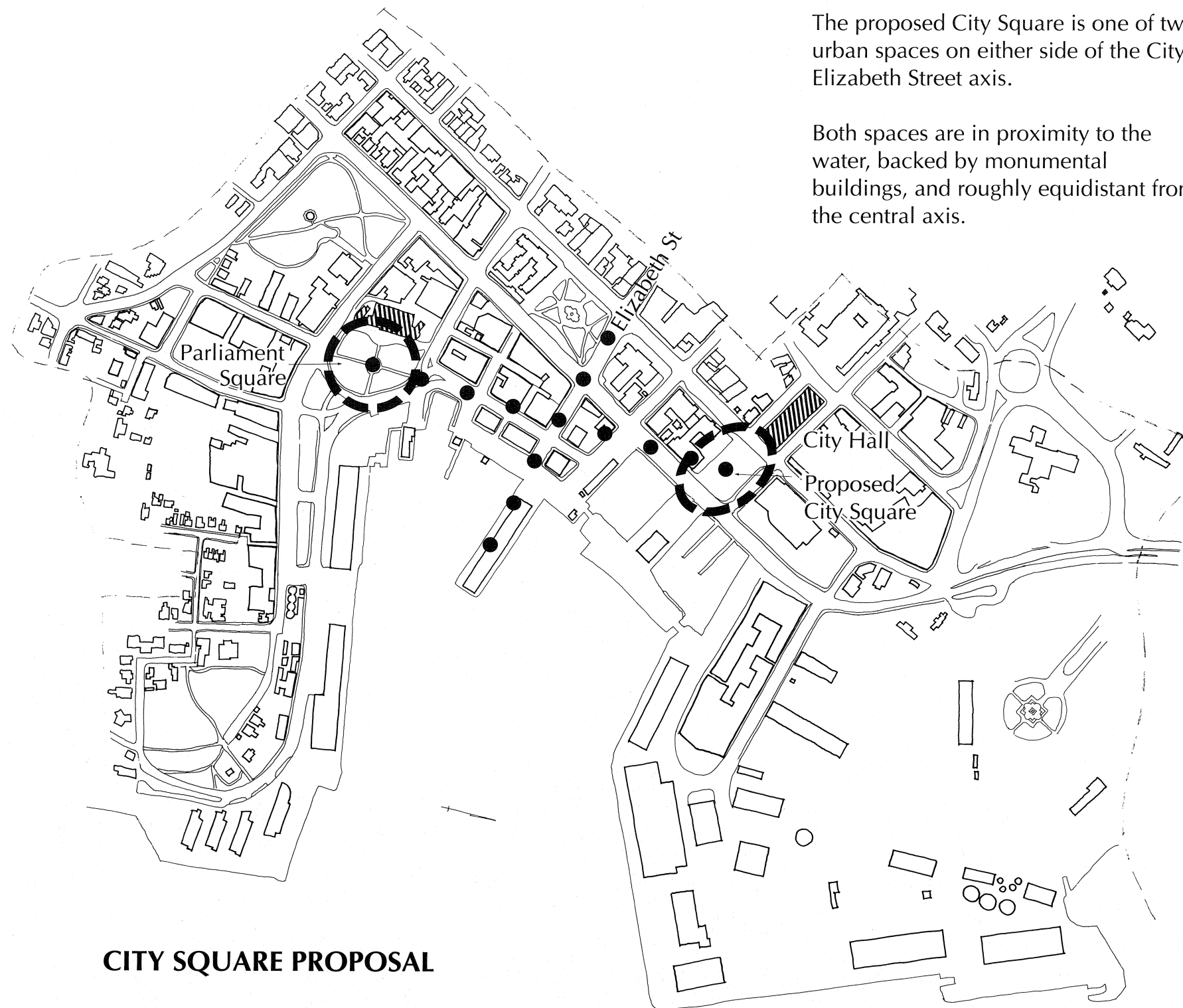


The "cliff line" : Brooke to Davey Streets



The proposed City Square is one of two urban spaces on either side of the City's Elizabeth Street axis.

Both spaces are in proximity to the water, backed by monumental buildings, and roughly equidistant from the central axis.



CITY SQUARE PROPOSAL



FORM: BUILDINGS (Orientation and Alignment) E1

CONFORMING BUILDINGS/REINFORCING ELEMENTS

The building forms which make the predominant patterns in the Cove are of two types.

A. Space-Making:

A true Space-making or Street-making building is one which:-

- (a) is built up to or close to the street line,
- (b) occupies all or most of the block width, and,
- (c) puts its face and public entrance to and on the street.

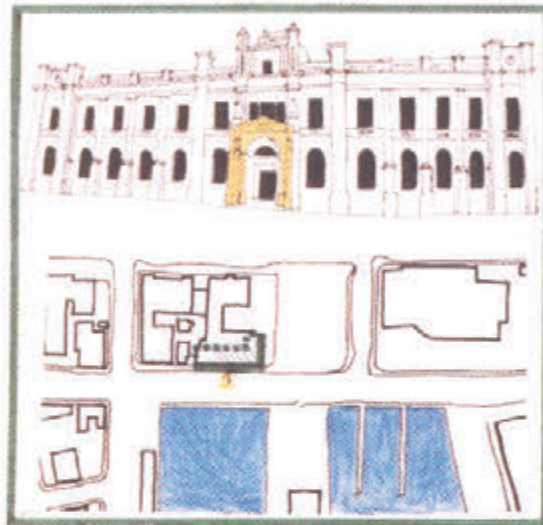


B. Free Standing:

A true free standing building is one that stands freely within a space such as a park or on the wharf apron and "faces" in all directions.



Space-making (and Grand)



Space-making (but of a lesser order)



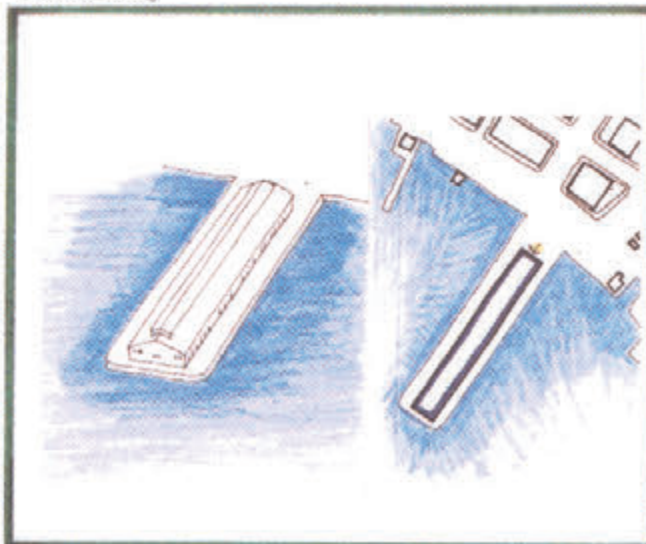
Space-making



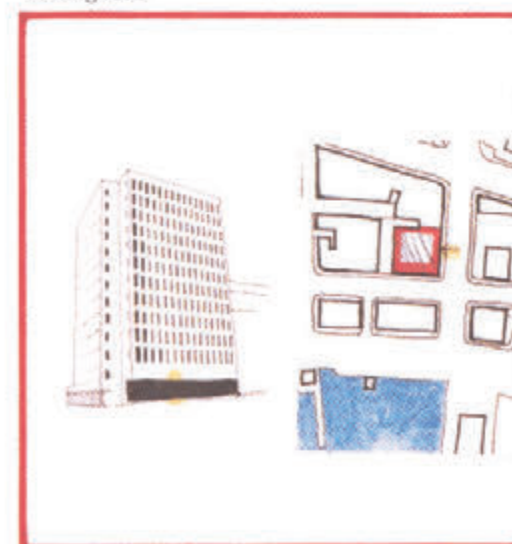
Space-making



Free Standing



Ambiguous

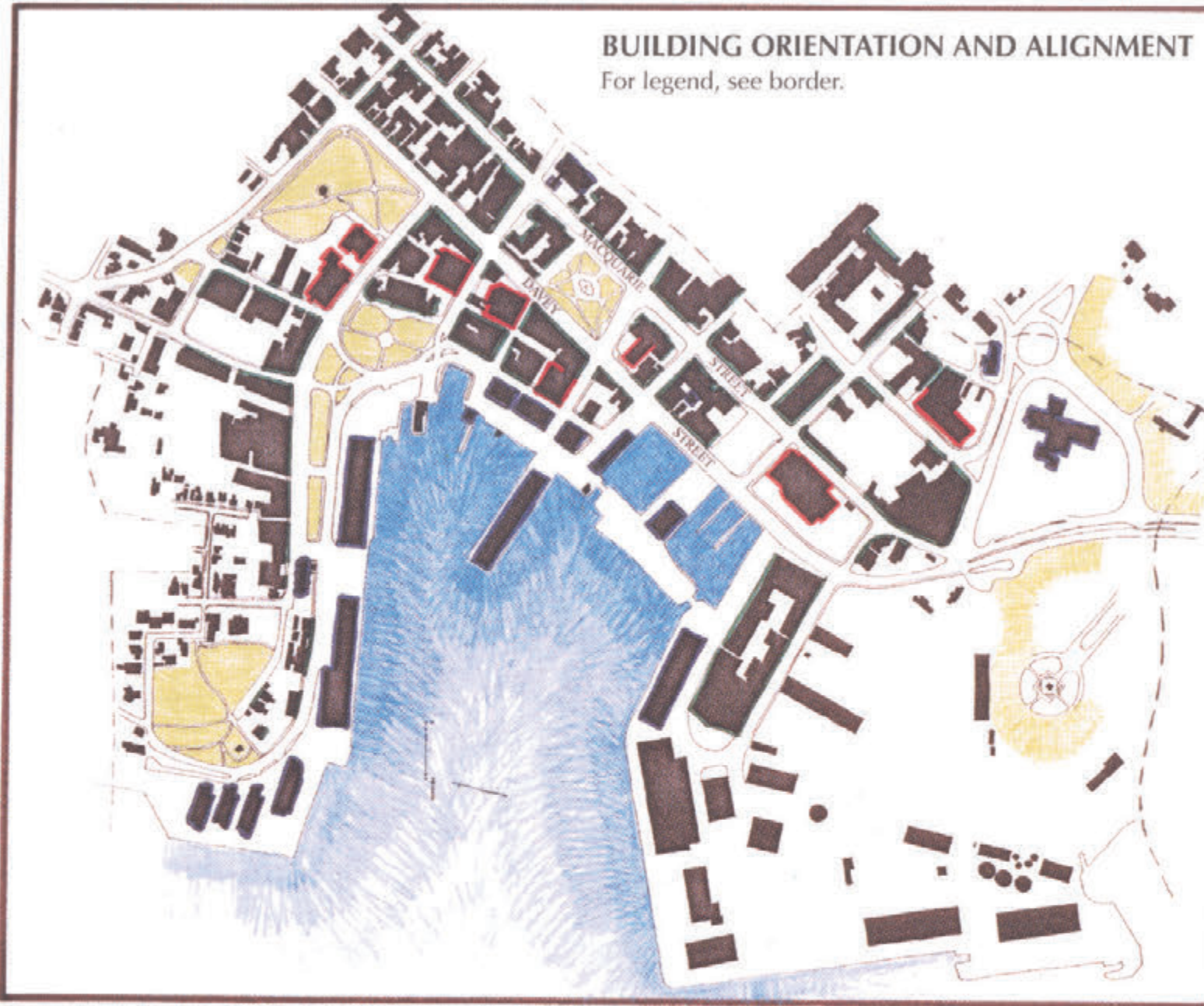


Ambiguous



BUILDING ORIENTATION AND ALIGNMENT

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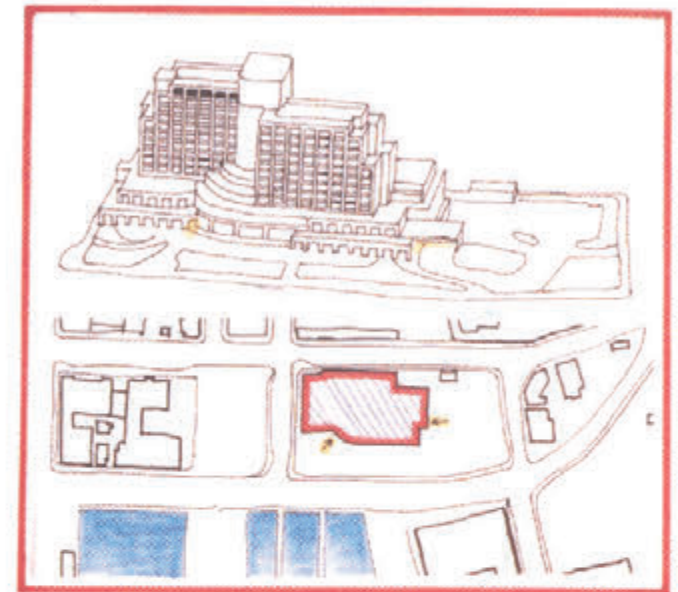
NON-CONFORMING BUILDINGS/ERODING ELEMENTS



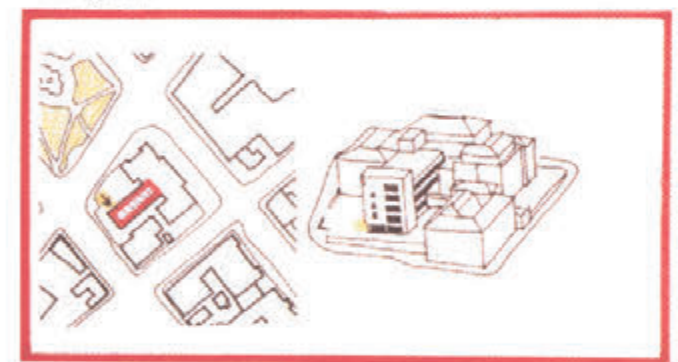
A few building forms are part street-making and part free standing and are thus AMBIGUOUS in character.

These buildings tend to have no strong street frontage together with recessed or off-street entrances.

Ambiguous



Ambiguous





2.3.4 BUILDINGS (ORIENTATION AND ALIGNMENT) : ANALYSIS:

Buildings Forming the Primary Spaces (Main Space and Radiating Streets)

The strength of primary spaces stems from the fact that almost all buildings surrounding these spaces stand closely together and their **alignment** coincides with the street edge. Where this does not occur, the set-back is invariably small and the building is sited behind a fence or plinth and rail at the street edge: examples are the Derwent and Tamar Building in Murray Street and the former Carnegie Library in Argyle Street. Thus, there remains a strong building edge to the street.

In addition, most buildings possess frontages which are markedly more "polished" in their appearances than their sides and backs (often unseen). And further, almost all buildings put their (often quite elaborate) entrances on the street frontage (see Panels E1 and E2).

This street edge "frontality" or **orientation** adds further to the spatial definition by providing decorative edges to the primary spaces and the street entrances generate pedestrian activity within these spaces.

There are however examples of buildings on sites which would allow this type of orientation but do not conform to the pattern. Thus, buildings such as the Sheraton Hobart Hotel which (i) is set back behind a banked garden, itself incongruous with the Cove, (ii) steps back under planted balconies, and (iii) has an angled orientation and structure, significantly erode the pattern of defined primary spaces of traditional form.

Buildings Forming the Secondary Spaces (Small Streets, Alleys and Courts)

The character of the edges which form the secondary spaces is very different and rather more varied than that which form the primary spaces. Enclosure results from a mix of building walls, high courtyard walls and even retaining walls or rock faces which are sometimes planted. The building walls are invariably the utilitarian sides and backs of buildings. Plan form is often irregular from indentations.

Entrances are less regularly spaced, less prominent and more basic (service doors) in their appearance.

Thus, the ad hoc occurrence of these spaces within the Cove is carried through to the form and characteristics of the spaces themselves.



Corner of Murray Street (Primary Space) and Despard Street (Secondary Space): a "polished" front to the primary space

Free Standing Buildings within Formed Spaces:

Not all buildings within the Cove district are of the space-making variety. Several are free standing within the Main Space: eg, Mures Fish Centre, Wharf sheds, Marine Board Offices (old and new), and at least one (the rotunda) is free standing within St. Davids Park.



Mures Fish Centre is a free standing building within the Main Space

These buildings are designed to be viewed and approached from all directions. This emphasises each building as an "island" within a space, the borders of which lie some distance beyond.

The Marine Board office tower, for instance, presents similar images on all four faces with entrances on two opposite fronts. Thus the orientation may be described as all-round or omnidirectional.

While reservations are expressed elsewhere in the report about the height of this building, the principle which it displays of a consistent all-round frontage is a sound one for buildings which occur within the Main Space and Urban Gardens.

Whilst the wharf sheds are a strong element in the structure of the Cove it should be noted that some are slightly ambiguous in orientation. On the one hand, their sides and ends do mirror each other and therefore have an all-round orientation. On the other hand, some are very large and located in a way that gives a weak sense of formed space between the shed and the edge of the space - for instance between Princes Wharf No. 1 Shed and the Salamanca Place warehouses.



Wharf Shed, Macquarie Wharf No. 1: a free standing building with a slightly ambiguous orientation



DESIGN PRINCIPLES: BUILDINGS (Orientation and Alignment) E2

GUIDING PRINCIPLES

SPATIAL AND BUILDING FORM

In the Traditional City, spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.

Thus, where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.

However, where a building is clearly freestanding within a public space, it shall display an all-round "frontage".

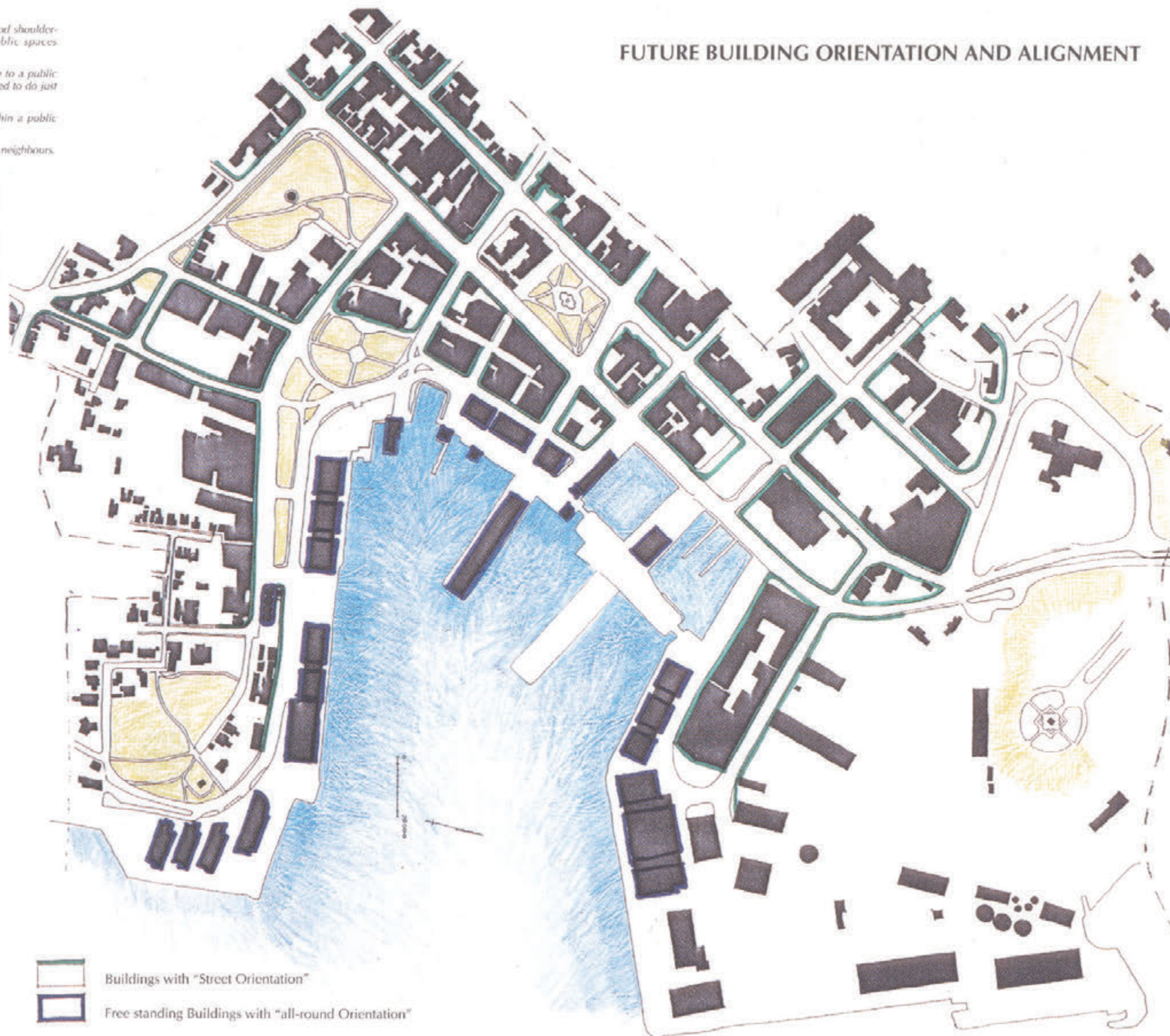
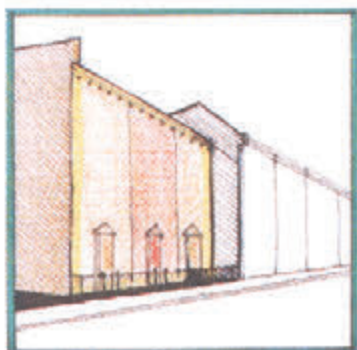
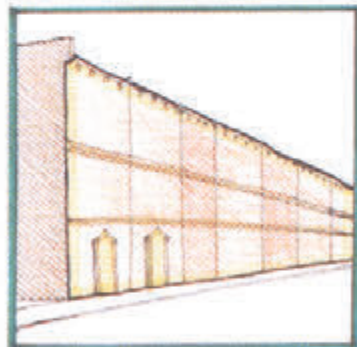
Also, new buildings shall NOT be out-of-scale with their neighbours.

New buildings on sites which have a frontage to the street or are a part of "the Wall" of the Cove, shall be designed according to two basic principles:

In **ORIENTATION**, they shall address the street or space of the Cove with a frontage (including public entrance) which is more "polished" than the sides or back and which occupies the width of the site frontage.



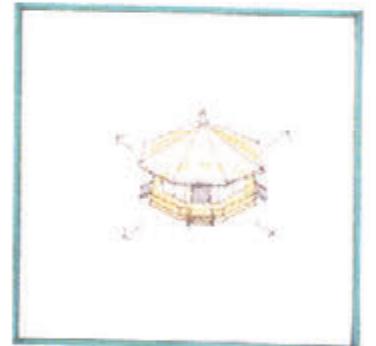
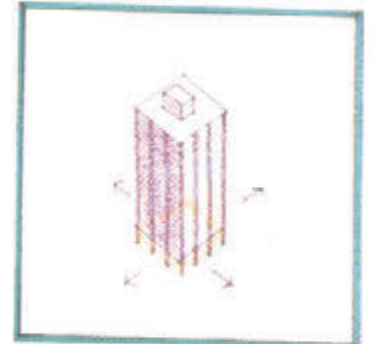
In **ALIGNMENT**, they will be built with a hard edge to the street line or in a few instances (where appropriate), be built behind a low wall or fence with a small (2 to 3m) set back.



FUTURE BUILDING ORIENTATION AND ALIGNMENT

NOTE the number of sites with development potential which can contribute to the proposed pattern.

New buildings which are free standing in public space (i.e. in parks and on the floor of the Cove) shall have an "all round" ORIENTATION.



In the main cargo-handling area of the Port, free standing industrial sheds are most appropriate.





2.3.5 BUILDINGS (ORIENTATION AND ALIGNMENT) : DISCUSSION OF DESIGN PRINCIPLES

Guiding Principle:

Where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.

However, where a building is clearly freestanding within a public space, it shall display an all-round "frontage".

Buildings Forming the Primary Spaces:

If the traditional quality of the Cove's primary spaces is to be enhanced, it is considered that strong building characteristics of street edge alignment and street orientation be continued in new development.



Advance Stores : Castray Esplanade shows a street edge alignment and street orientation



Murray Street: Small setbacks with defining plinth and fence along the street alignment

Buildings Forming the Secondary Spaces:

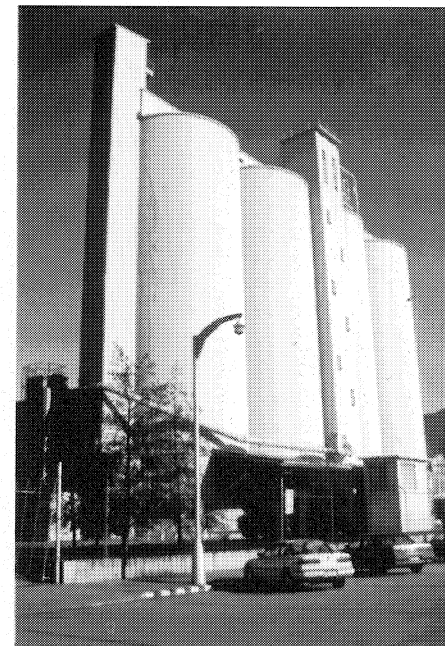
The network of Secondary Spaces with the qualities outlined should be extended within the street blocks behind the Main Space and Radiating Street Frontages as new development occurs.



Brooke Street: buildings along a Secondary Space

Free Standing Buildings Within Formed Spaces:

Consistent all round frontage must be observed in future development if the integrity of the Cove's spaces is to be maintained (see Panel E2).



The Wheat Silos: a free standing building with an all round orientation



FORM: BUILDINGS (Bulk and Height)

F1

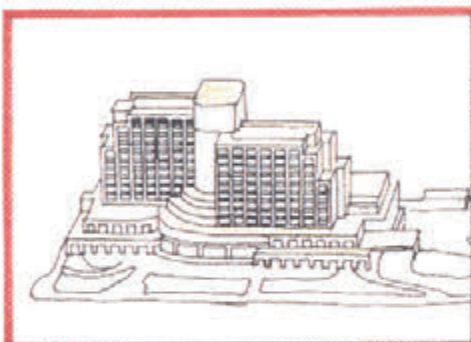
A BUILDING may be OUT-OF-SCALE with its neighbours by virtue of its BULK or HEIGHT.

The common building heights about "the WALL" of the COVE are TWO to FOUR storeys. The common building heights rise behind "the WALL" to between TWO and SEVEN storeys in Macquarie Street. Free-standing buildings within "the Space" of the COVE do not commonly rise above the four storey buildings of "the WALL". Also, few buildings in the entire area extend great distances along the street frontage without being broken by building line or building detail to reduce the apparent scale.

Buildings of "the Wall"



IN SCALE in Bulk and Height:



OUT-OF-SCALE in Bulk and Height?

Buildings of "the Floor"

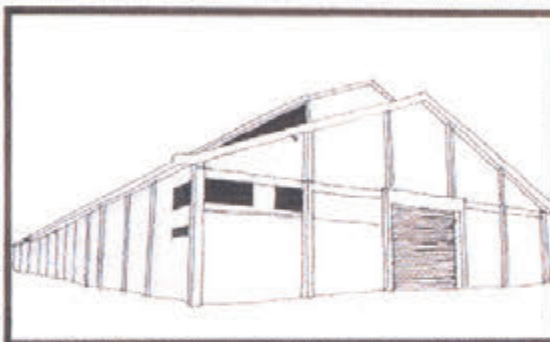


IN SCALE in Bulk and Height:

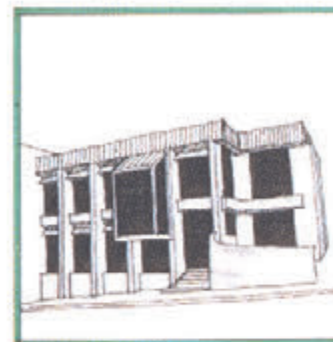


OUT-OF-SCALE in Height?

WHARF SHEDS. While these buildings do collectively make a maritime group around the wharves, their bulk does cut-off views of the water from "the Wall" and beyond.



Buildings behind "the Wall"



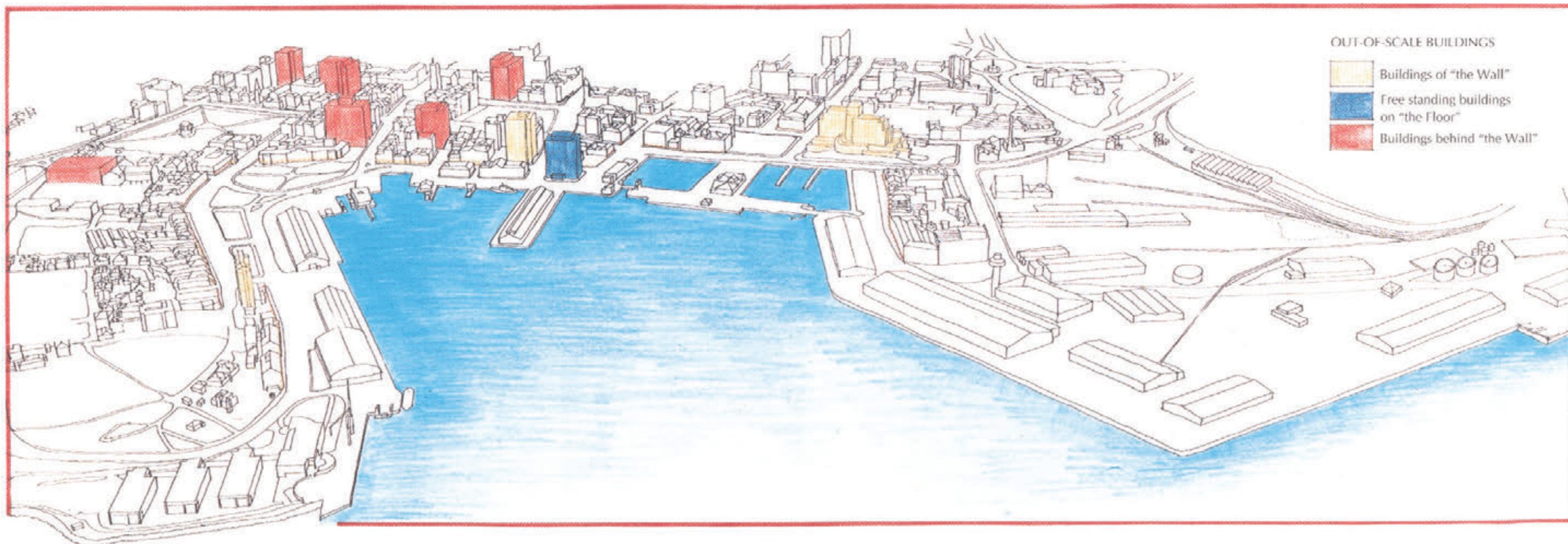
IN SCALE in Bulk and Height



OUT-OF-SCALE in Height?



OUT-OF-SCALE in Bulk?



OUT-OF-SCALE BUILDINGS

- Buildings of "the Wall"
- Free standing buildings on "the Floor"
- Buildings behind "the Wall"



2.3.6 BUILDINGS (BULK AND HEIGHT): ANALYSIS:

The scale of buildings have two components : height and bulk. It is a long established urban design principle that where an urban form consists of low-rise small-scale building elements (as in most historic precincts including Sullivans Cove) then buildings which are tall and/or bulky in comparison with historic forms can have a detrimental effect upon the formal integrity of the place.



Murray Street: Tall and Small

In the Cove district, there are dominant patterns of building height although heights do vary considerably. Until the construction of the Sheraton Hobart Hotel in 1985, buildings about the Main Space (ie buildings of the Cove "wall") were two to four storeys and this is the common height at the time of writing this Report. Behind "the wall", buildings vary from just one to thirteen storeys but commonly range from two to seven.

Excluding the tallest buildings (10 storeys or more), for which there is no specific pattern, the tendency is for building height to rise from the floor of the Cove to upper Macquarie Street. Macquarie Street is also a natural ridge line (see Panel F1).

Examples of high buildings which disrupt the form in the Cove area most are the Sheraton Hobart Hotel, the State Government Offices (at 10 Murray Street) and the Executive Building (at 15 Murray Street). In the case of the two office buildings, it is not only a matter of height. At 10 Murray Street, the strong all-round orientation accentuates its scale when set against the

contrasting frontal qualities of its neighbours; and with the Executive Building, the large set-back (even behind the skeletal remains of a previous facade) provides a "missing tooth" in the street frontage. These qualities (which combine in the case of the Sheraton) deflect the observers eye from the collective form of the street space to the individual form of the isolated building.

Within the Main Space, free standing buildings range from small waterfront kiosks to buildings of 10 storeys with utility structures (wheat silos and Port operations tower) of equivalent height.



Franklin Wharf : A small-scale building in the Main Space

There are, similarly, dominant patterns of building bulk: relatively small building units predominate even though the majority are elements in long unbroken street edges. This quality is one which reflects the area's history and is a vital part of its present day character.



Montpelier Retreat: Continuous street edge of small buildings

Even a large institutional complex such as the Tasmanian Museum and Art Gallery comprises a number of small to medium sized buildings which show compatible form and scale.



Tasmanian Museum and Art Gallery: Different in appearance but compatible in form and scale

Within this context, there are a few buildings which display large single masses of uniform character, even though they may not be tall: these disrupt and detract from the character of the district on account of their bulk. Further, this is especially the case when sites allow more than one face to be seen from the streets, for this accentuates bulk. Thus, the Sheraton Hobart Hotel (which is also tall), the Project Montpelier Building (on the corner of Kirksway Place and Gladstone Street) and Kirksway House (on the corner of Kirksway Place and Montpelier Retreat) all suggest excessive bulk.



Kirksway House is a building with a large single mass of uniform character



GUIDING PRINCIPLES

SPATIAL AND BUILDING FORM

In the Traditional City, spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.

Thus, where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.

However, where a building is clearly freestanding within a public space, it shall display an all-round "frontage".

Also, new buildings shall NOT be out-of-scale with their neighbours.

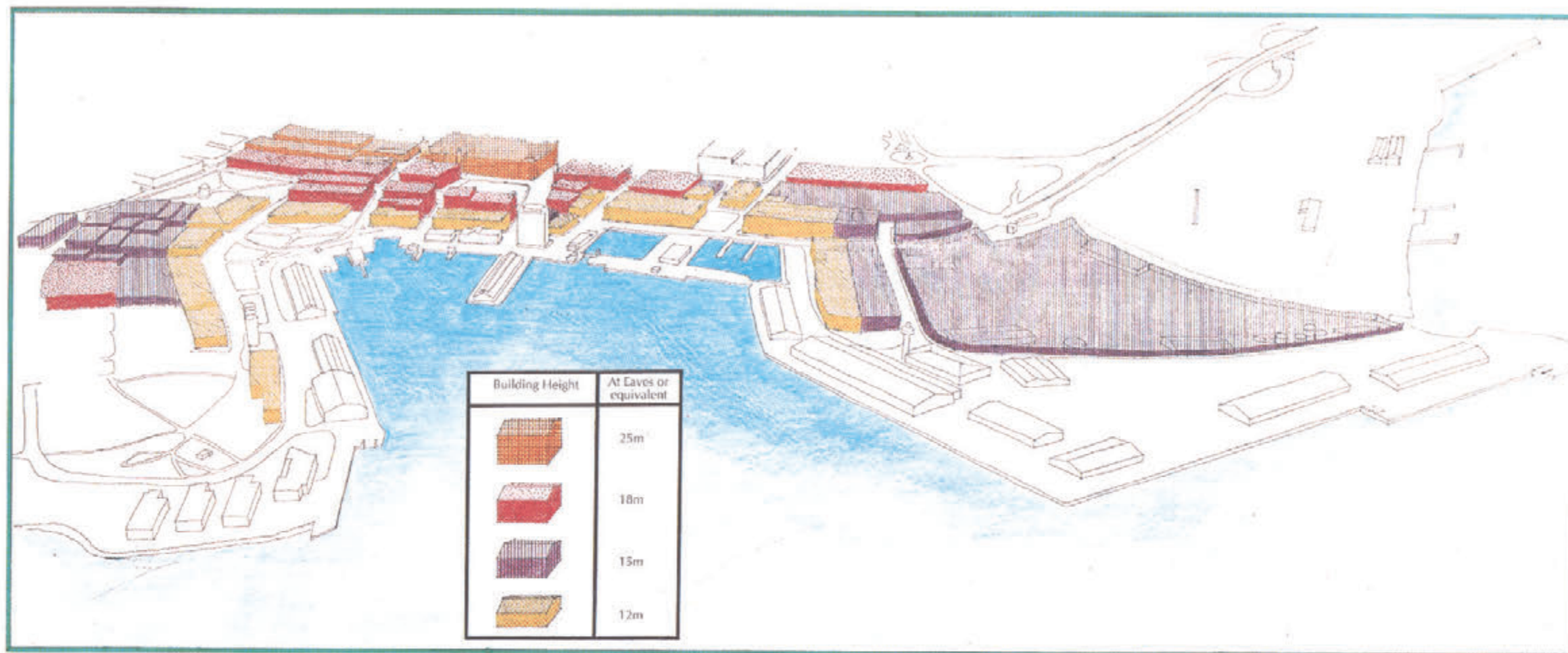
BUILDING HEIGHT

The scale of the buildings shall rise from 12 metres at the front Wall of the Cove (which is the height of the Galleria in Salamanca Place) to 25 metres in Macquarie Street (which is the height of the CML Building).

The former is consistent with the historic buildings which dominate the Wall. The latter is consistent with the City's Grandest Street which is home to many old established institutions (financial, government and social) housed in a string of sandstone monuments.

Also, this will give an acceptable street-width-to-building-height ratio 1:1 in Macquarie Street.

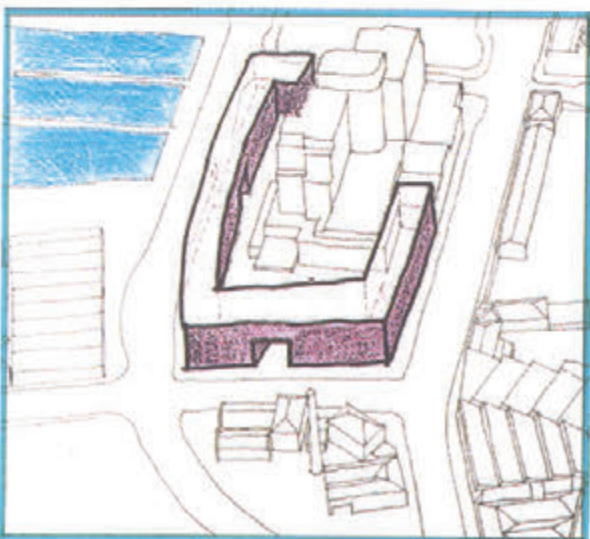
The rise in scale will both accentuate the rise of the Macquarie Street "ridge" from Cove to City and provide a City building backcloth to the Cove.



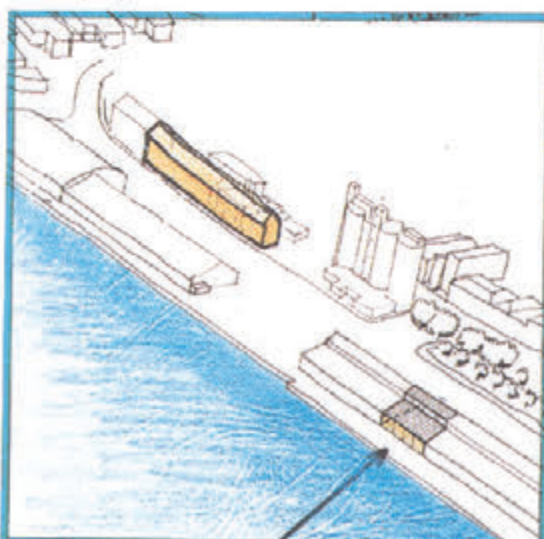
SPACE MAKING BUILDINGS:

EXAMPLES OF BUILDING ENVELOPES FOR SPECIFIC SITES

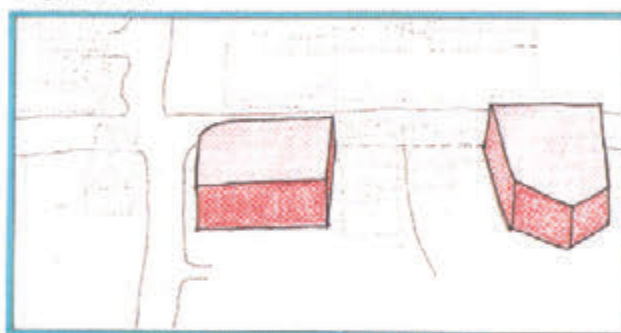
Hobart Sheraton Hotel



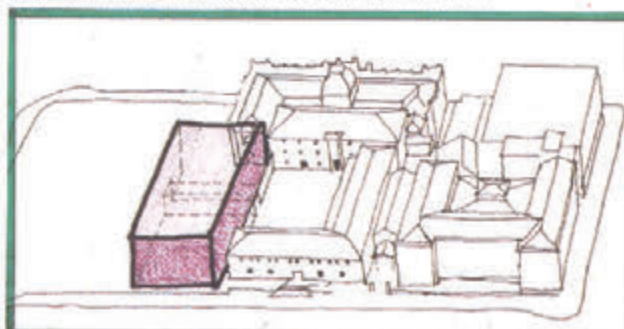
Castray Esplanade



Argyle Street



Tasmanian Museum and Art Gallery Extension



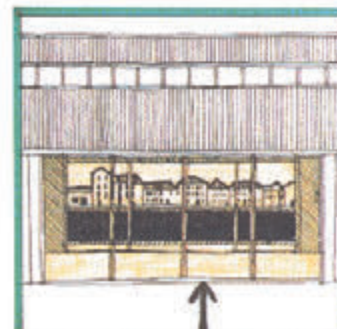
If a building is "broken down" into a number of parts, its apparent bulk may be reduced.



FREE STANDING BUILDINGS



Free-standing buildings on "the Floor" of the COVE should be of kiosk to small pavilion scale - to a maximum of 20m square by 2 storeys (new pier excepted)



The apparent bulk of the concrete wharf sheds may be reduced by making them partially transparent with the introduction of new uses.



2.3.7 BUILDINGS (BULK AND HEIGHT) : DISCUSSION OF DESIGN PRINCIPLES:

Guiding Principle:

New buildings shall respect the scale of their neighbours.

It is vital to restrain the bulk and height of buildings, for which there are two main planning controls. One is indirect through land use control (activities): the other is direct through the control of form.

In the case of land use, those uses which require very large single purpose floor areas and which dictate high and bulky buildings should be excluded from sensitive areas. This will be taken up in 2.6 Land and Maritime Activities. In the case of building form, there should be a limit upon building height together with strong urban design guidelines to restrict bulk and encourage small scale building elements.

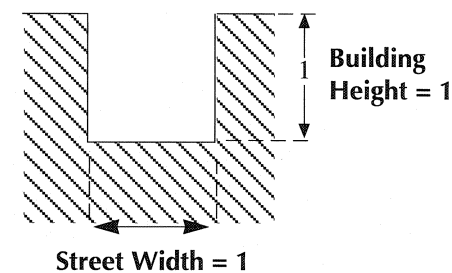


High and Bulky: Lands Building, Macquarie Street

Thus building heights should range from:-

- (a) Low, ie up to 12 metres - this is consistent with the many historic buildings whose frontages form "the wall", to
- (b) relatively high, ie up to 25 metres - this is consistent with the City's grandest street, Macquarie Street. This rise is visually much greater than the height suggests, because Macquarie Street runs along a ridge line separating Cove and City. This ridge therefore emphasises taller buildings.

At the same time, 25 metres gives desirable proportions through the street width to building height ratio approximately 1:1. Further, this still allows Mt. Wellington and the foothills to dominate the Cove's wider setting. Specifically, the proposed building heights range from 12 metres at the eaves (excluding architectural features as defined in the Building Regulations) or equivalent about the Main Space to 25 metres. Between these, there are also intermediate heights of 15 and 18 metres. (For illustration, see Panel F2).



Ratio of Street Width to Building Height.
A 1:1 width to height ratio would be allowed in Macquarie Street. Elsewhere, however, the ratio is usually less on account of lower permitted building heights.

The matter of Building Bulk will be raised again under 2.4.4 - Building Detail, but as a general principle, the length of a space-making building facade should never be more than twice the width of the street space which it addresses.



The Tasmanian Museum and Art Gallery buildings in Argyle Street are, in length approximately twice the width of the street before them.

2.3.8. A COMPARATIVE NOTE ON PREVIOUS PLANNING DOCUMENTS AND THIS REVIEW:

A comparison of approaches and attitudes underlying previous Sullivans Cove studies/plans and this Review was made at the beginning of the Chapter. With the partial exception of SCUDS, this Review differs from previous work in having as its starting point an analysis of spatial structure and spatial form.

However, in spite of the different approach, this Review continues to stress existing character and heritage. These were central concerns in all past documents, therefore it will not be surprising that the recommendations support much of the previous studies.

Because of the different approach, there are some important points of difference. These are listed below:-

(a) The Main Space and the "Wall":

The main space of the Cove is the vast space of flat water and flat reclaimed wharf.

At least two previous documents (the City of Hobart Interim Order and The Urban Detail and Bicentennial Walking Trail Study, 1987) refer to the strong line of buildings about the Main Space of the Cove as "the wall". This term refers to the strong building edge which provides the containment of the Main Space and is a line of change between water and City. The wings of Old Wharf (Hunter Street) and New Wharf (Salamanca Place) are clearly defined as a strong continuous part of this edge. However, there is a section of the Cove between Parliament House and the Sheraton Hotel which is less defined. This Review identifies "the wall" as an important spatial structuring device in the area. It identifies "the wall", proposes "repairs" to gaps where necessary, and discusses possible "extensions".

(b) Radiating Streets:

Previous documents have not clearly recognised the radiating streets as a strong spatial element in the Cove. The City of Hobart Interim Order does suggest that new buildings shall be built to the street frontage but for



“townscape” reasons rather than emphasising the streets as spatial elements. The Battery Point Planning Scheme stresses existing character but again makes no reference to the streets as spatial elements.

SCUDS stresses the “abrupt building to street edge and lack of setbacks” as characteristic, yet proposes several site specific schemes which do not comply with that character (eg. on the once proposed Civic Square site).

Where the character is strongly established by street spaces:-

- (i) Such as in the residential areas (which are not part of Sullivans Cove), and
 - (ii) Salamanca Place,
- sympathetic infill sites can be defined to reinforce the street as a space.

Where there are large areas of “lost space” or space which is empty and ill-defined (eg. Kirksway Place) a sympathetic response is more difficult to achieve.

This Review seeks to remove any ambiguity by stressing the importance of street alignment, development across the width of the lot and street orientation in all developments where buildings have the role of defining street spaces.

(c) Urban Gardens:

The recommendations of SCUDS sought to link established green spaces with a loose network of street tree planting. This has the effect of cutting across and blurring the sharply defined spatial structure identified. Urban gardens as green “oases” within the built up areas of the City, are part of Hobart’s spatial heritage and consistent with the City’s Georgian and Victorian origins.

Similarly, SCUDS blurred the boundary between the open space of the Domain (which includes the Cenotaph and ABC sites) and the built up City through tree planting. As a result, the sense of entry to the City is ill-defined. A sharp division would provide a real sense of “crossing the threshold” (or gateway entry).

(d) Public Space:

Cities consist of general “texture” (ie. buildings

and spaces which make up the basic structure and pattern of the City) and “monuments” (ie. special buildings and spaces which form climaxes at strategic points).

A need for public space on the waterfront has been recognised in previous studies. Thus two primary links between the Cove and the City remain for potential development (refer 2.3.3).

SCUDS recognised the public importance of the block bounded by Elizabeth, Davey, Morrison and Argyle Streets (once proposed Civic Square).

It also recognised the area in front of City Hall as an important public space and proposed options for its use. These included leaving the area as an open space with an extension to the Tasmanian Museum and Art Gallery along the Dunn Street edge. The alternative option was to develop the site and leave the former Dunn Street as an open connecting space.

In this spatial analysis, the once proposed Civic Square site emerges as a necessary part of the basic texture - with its edges required to maintain the definition of the Main Space. It is properly a site for building development in order to achieve this end.

The area in front of City Hall is a potential “monument” site at the head of the Cove. It is symbolic as a record of the original shoreline and the former location of the Rivulet outlet. It can also provide a formal connecting space between the Cove and the City (refer 2.3.3)

As such, it has heritage value and provides an opportunity for a formal “Square” with direct connections to the waterfront, Museum and City Hall.

(e) Building Height and Plot Ratio:

City of Hobart Interim Order:

Building height guidelines and height limits to the topmost floor of 42 metres in Core precincts and 12 metres in Frame precincts are included.

The Statements of Desired Future Character and the Principles of Development Control suggest

heights which are sympathetic to those already in the vicinity. These refer to the completion of the “two and three storey ‘wall’” about the Cove with four storey limits behind and tall buildings along the Macquarie Street ridge. However, there are some tall buildings between the waterfront and the ridge. Control of height is therefore open to interpretation.

In this Review a range of stepped height limits based on topography, existing building heights and spatial form offer greater guidance.

This is applied to ensure that development respects the unique character of the Cove and brings other factors such as neighbourliness into play with building envelopes having precedence over plot ratios.

Battery Point Planning Scheme does not specifically refer to height, but requires:-

“that all future ‘development’ is compatible with the character and scale of the historic building, with the traffic capacity of streets..... and with the long term residential integrity of Battery Point.”

2.3.9. SPATIAL AND BUILDING FORM - SUMMARY OF DESIGN PRINCIPLES

F1 General or Structuring Principles:

F1.1 To create a clear, legible and hierarchical structure of formed space types consisting of the following:-

(i) Primary Space Types

- The Main Space
- Radiating Streets

(ii) Secondary Space Types

- Small Streets and Alleys
- Courtyards

(iii) Urban Gardens

F1.2 To establish a consistent set of design policies and principles for each space type (enclosure, scale, orientation and urban detail) in order to achieve the structure referred to in F1.1.



F1.3 To progressively eliminate Lost Space through the development of F1.1 and F1.2.

F1.4 To highlight the natural rise (variously expressed as shelf, quarry face, retaining wall or steep slope) between the floor of the Cove and neighbouring districts.

F1.5 To create a stepped structure for building height which respects the relatively low building edge to the Cove and rises to respect the grander scale (of space and buildings) of Macquarie Street with its topographical position along the crest of a ridge.

F1.6 To control building bulk such that no single building dominates a street to the detriment of its neighbours or the street space, by virtue of its mass and repetition of its facade(s).

F1.7 To create a focal point between the Tasmanian Museum and Art Gallery, City Hall, Sheraton Hotel and Fishermans Market as:-

- (i) The spatial climax at the head of the Cove,
- (ii) the pivotal space between Cove, grand (Macquarie) street and City Centre,
- (iii) symbol of the former extent of the waters of the Cove, and,
- (iv) axis between City Hall, Docks Plaza and the water.

F1.8 To exclude the area of the Cenotaph and ABC sites from the Sullivans Cove district as these are seen to form a part of the free space district of the Domain which contrasts with the built up street blocks and formed spaces of the Cove, the waterfront and the Central Business District.

F2 Specific and Supporting Principles:

F2.1 To strengthen (through repair and extension) the definition and enclosure of the Primary and Secondary Spaces. ("Repair" refers to the infilling of gaps at the edge of the spaces through new development in order to give continuous enclosure, while "extension" refers to the extension of existing spatial characteristics onto new ground).

F2.2 To strengthen the definition of the Main Space through repair (along Morrison and Argyle Streets by development on the Civic Square site) and through extension of "the wall" of the Cove (by development which extends the Tasmanian Museum and Art Gallery and the Sheraton Hobart Hotel).

F2.3 To strengthen the spatial form of the Radiating Streets primarily by repair of the gaps in the street edges.

F2.4 New buildings about the Main Space and along the Radiating Streets are to be built to the street line and occupy the full widths of the street frontages. (The only exception might be a building with a small set-back behind a plinth and railing).

F2.5 New buildings about the Main Space and along the Radiating Streets are to be clearly orientated to the street: that is, they must display their main frontages and entrances to the street and have clearly differentiated fronts, backs and sides.

F2.6 To extend (in new developments) and repair the ad hoc Small Streets and Alleys within the street blocks bounded by the Cove "wall", the Radiating Streets.

These small streets and alleys should be of a distinctly smaller scale than the primary spaces (10m maximum width), of less regular shape and be formed by a mix of building sides, backs and secondary frontages.

F2.7 To maintain the present Urban Gardens as a series of defined "green islands" each separated from the next by built form and each with its own distinct character determined by its particular history, use and location.

F2.8 Where buildings are free standing within formed spaces (which is essentially within the Main Space and in Urban Gardens), these shall present all-round "frontages" or elevations.

F2.9 A further principle of building within a formed space is that the building should be of a size and location that it reads clearly as a small "island" structure within the larger formed space.

The apparent bulk of existing wharf sheds (especially Princes No. 1 in any future conversion) should be reduced by making part of the structure more transparent with glazing (see Panel F2).

In the case of a new building on a new finger pier (proposed on the Panels as an extension of the City Hall - Docks Plaza axis), the building(s) should not exceed the dimensions of the present Elizabeth Street Pier shed.

F2.10 The creation of a Cove "focal point" requires negotiated extensions to the Tasmanian Museum and Art Gallery (much needed) and to the Sheraton Hotel (over the garden area) to give enclosure on the east and west sides. Since the Tasmanian Museum and Art Gallery is a public building, the face to the square should be designed to include features which will mutually enhance the life of the space and the Museum (eg. viewing/entry steps, balconies).

F3 Dimensions Derived from the Principles:

F3.1 The stepped building heights from Cove to upper Macquarie Street shall range from 12 metres on the low ground at "the wall" of the Cove, to 25 metres on the high Macquarie Street ridge, with intermediate heights of 15 and 18 metres.

NOTE:

(However, these height limits by themselves would:-

- (i) still allow monolithic buildings to occur,
- (ii) allow excessive densities,
- (iii) discourage the desired provision of alleys and courts, and,
- (iv) increase the development potential of sites over that which already exists and probably lead to the development of fewer sites at the expense of others. Other controls are therefore necessary).

F3.2 Within the framework of the four areas of height limits (12m, 15, 18m and 25m) there



shall be plot ratio maxima of 2.25, 3, 4 and 5.5 respectively.

F3.3 There shall be a maximum street facade proportion to street width ratio (secondary spaces excluded) for any continuous building facade of 2:1.

(These additional controls will have the effect of:-

(i) Limiting the density of building (a height limit alone of 25 metres could realise a plot ratio of 7 or even more).

(ii) Encourage more and smaller developments over a wider area - there are some large areas of "lost space".

(iii) Encourage the extension of small streets, alleys and courts.

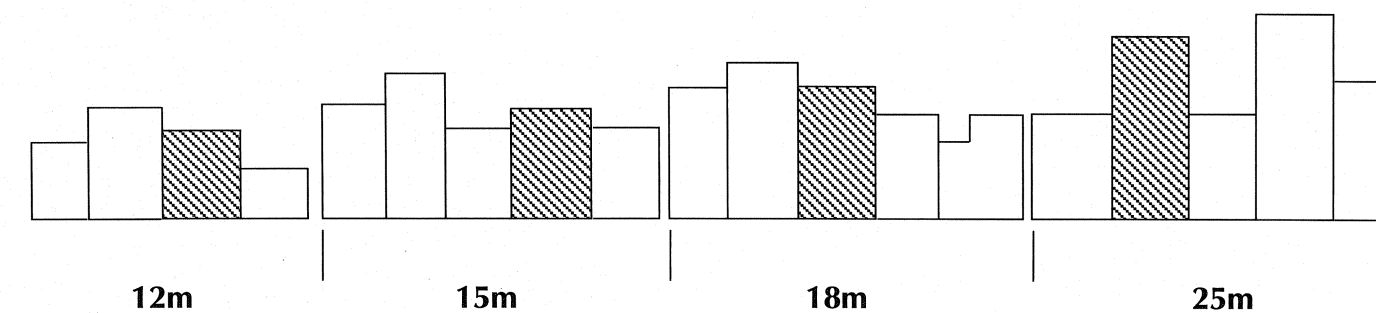
(iv) Result in developments which approximate in density to those presently allowable, and,

(v) encourage variety in design and plan, albeit within a framework of buildings aligning the street and displaying street orientation).

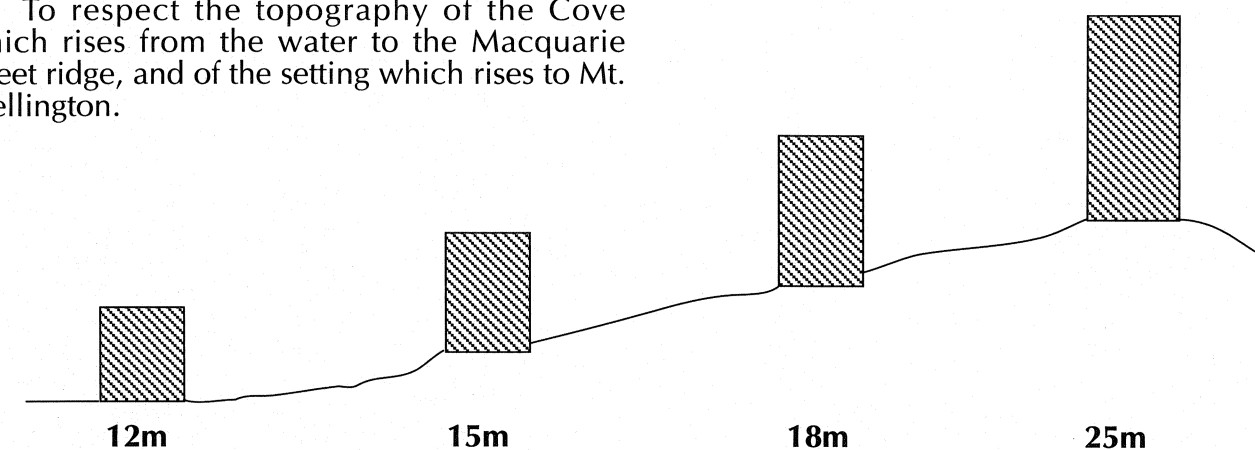
2.3.10 SCHEMATIC SUMMARY OF MAIN DESIGN PRINCIPLES COVERING BUILDING HEIGHT AND ALIGNMENT:

The intentions of the proposals are:-

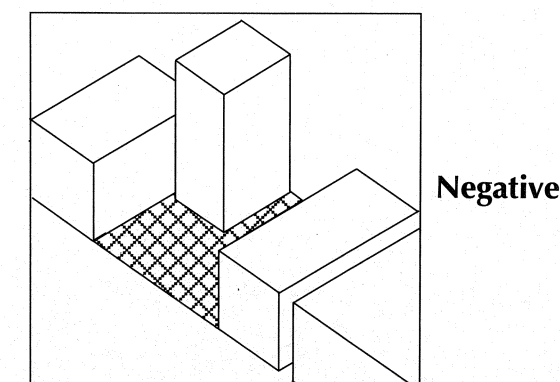
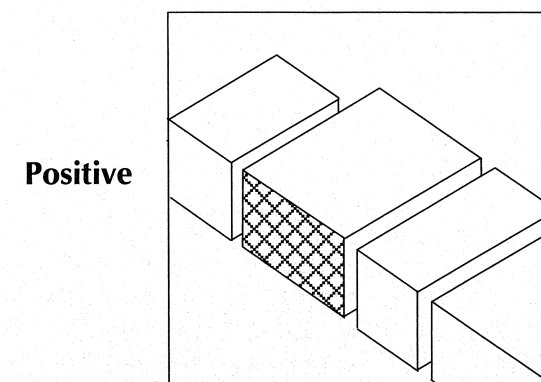
1. To respect the pattern of predominant building heights.



2. To respect the topography of the Cove which rises from the water to the Macquarie Street ridge, and of the setting which rises to Mt. Wellington.

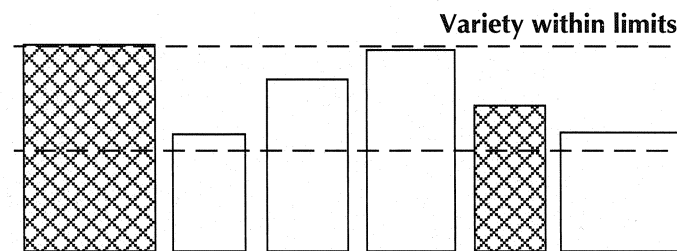


3. To reinforce the pattern of buildings and spaces which depends upon buildings being built to the *street line* and *across the full width* of the block.

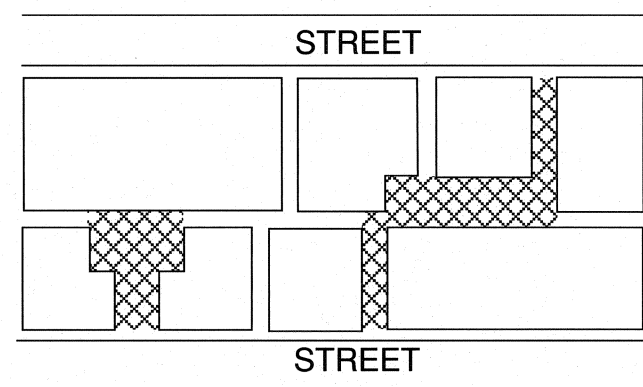




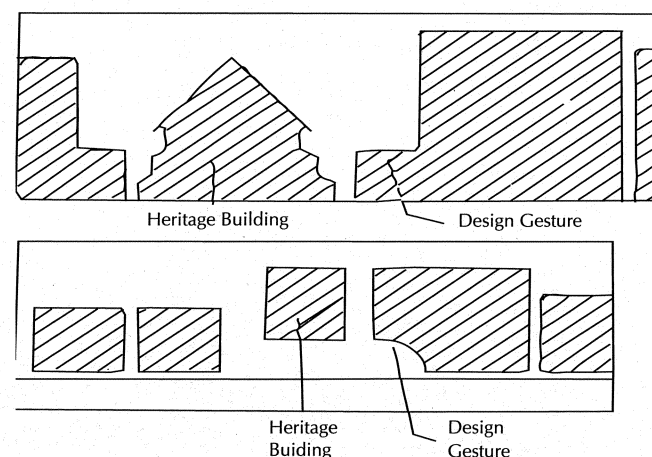
4. To achieve a building skyline which shows some variation but with in consistent limits.



5. To extend the area structure of Secondary Spaces by encouraging the inclusion of alleys, courtyards, arcades and other linkways.



6. To encourage "good manners" to neighbours, especially to heritage buildings, where their special characteristics warrant and would be enhanced by such design gestures.

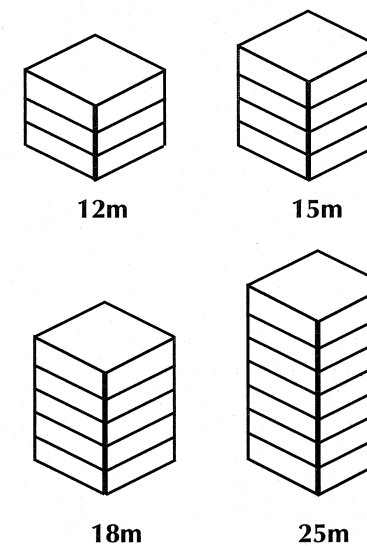


7. The three "essentials" by which the above intentions are to be achieved are as follows:-

Insistence on building to the street line and across the width of the block, except where there are entrances to internal courtyards, arcades and usable alleyways.

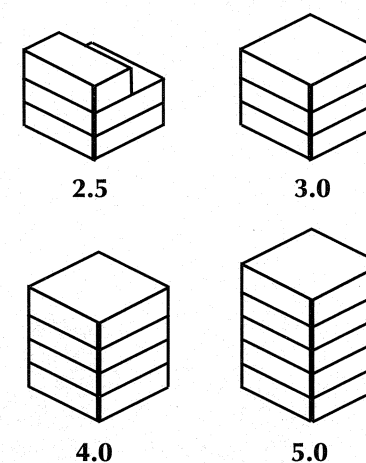
A precise building height limit which, together with alignment above, sets effectively an envelope within which development can be considered.

Max Building Height



A plot ratio which, of itself, would result in a building height somewhat less than the building height limit if the entire site was to be built upon. (The difference between height and plot ratio varies between 20% and 25%).

Max Plot Ratio



Thus, within each building height "zone", the difference between maximum building height and maximum plot ratio offers designers and developers the opportunity to achieve the intent of the design principles in a variety of ways:-

By varying building heights, albeit within limits (see point 4.).

By providing courtyards, arcades, alleyways or other attractive pedestrian linkways and places (see point 5.).

By making good mannered gestures to buildings which warrant such a response (see point 6.).



2.4 URBAN DETAIL : SPACES AND BUILDINGS:

2.4.1 INTRODUCTION:

The most important controls and guidelines effecting the form of the Cove district have been set in the previous section 2.3. Form: Spaces and Buildings.

The emphasis was on spatial structure and form, although the means of achieving the desired spatial form was by the control of building form, namely by:-

- (i) introducing height limits,
- (ii) insisting on building to the street edge,
- (iii) building across the full width of the block, and
- (iv) stressing the need for a building "face" to the street or equivalent space.

In addition, some allowance for minor variations in building heights is also made and some encouragement is given for both through-site laneways and internal courtyards (both considered desirable), by means of an allowable plot ratio which is slightly less than that of a building covering the full site area at the allowable building height.

This section deals with the next scale down, namely elements of detail in spaces and buildings. In the case of spaces, this includes the design and placement of ground surfaces and of objects such as trees, lights and street furniture within the spaces. For buildings it refers to the formal arrangement of the parts within a building and their surface characteristics: "parts" includes such elements as roofs, bays, walls, voids, entrances, corners, and signs. Here, it also refers to floodlighting for floodlights have the effect of highlighting building detail.

On Spatial Detail, there has been a previous study, the Sullivans Cove Urban Detail and Bicentennial Waking Trail Study by Leigh Woolley, Hepper Marriott and Associates, and Scott and Furphy Engineers (1987). The proposals here draw heavily upon that pioneer

work and substantially adopt and adapt its recommendations.

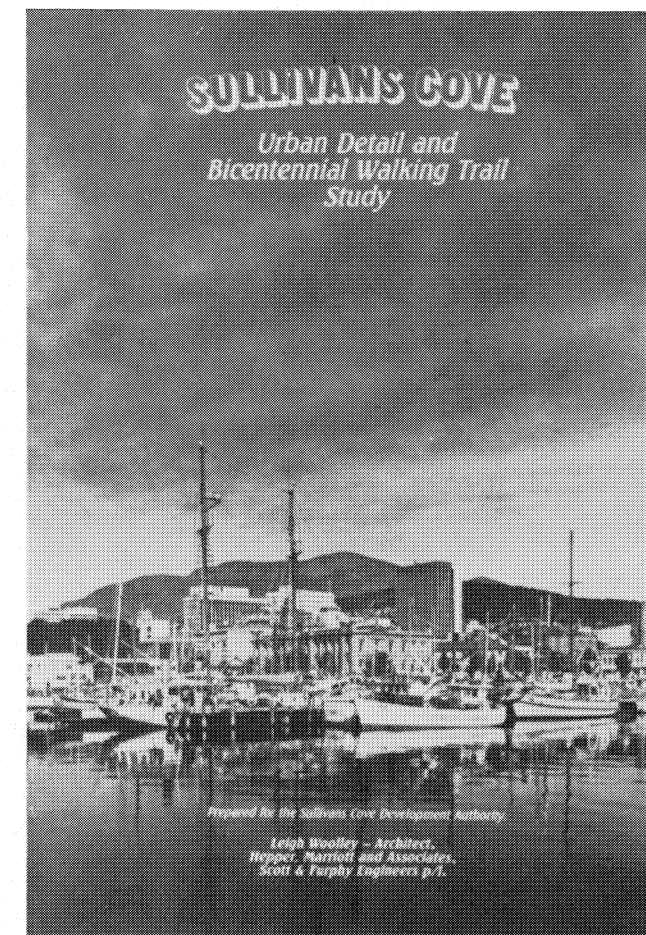
On Building Detail, most previous documents have referred to the need for new buildings to continue the characteristics of the old with considerable emphasis upon materials, textures and colours. While there is no doubt that extreme contrasts such as mirror glass walls at lower levels and fluorescent colours would prove disastrous in the Cove, it is suggested that too much stress has been placed upon material, texture and colour and small scale detail elements at the expense of composition at the larger scale.

For instance, in the case of the Executive Building, texture and colour (by way of a spray-on approximation of sandstone) do not make its fundamentally incompatible form more acceptable to the area. Since such large expanses of sandstone are not associated with such building forms, the texture and colour make the building more and not less dominating of its surroundings. If, however, the overall form had complied with the few macro controls proposed in the previous section (height, street alignment, street orientation etc.) the choice of texture and colour could be quite wide.

Thus, the recommendations for building detail emphasise compositional aspects of building form rather than materials.

The general principle covering Urban Detail for Spaces and Buildings is:-

That the design and especially placement of detail elements (surfaces, steps, seats, planting, signs, lights, etc.) shall reinforce and NOT weaken the overall character and form of the spaces and the buildings.





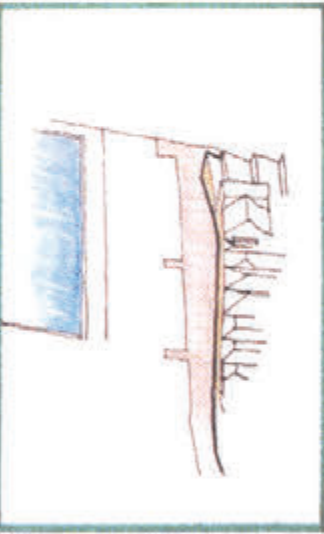
Most ELEMENTS of DETAIL (steps, lights, seats, planting, paving, signs, etc.) are designed and placed within the SPACES of the COVE in a manner that STRENGTHENS the basic SPATIAL FORM and STRUCTURE, and the EXPERIENCE of the COVE.



Trees at Salamanca Place create two sub-spaces:
i) the grassed area within the avenue, and
ii) the paved area between trees and warehouse wall.

The definition of these sub-spaces depends upon the trees being:

- parallel to each other and
- parallel to and distant from "the Wall"



The essential character of the line between "the Wall" of the COVE and the space before it is one that is straight, flat, upright and hard.

Here the street furniture (umbrellas, signs, boxes) belongs to the buildings but it extends into the public space without detracting from the aesthetic integrity of the space.

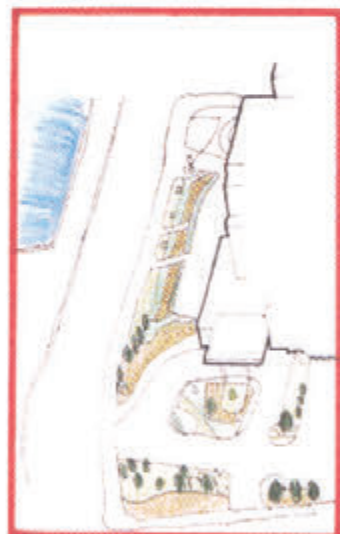


Some ELEMENTS of Detail are designed and placed within the SPACES of the COVE in a manner that WEAKENS and ERODES the basic SPATIAL FORM and STRUCTURE, and the EXPERIENCE of the COVE.



In front of City Hall, the positions of the trees (together with the raised level of the area) detract from the building's grand symmetrical front and from its potential connection with the water. (Here, trees are positioned more in relation to parked cars than to the physical structure of the COVE).

The essential character of the line between the Hobart Sheraton Hotel (properly part of "the Wall") is one that is curvilinear, rising, stepped-back and soft.



Here the street details (steps, lights, plants) belong to the street space but "read" as an aesthetic extension of the private building. This is the "visual annexation" of public space by private property.



In front of Customs House, trees obscure and detract from the grand building frontage, and interrupt the hard-line character of "the Wall" of which the building is a part.



SURFACES: LAND and WATER



Elements of Urban Spatial Detail include:

- Lights
- Bollards
- Walls
- Fences, Railings and Balustrades
- Plinths
- Seats
- Free-standing Signs
- Ground Surfaces/Paving
- Street Trees
- Tree Guards
- Rubbish Bins
- Drinking Fountains
- Parking Meters
- Bicycle Stands
- Interpretation Stands
- Covered Walks and Shelters

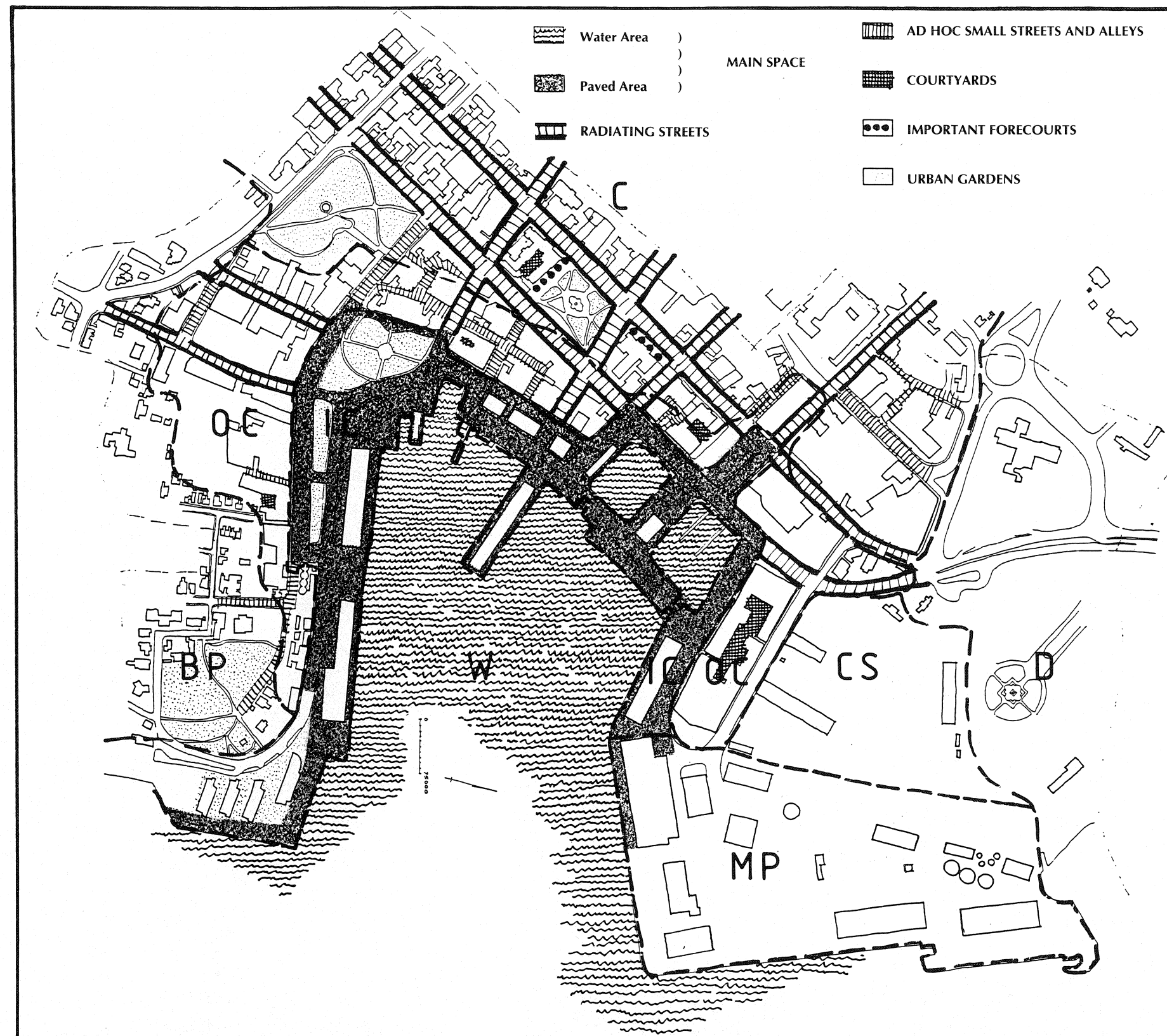




CHAPTER 2 THE STRATEGY

URBAN DETAIL GUIDELINES : THE SPACES

SPACE TYPES



URBAN DETAIL ZONES

THE "FLOOR" OF THE COVE:

- W. WATER
- I.C. INNER COVE
- O.C. OUTER COVE

CONNECTING ZONE:

- C. CITY

NEIGHBOURING DISTRICT:

- D. DOMAIN
- B.P. BATTERY POINT

EXCEPTIONS:

- M.P. MACQUARIE POINT
- C.S. CITY SERVICE (Evans Street)



2.4.2. SPATIAL DETAIL:

Spatial Detail covers all those small scale elements which contribute to the character of the spaces of an area, especially the public spaces (streets, parks, squares, etc.). It might be described as the “furniture and fittings” of the spaces: namely, the surfaces, lights, seats, bollards, rubbish bins, drinking fountains, cycle stands, interpretation panels, statues, sculpture, walls, plinths, railings, trees, tree guards, and signs.

The design of these elements is important in that they should not be out of character with their surroundings, especially in an historic area such as the Cove. But even more crucial is their *placement*.

Good placement refers to the positioning of the elements in a manner that reinforces the form of the spaces in which they occur. In the Cove this means recognising the spatial structure and the geometry of the spaces and working within them.

In the study area, the simplest means of doing this is to parallel the lines of buildings and water edges with changes in surfaces and with items of furniture, or at least establish other simple geometric relationships such as right angles, and circles in central places. In the Cove, curvaceous free form lines obscure and erode its basic structure. The only public spaces where these latter patterns might prevail are *within* urban gardens. Although even here, caution must be exercised in a place such as Franklin Square where the layout has an underlying formality.

The overriding Principle for all Spatial Details is that their design and placement shall reinforce and NOT weaken the overall character and form of the spaces and buildings.

The spatial structure and types of spaces in the study area were explained in 2.3.2 Spatial Form. Within the overall spatial structure, each type of space has its own formal characteristics and geometry, which may require different kinds of detail treatment.

In addition to this spatial structure, there are changes in the character of the City as one moves from the water towards the shopping centre, Battery Point and the Domain. For instance, the Main Space is flat and has a far more gutsy and utilitarian appearance than has Macquarie Street which is on a ridge, sloping and rather more graceful and grand. These changes were partly identified in 2.2 Form : The Setting and partly in 2.5.1 Image. Such changes in character may also suggest changes in spatial detail, if these are to be consistent with their surroundings.

Thus the framework for thinking about Spatial Detail is a combination of Spatial Structure (according to the Space Types identified in 2.3) and a series of Urban Detail Zones which occur in a roughly concentric pattern about the water.

The Space Types are:

Primary Spaces: Main Space (water and paved areas) and Radiating Streets.

Secondary Spaces: Ad hoc Small Streets and Alleys and Courtyards.

Urban Gardens: (see figure on opposite page)

The Urban Detail Zones are identified as:

- Those on the “floor” of the Cove referred to as:-
 - The Water,
 - the Inner Cove (within the containing “wall”), and,
 - the Outer Cove (as defined by the rise in land, shelf or quarry line).
- A connecting zone with the city centre referred to as:-
 - City.
- The neighbouring districts referred to as:-
 - Battery Point, and,
 - the Domain.
- Two zones which distinguish themselves by virtue of their overwhelming utilitarian

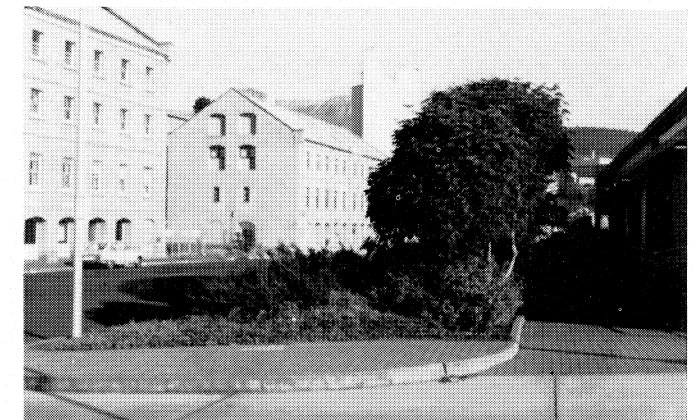
purpose, referred to as:-

- Macquarie Point,
- the City Service (Evans Street) zone.

The Space Types and Zones are shown clearly on Space Types Reference Panel.

Sometimes, Space Types and Urban Detail Zones coincide, for instance in the case of the Inner Cove Zone and Main Space. In other instances, Space Types may cross Zones; for instance, Murray Street as a Radiating Street starts in the Outer Cove Zone and continues into the City Zone.

The Spatial Detail principles and guidelines which follow are set within these two frameworks: one or other may take precedence for a given set of details.



Castray Esplanade : this informal landscaping is inconsistent with the rest of the Cove



Castray Esplanade: formally arranged trees reinforce the geometry of the Cove



2.4.3 URBAN DETAIL GUIDELINES : THE SPACES

Detail guidelines are provided for the following:-

- Surfaces
- Lighting
- Seating
- Bollards
- Rubbish Bins
- Bicycle Stands
- Drinking Fountains
- Parking Meters
- Interpretation Panel
- Walls, Plinths, Fences
- Trees and Tree Guards
- Signs

SURFACES:

Background:

A. APRON PAVEMENT:

Concrete aprons are the characteristic surface material within the Port. They define the enclosed Constitution and Victoria Docks.

These areas evolved from the need for large, open, level areas adjacent to dock edges and entrances to pier buildings required for the movement of trolleys, etc.

Today they accommodate vehicular traffic servicing the docks, pedestrian movement and passive recreation.

Because of the scale and openness, these aprons also act as “multi-purpose” areas where a variety of activities can occur. As a result, their character changes from day to night and at different times of the week/month/year (eg. the Sydney-Hobart yacht race).

B. ROAD PAVEMENTS: and
C. FOOTPATH PAVEMENTS:

The earliest roads and footways in the colony consisted purely of a cleared earthen strip with some stones and gravel placed in particularly poorly drained areas.

The earliest constructed pavements were typically made of hand crushed stone with a compacted and blinded surface. This was placed on a surface which had a convex shape and was raised above the surrounding land on fill (commonly referred to as macadam although other pavements types were constructed in some areas of Tasmania).

Stone drainage channels were typically constructed at the transition between road and footpath.

Most footpaths were loose or compacted gravel. Stone sets and flagstones were used to a very limited extent for footpaths in areas of high civic value. Brick was also used to a limited extent but mostly in private situations.

Stone and brick were similar to materials used to construct surrounding buildings. Together they helped to integrate the elements of the streetscape and create a co-ordinated image.

With the advent of cars and trucks asphalt and concrete took over from compacted gravel as the predominant road and path pavements.

Concrete and asphalt were popular because of their relatively low cost, their high load bearing capacity, their smoothness and their durability.

In recent times there has been a proliferation of new paving materials including precast concrete pavers (most common) and clay pavers of varying size and shape. Additionally there has been a reawakened interest in more traditional flagstone and stone set paving materials.

The recent availability of any array of paving materials has resulted in an unco-ordinated pattern of footpath paving throughout the Cove. The diversity of paving types has fragmented the appearance of the Cove.

D. WATER ACCESS POINTS:

Historically access from the concrete aprons to the water has been achieved by a series of tiered decks or steps adjacent to the aprons. These have served to maintain the utilitarian nature of the apron yet allow water edge spaces.

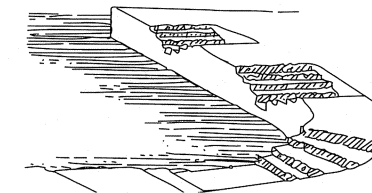
Present water edge access points have decks at various levels to accommodate fluctuations in tide.

These places feel removed from parking, traffic movement, while allowing one to be in contact with the water.

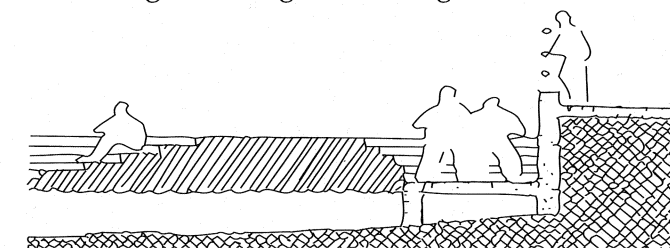
In some instances water edge access areas are protected from the winds by adjacent structures.

Such places serve as comfortable seating areas, water instruction areas, and small boat access points.

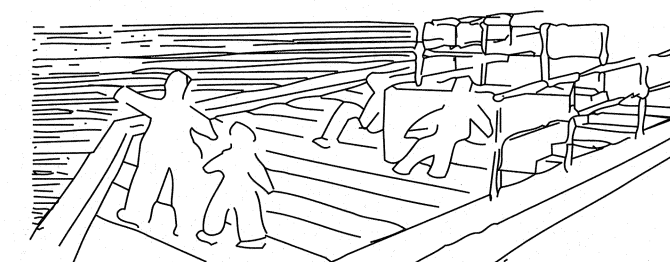
Watermens Dock.



Notional section through Watermens Dock indicating advantages of change in level.



Undeveloped opportunities exist within the Cove for further water edge access. This example is on the eastern side of Franklin Wharf.





Principles and Guidelines DS1:

SURFACES:

A. APRON PAVEMENT:

Avoid where possible level changes in the surfaces of the apron as these detract from its essential openness and flatness and reduce the flexibility of the space for multiple use.

Of particular concern is the use of kerbs and channels to define road edges. These not only affect the openness of the aprons they also tend to cause increased traffic speed which reduces public safety.

Existing rail lines from Hunter Street across Franklin Wharf concrete apron shall be retained.

Existing materials shall be retained in future upgrading/alteration (eg. steel angle at expansion joints).

When excavations occur all cuts shall be cleanly sawn in a square or rectangular shape and resurfacing done in concrete not bitumen.

B. ROAD PAVEMENTS: and C. FOOTPATH PAVEMENTS:

Pavements shall have a simple texture and pattern sufficient to avoid monotony.

Paving colours shall be of varying shades of grey dark tone so as not to detract from the tones of the buildings which structure the spaces.

Retain and refurbish remaining examples of stone set and flagstone pavements and drainage channels (ie. Dunn St.) wherever possible. Where such materials are to be removed they shall be put in place elsewhere.

Excavation for the repair of existing concrete and bitumen pavements shall be sawn cut into a rectangular shape.

Replace paving with material similar to that removed unless the replacement of same with another is pending.

Road markings shall be used sparingly.

D. WATER ACCESS POINTS:

Existing water edge access areas shall be maintained and additional points shall be created.

A. APRON PAVEMENT:

A1 Concrete aprons shall be regarded as the characteristic surface material within the waterfront area.

B. ROAD PAVEMENTS:

B1 Road pavements shall be asphalt.

B2 Road pavements shall be concrete.

B3 Road pavements shall be concrete pavers.

B4 Road pavements shall be either asphalt or concrete pavers.

(For road marker and wheelstop details see Details 13.0, 15.0 and 15.1 Urban Detail Study).

C. FOOTPATH PAVEMENTS:

The present variety of pavements is difficult to rationalise quickly. However, the most important qualities are colour and geometry. Shades of grey in rectangular pavers will ensure consistency as well as allow the buildings to be visually the main space makers; alternative materials are:

C1 Besser Bluestone Pavers (225 x 185mm).
Appropriate for paving generally.

C2 Concrete Pavers (600 x 600mm).
Appropriate for Macquarie Street.

C3 Besser Natural Grey Flagstone Pavers (190 x 190mm).
Appropriate for interpretation nodes.

C4 Asphalt.

D. WATER ACCESS POINTS:

D1 The form and construction of water edge access points shall observe the following conditions:

Allowance shall be made for the use of access points through tidal change.

Access points shall be oriented to provide protection from the sea breeze while gaining northern light.

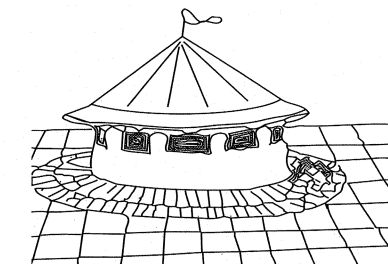
Suitable points shall be constructed from concrete or timber to withstand contact with the water.

The form of the access point shall generally reflect precedent.

Balustrades and/or railings are required in all cases for public safety except at points of small boat boarding.

E. OTHERS:

E1 Paving About Free Standing Buildings.



Where a building is free standing, paving may be used around the building to emphasise its all-round orientation.



RECOMMENDED SURFACES FOR ZONES AND SPACE TYPES

ZONES	SPACE TYPES				
	MAIN SPACE	RADIATING STREETS	SMALL STS/ ALLEYS	COURTYARDS	URBAN GARDENS
THE "FLOOR" OF THE COVE					
WATER ZONE	D1				
INNER COVE ZONE Within the Wall	A1 B2, B3 C1, C3				**
OUTER COVE ZONE Within the Cliff Line		B1 C1, C2	B4 C1, C4	*	**
CONNECTING ZONE					
CITY ZONE		B1 C1, C2	B4 C1, C4	*	**
NEIGHBOURING DISTRICT					
DOMAIN ZONE	Conditions as per City of Hobart policies for the Domain.				
BATTERY PT ZONE	Conditions as per City of Hobart policies for Battery Point.				
EXCEPTIONS					
MACQUARIE PT UTILITY ZONE	A1 B1 C4				
EVANS ST SERVICE ZONE	B1, B3 C1, C4				

** Courtyards (including public ones) tend to be secluded by buildings and high walls with only glimpses of their character from the public street system. There is no reason, therefore, why these should not develop their individual characteristics.*

*** Each urban garden has its own character. This is related to its history, use and location. It is not possible therefore to make single specifications for all gardens. Therefore surface details shall respect the particular character and be consistent within each garden to plans established by the responsible authority.*

LIGHTING

Background

The source of light and the types and sizes of lamps and posts have changed from colonial to contemporary times.

Initially whale oil lighting provided limited night-time illumination in public places. This light was uneven and of low strength compared to subsequent gas light. Gas began to be overshadowed by electricity from the turn of the century. Today electric light is the principal source of illumination within the Cove.

Early whale oil light stands consisted of a strong cast iron shaft and large lantern. The shafts were fluted with a pronounced base. These shafts were recycled later for use with gas lamps.

Gas lamps included a bar below the lantern where the lamp lighter rested his bar while opening the lantern and extinguishing/lighting the flame.

Electric fittings and poles have become more utilitarian as minimal acceptance standards of lighting have increased. (ie. The strength of light has increased while lamp size has decreased. Also poles have become taller and less decorated).

Vandalism has required greater utility in the design of fittings. The level of road lighting within the City/Cove Zone is determined by the Australian Standard 1158 which sets minimal criteria for location and spacing of lamps and the level of lighting.

The night time image of the Waterfront is enhanced by some perimeter floodlighting which contrasts sharply with the dark expanse of the harbour: the exception is the edge of the docks which reflect the floodlit buildings within them.

Within the Inner Cove Zone the Marine Board has generally provided lighting to public areas although not to any set standard.



A comprehensive lighting strategy for the Cove is required that includes both floodlighting (see 2.4.4 Building Detail) and “son et lumière”. However, many key spaces run from the Cove into other districts of the City, thus such policies cannot be generated entirely from within the Cove.

Nevertheless important principles and guidelines can be established. Foremost in importance is the safe lighting of public spaces, and especially pedestrian paths and interpretation nodes.

Principles and Guidelines DS2:

Lamp standards shall be of a simple functional character.

Where historic examples of light fittings exist, they shall be retained and reused.

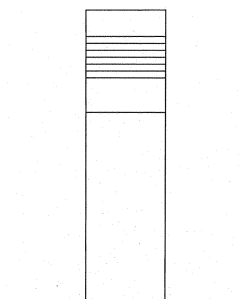
However, replicas of historic fittings should not be used as authenticity is critical in the Cove, and such fittings only rob the genuinely old examples of their meaning.

Where additional street lighting is required, it should be the same as that already in use and placed in a manner that extends existing rhythms and patterns to reinforce the wider spatial structure and form.

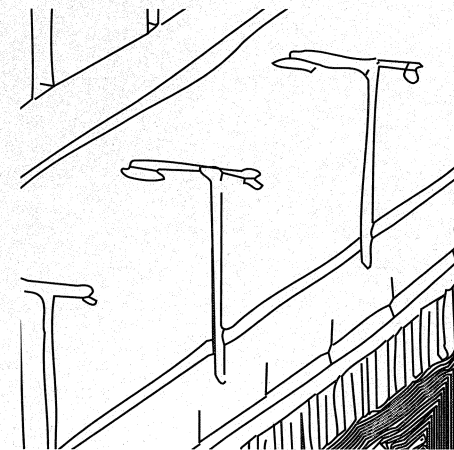
Existing Marine Board lamp standards should be retained and refurbished for use in the Main Space.

Lighting levels within the Inner and Outer Cove, and City Zone should be to A.S. 1158 with fixtures as per H.E.C. standard.

Bollard lights are to be used only at interpretation nodes (see Detail 1.0 Urban Detail Study).



Light standards shall generally parallel lines of buildings and water edges to reinforce the spatial structure of the Cove.



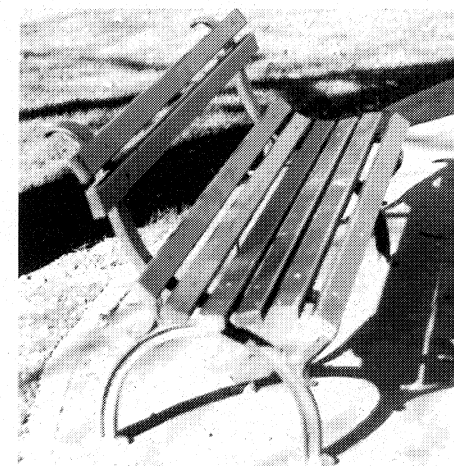
SEATING:

Background:

Over time, a variety of seat types have come into use in the Cove. Materials have included timber, timber and cast iron, timber and concrete and timber and steel. They have, however, always been of a robust nature and suited to a harsh outdoor setting. Cast iron frames tended to be the most decorative.

Earlier seats had 4 legs while the latest stand on stilts. Arm rests were characteristic of most early seating and do assist the elderly in getting to and out of the seats.

Seats have generally had a curved profile which has added to their comfort.



Parliament Square : Seat

The use of slats has allowed water to drain quickly away.

Recently, more attention has been given to the problem of vandalism in seat design.

Apart from within some urban gardens, seats have generally been sited in parallel to the key lines which give structure to the study area, eg. lines of buildings, dock edges, rows of trees.

Principles and Guidelines DS3:

Seats shall be sited to reinforce the structure and form of the spaces, and the legibility of the study area. For instance, rows of seats shall parallel building, dock or similar edges: colour shall be used to differentiate between zones and types of spaces.

Exposure to the sun and protection from wind and rain should also be considered in siting seats.

Seats shall be made of timber, or timber and steel, be of a robust nature and be resistant to vandalism and weather.

Plain timber seats with four legs and arm rests are appropriate for urban gardens and in conjunction with historic public buildings, especially those with Forecourts (for specific recommendations see below).

Elsewhere, seats should have steel frames and timber slats.

In the Inner Cove, Macquarie Point Zone and small streets and alleys of the Outer Cove Zone, frames should be painted blue. Elsewhere, frames should be painted Brunswick Green.

In the Battery Point Zone, seating should be consistent with Hobart City Council policy for that district.

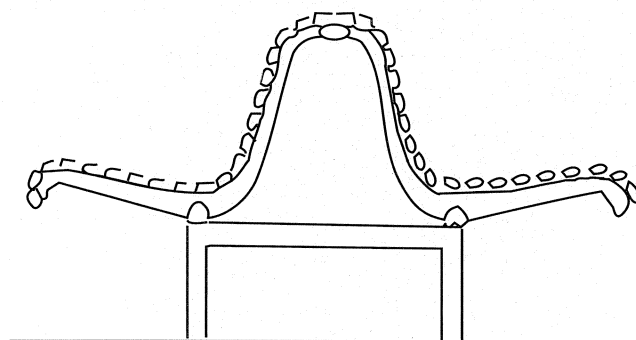


The recommended seat types are as follows:-

A1 Back-to-back seats constructed of a steel frame (blue painted) with timber slats.

A2 As for A1 but frame is painted Brunswick Green.

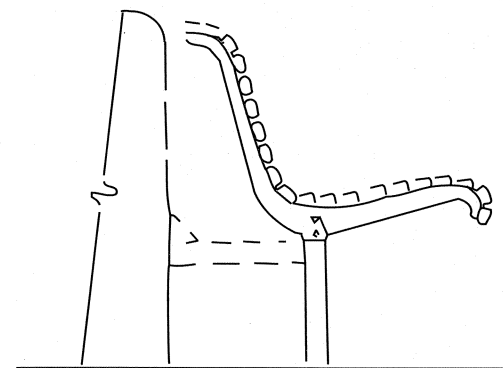
A1 and A2 are suited particularly to situations where there are multi-directional views and space is not limited (see Detail 3.1 Urban Detail Study).



B1 Seat constructed of a steel frame (blue painted) with timber slats.

B2 As for B1 but frame is painted Brunswick Green.

B1 and B2 are suited to situations where views are predominantly in a single direction and/or it is appropriate to put a back to a wall, traffic or something similar (see Detail 3.0 Urban Detail Study)



RECOMMENDED SEAT TYPES FOR ZONES AND SPACE TYPES

ZONES	SPACE TYPES				
	MAIN SPACE	RADIATING STREETS	SMALL STS/ ALLEYS	COURTYARDS	URBAN GARDENS
THE "FLOOR" OF THE COVE					
WATER ZONE					
INNER COVE ZONE Within the Wall	A1 B1 C1, C3 D1				E
OUTER COVE ZONE Within the Cliff Line		A2 B2 C2 D2	A1 B1 C1 D1	*	E
CONNECTING ZONE					
CITY ZONE		A2 B2 C2 D2	A2 B2 C2 D2	*	E
NEIGHBOURING DISTRICT					
DOMAIN ZONE	Conditions as per City of Hobart policies for the Domain				
BATTERY PT ZONE	Conditions as per City of Hobart policies for Battery Point				
EXCEPTIONS					
MACQUARIE PT UTILITY ZONE	A1 B1 C1, C3 D1				
EVANS ST SERVICE ZONE	A2 B2 C2 D2				

** Courtyards (including public ones) tend to be secluded by buildings and high walls with only glimpses of their character from the public street system. There is no reason, therefore, why these should not develop their individual characteristics.*

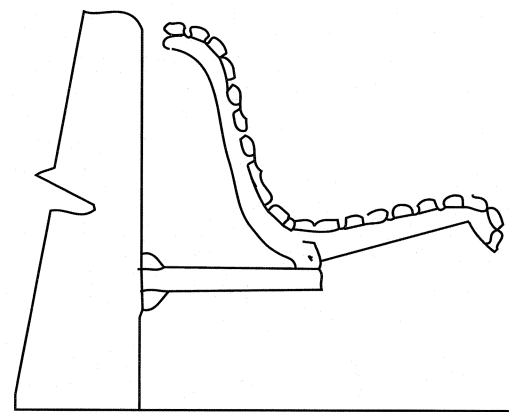


C1 Seat constructed of a steel frame (blue painted) with timber slats which is wall mounted on a bracket.

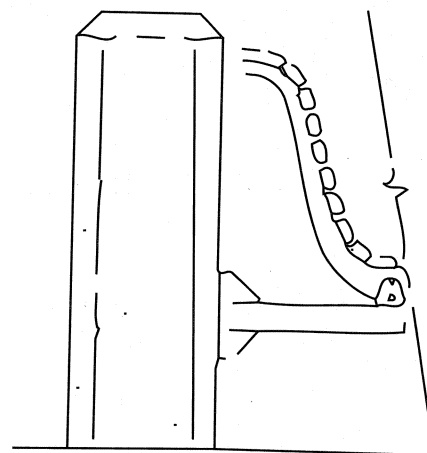
C2 As for C1 but frame Brunswick Green.

C3 As for C1 but includes a concrete wall with chamfered top edges. It is for use in pedestrian refuge areas, as indicated in the design concepts for specific sites contained in the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study.

C1 and C2 are suitable for wall mounting in places where space is restricted (see Detail 3.4 Urban Detail Study).



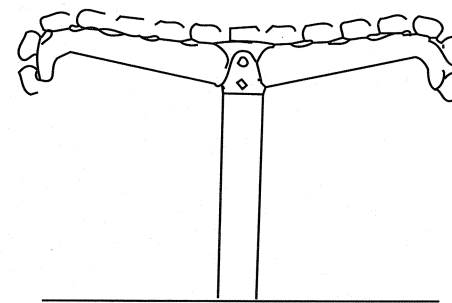
C3 is for use in pedestrian refuge areas as referred to above (see Detail 4.0 Urban Detail Study).



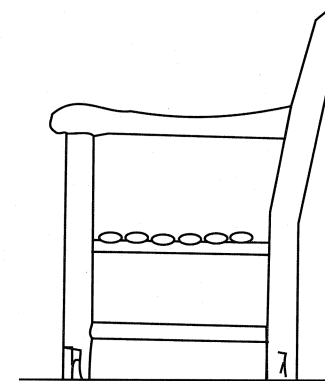
D1 Bench constructed of steel frame (blue painted) and timber slats.

D2 As for D1 but frame is painted Brunswick Green.

D1 and D2 are especially suited to situations where there are multi-directional views but space is limited (see Detail 3.3 Urban Detail Study).



E Plain timber seat with arm rests especially suited to urban gardens (see Detail 3.2 Urban Detail Study).



OTHER STREET FURNITURE:

BOLLARDS:

Background:

Maritime bollards have changed in size and shape in proportion to the size of shipping they have served.

They have always had a robust shape and been utilitarian in character.

Materials for maritime bollards have ranged from timber at settlement to steel which is most common now.

The use of vehicular bollards arose from the need to separate traffic from pedestrian movement for safety reasons. These often include a chain to inhibit both pedestrians and automobile movement (e.g. along the Davey Street, extension).

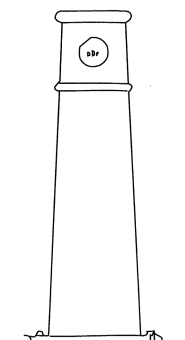
Vehicular bollards vary in character. Some are utilitarian with straight sides and no decoration. Others are ornamental, with a strong base, a shaped top, and tapered and/or fluted sides. In all cases vehicular bollards are robust in nature.

The material for vehicular bollards is typically steel or cast iron.

Principles and Guidelines DS4:

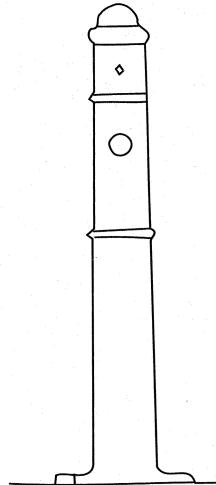
New bollards shall be of cast iron or steel.

Vehicular bollards in the Inner Cove Zone and Macquarie Point Zone shall be squat, wide, flat-topped, and painted silver. (See Detail 2.0 Urban Detail Study.





Vehicular bollards elsewhere shall be more slender, taller, round-topped and with a hole capable of taking chain link where required. (See detail 2.1 Urban Detail Study.)



Existing ships' bollards shall be retained wherever possible.

Should the need arise for a ships' bollard to be removed, then it should be saved and relocated.

The placement of bollards shall be part of a rhythm and pattern that reinforces the wider spatial form.

RUBBISH BINS:

Background:

In the past, litter bins were not generally provided in public spaces.

In recent times, with the proliferation of packaging, litter has become a problem in public spaces, and consequently become part of street furniture.

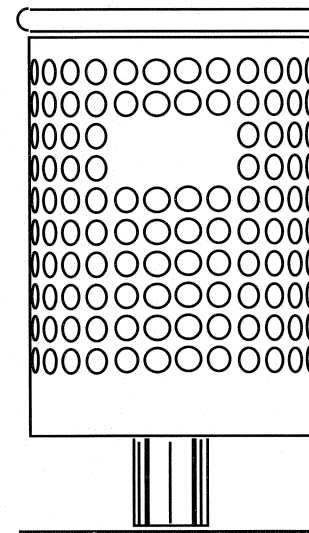
The placement of rubbish bins has largely been determined by the sources of litter with little concerns for their effect on the City's spaces.

Design concerns have been vandalism and ease of emptying. Again the visual impact has not been to the fore.

Principles and Guidelines DS5:

The placement of rubbish bins shall be near the expected sources of litter and in a manner that does not detract from the form and character of the space.

The preferred rubbish bin is of expanded metal with a zincalume steel liner and is vandal restraint, easy to empty and low maintenance. (See detail 10.0 Urban Detail Study.)



BICYCLE STANDS:

Background:

Bicycle stands are not common in the Cove.

In recent years, however, bicycle riding has increased for both recreation and transport. The Centre for the Arts, Salamanca Market and Government Offices, amongst other places are all destinations for bicyclists.

Bicycle stands are necessarily robust and have to be vandal-proof in their design.

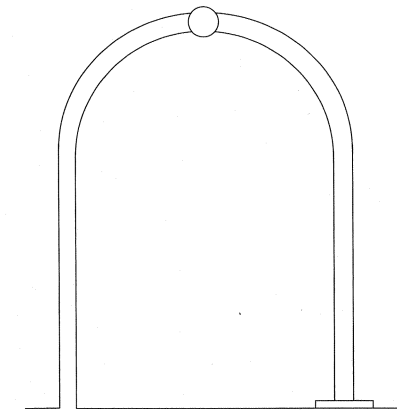
Principles and Guidelines DS6:

Bicycle stands should be provided and sited at the Activity Nodes (See Section 2.4.5)

They shall not detract from the form and character of the spaces.

They shall be of a simple galvanised pipe rail in

keeping with other pipe rail elements (See Detail 12.0 Urban Detail Study)



DRINKING FOUNTAINS:

Background:

There are few drinking fountains within the Cove. Where they do occur, they are not well-sited and not well maintained leading to their underuse.

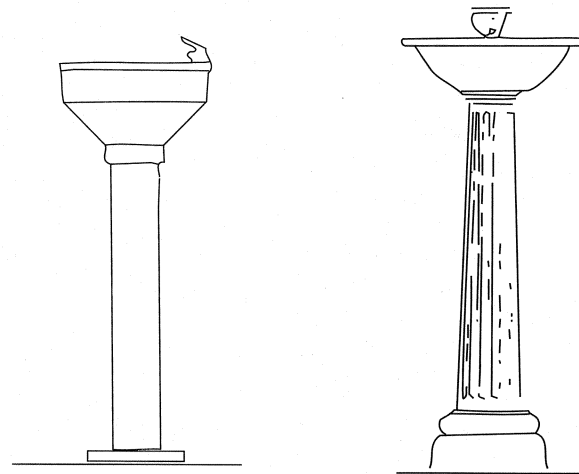
Present drinking fountains have a utilitarian appearance though some incorporate ceramic fittings to give a rather 'sanitary' image.

Principles and Guidelines DS7:

There is a need for additional drinking fountains and these shall be concentrated within the recognised Activity Nodes (see



2. **A more slender cast iron fountain with a fluted shaft (see Detail 11.1 Urban Detail Study) in Brunswick Green for the Outer Cove and City Zones.**



The Domain and Battery Point zones shall be treated in accordance with Hobart City Council policies for these districts.

PARKING METERS:

Background:

The first parking meters were installed in Hobart in the 1950's.

Since that time they have proliferated to the point where nearly all central area street parking is controlled by them.

Most parking meters consist of a clockwork mechanism activated by a coin, mounted on a pole (of various colours according to time limit) next to the parking space, and next to the footpath.

The repetition of this element of spatial detail has detracted seriously from many street spaces.

More recently, however, parking ticket machines have been installed in some areas in preference to parking meters. These machines are used to control large areas of parking replacing individual meters for each spot. This is mostly in the Inner Cove Zone since parking

machines lend themselves best to "angle" parking which is common in this zone.

However, the placement of machines has not always taken into account their visual impact and are sometimes inappropriate.

Principles and Guidelines DS8:

The use of parking meters shall be limited. Ticket machines and not parking meters shall be used in the Inner Cove Zone and in the ad hoc small streets and alleys within the Outer Cove Zone.

The siting of ticket machines shall be in a manner that they are obvious to public view but do not detract from the form and character of the spaces.

Parking meters shall generally be parallel to lines of buildings to reinforce the structure of the spaces within which they stand.

In the Inner Cove Zone and within the ad hoc small streets and alleys of the Outer Cove Zone, ticket machines should be silver (painted or stainless steel).

Where parking machines are used elsewhere (which is desirable though not always practical since "parallel" parking is common), these should be of the existing anodised brown finish or green.

INTERPRETATION PANELS:

Background:

In the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, there is a comprehensive proposal which details a Sullivans Cove Walking Trail, linking a series of 23 interpretation sites, each of which give information on the history of the Cove. This pictorial and written information is contained on panels supported on steel piperail stands.

The study shows concept designs for the interpretation sites and some of these proposals have already been implemented, although not always strictly in accordance with the proposals.

It is proposed here that all of the information pertaining to the Sullivans Cove Walking Trail be extracted from the original report and assembled into a discrete volume for continued implementation.

One minor adjustment to the Walking Trail proposals is necessary to bring consistency between it and other proposals for spatial details contained here. It concerns the areas in which the two colours of interpretation stands are to be placed. These are:

- i) Silver painted in the Inner Cove and in the ad hoc small streets and alleys in the Outer Cove, and
- ii) Brunswick Green in all other areas, including other spaces in the Outer Cove.

Principles and Guidelines DS9:

All the information pertaining to the Sullivans Cove Walking Trail shall continue to be implemented.

WALLS, PLINTHS, FENCES AND BALUSTRADES:

Walls Background:

Walls are used to delineate boundaries, provide security and privacy and retain earth embankments.

Walls differ from plinths in that they are more than 600mm high and do not usually incorporate a plinth.

Traditionally, walls were made of cut sandstone or brick and had a decorative capping course.

A variety of historic walls remain in the Study Area as well as remnants of walls which act as reminders of previous forms.

In the Inner Cove Zone, walls have been constructed of concrete.

Elsewhere, more recent walls have appeared of crib-block (retaining walls), concrete block and timber, which are unsympathetic to the character of the area.

**Principles and Guidelines DS10:**

The intent shall be to retain all stone walls in the area whether complete or remnants.

However, where a stone wall has to be removed, then the materials should be retained for use elsewhere in the Cove.

If a wall has to be constructed in the Inner Cove Zone (Main Space), it shall be concrete.

Elsewhere, walls shall be of cut sandstone or brick with a distinctive capping course.

Concrete block, crib and timber walls shall not be used.

Plinth Background:

Plinths are a traditional structuring device within the Cove, used to define functional areas.

Most commonly, plinths are used in the Main Space to protect pedestrians by limiting vehicular access to certain areas.

Plinths are either concrete or sandstone and commonly 200-300mm high x 200-300mm wide. Exposed edges on concrete plinths are usually chamfered.

While separating functional areas, the low height does not interrupt the open character of the Inner Cove.

Iron railings and balustrades usually stand on plinths.

Principles and Guidelines DS11:

Plinths shall continue to be used as a basic structuring device delineating functional areas.

However, they shall be situated in a manner that reinforces the overall spatial structure.

Concrete plinths shall be used in the Inner Cove and Macquarie Point Zones.

Elsewhere, concrete, brick or sandstone plinths should be used depending upon the particular context. In particular, sandstone plinths should be used in conjunction with heritage sandstone buildings.

In the Inner Cove Zone (Main Space), pipe rail balustrades shall be used with concrete plinths.

Steel fences should be used with sandstone plinths.

Fences background:

Fences have been used to enclose urban gardens and to secure some semi-public and private areas from trespass. They have primarily been of three types:-

- (i) Wooden, picket or paling,
- (ii) wrought or cast iron on a plinth, and
- (iii) steel mesh.

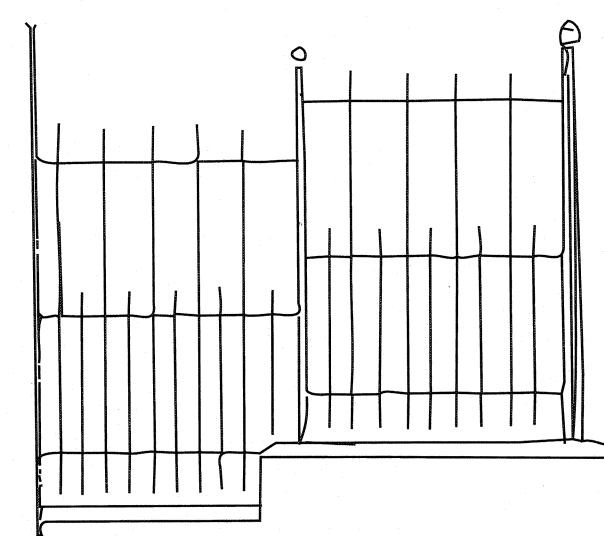
Fences have generally been plain, although Macquarie, Davey, Murray and Argyle Streets all support some decorative examples.

Principles and Guidelines DS12:

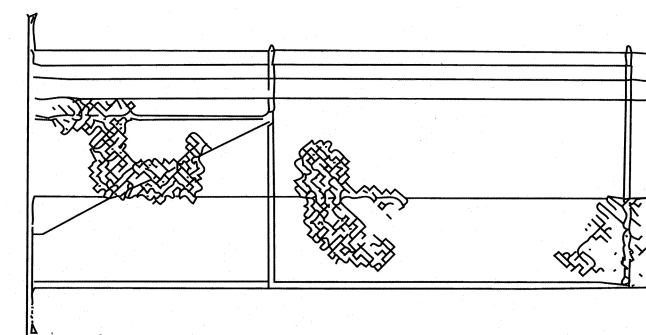
Old established fences, especially those adjacent to heritage buildings and sites, shall be retained.

New fences shall incorporate a plinth and be of a form and materials appropriate to their settings, ie. appropriate to the adjacent building, site and street space.

The recommended form for all areas, except for within the Main Space and in the Macquarie Point Zone is a black painted fence of alternating height and low pickets (see Detail 6.0 Urban Detail Study).



Within the Main Space, where areas have to be seaward, then black PVC coated mesh above a plinth is recommended to maintain the openness of the Cove (see Detail 6.1 Urban Detail Study).

**Balustrades and Railings Background:**

Railings consist of a series of posts and rails and vary in height depending on use.

Balustrades are a railing or coping supported by balusters.



They usually provide a safety barrier by the water or changes in ground level or serve as an enclosure for activities. Where there are abrupt changes in level of 900mm or more, then the height and spacing between railings and balusters is covered by the Building Regulations.

In the Main Space, balusters and railings form a significant spatial detail. They are generally made of galvanised steel with welded or bolted jointing. Further, they are simple in form, robust and on top of a plinth.

Elsewhere in the Study Area, decorative wrought iron has been used in addition to steel. This is more elegant and commonly used in conjunction with a stone plinth.

Principles and Guidelines DS13:

New railings and balustrades shall stand on plinths. Together, they should be elegant, robust and of material suitable for outdoor use and resistant to vandalism.

In the Main Space and Macquarie Point Zone, railings shall be of silver painted galvanised steel pipe with non-welded joints.

Elsewhere, wrought iron or steel rails or balustrades shall be used. The duplication of historic detailing shall be considered where relevant.

Expanded and/or perforated metal and mock-historic aluminium rails and balustrades are not appropriate.

TREES AND TREE GUARDS:

Street Trees Background:

Street trees were used sparingly in the Nineteenth Century and were usually located in areas of high civic value where there were wide footpaths.

The few early examples of street tree planting have generally been removed as a result of road widening since World War II.

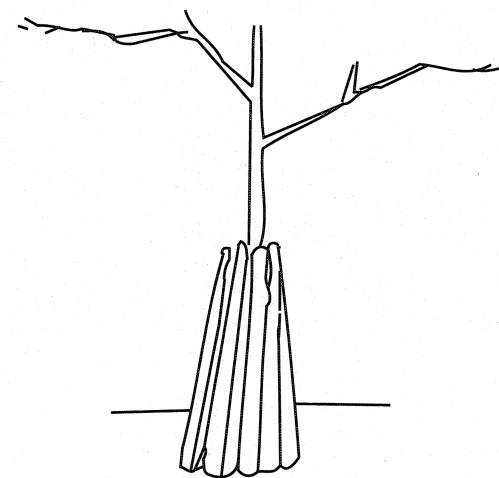
In recent years a street tree planting programme has been implemented in response to increased environmental awareness, and in response to a pressured harsh city environment.

However, such planting has been rather ad hoc and, in the study area at least, has not been sympathetic to the history, street corridor views or spatial structure. Also, the tendency has been to plant trees in relation to individual buildings rather than according to a design that would bring consistency and continuity to the street or other public space.

Further, these plantings have sometimes occurred in raised planters (e.g. in Salamanca Place outside of the Supreme Courts), sometimes in association with flower beds (e.g. around the Hobart Town Hall), and sometimes in association with ground creepers (e.g. outside of Walch's stationary storey in Macquarie Street), all of which are out of character with the hard surface street spaces.

Tree guards were originally designed to prevent the defoliation of trees by horses and other stock.

Tree guards of the time were purely functional and temporary in nature typically consisting of timber slates in a teepee shape and/or posts and slats making a small enclosure.



Tree guards today are required to protect trees from vandalism and destruction by cars.

As in the past, tree guards have continued to be

robust, utilitarian and temporary in nature.

In recent times there has been some tendency for tree guards to be ornately decorated metal (possibly in response to some misconceived historic notion) and permanent.

Principles and Guidelines DS14:

Street trees should be planted with extreme caution and only within the framework of an overall design concept (i.e. not in relation to individual buildings).



Trees shall not be used in the public spaces in the Inner and Outer Cove Zones, except in Urban Gardens. (The other exception may be in the proposed square in front of City Hall, depending on the final design concept for that space). Where trees presently exist in these zones, they should be removed or transplanted.

Street trees shall not block important view corridors, especially along those Radiating Streets which offer views to the water. Where these presently exist, they should be removed or transplanted.

Elsewhere, if street trees are used, their placement shall conform to an overall concept designed to enhance the space through continuity and consistency.

Planter boxes, ground creepers and flower beds shall not be used in public spaces, except in Urban Gardens.

Tree guards shall be treated as a temporary element of spatial detail and be made of undecorated timber of robust size. It is



recommended that these be made of three unpainted stakes with a hessian band as is the present practice of the Hobart City Council Parks and Recreation Department.

SIGNS IN SPACES:

Signs in public places in the 19th Century were fewer in type, number and design than they are today. There were fewer authorities, and signs catering for automobiles were unknown. Street names (the main type of directional sign) were fixed to or engraved into the sides of walls or buildings at the edge of the street.

Today there are many signs which occupy the spaces in the Cove. Public signs give historical information, direct people to facilities and places of interest, warn of hazards, direct vehicular and pedestrian traffic, control parking, etc.

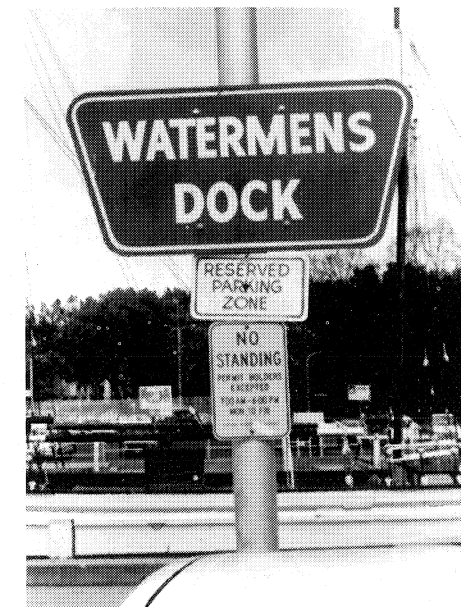
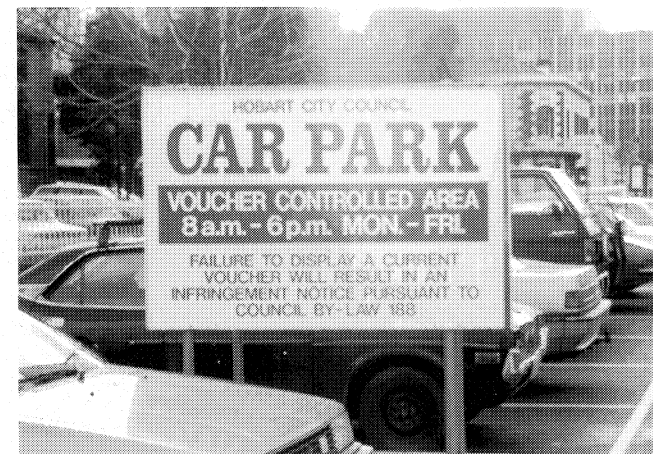
In addition, there are signs relating to private functions in public places: free standing address signs, directional signs, temporary sandwich board signs, etc. Signs attached to free standing buildings within the Main Space are also signs within spaces, and better included in spatial rather than building detail.

There are many problems associated with the signs. Each authority tends to use its own poles resulting in too many. Placement is often unsympathetic to the structure and character of the spaces, and within single authorities there are inconsistencies in placement. For instance, some parking signs are placed on lamp posts while identical signs are fixed to separate poles within a metre or so of lamp posts.

There are many different type faces, colours and sizes of signs. Parking ticket machines are often accompanied by two poles carrying different information about parking, which can only be read from very limited viewing points (an omni-directional identification sign should be incorporated in the design of the ticket machine).

In short, signs are unco-ordinated, leading to clutter, duplication and placements which erode rather than reinforce the spatial structure and character of the area.

The problem is complex and beyond the scope of this work. It is an area which requires further work and the services of a specialist Consultant. The task is to develop a framework for the co-ordination of signs which is functional, sympathetic to the character of the area in design, and sympathetic to the structure and form of the spaces in placement.



Principles and Guidelines DS15:

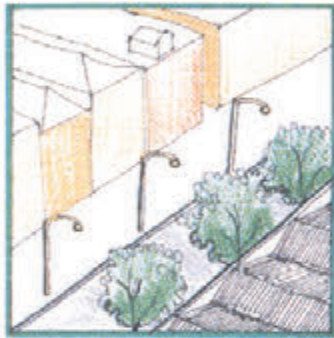
A framework should be developed for the co-ordination of signs which is functional and sympathetic to the character of the Cove and the structure and form of the spaces in placement.



GUIDING PRINCIPLES

URBAN DETAIL FOR SPACES and BUILDINGS

The design and especially placement of detail elements (steps, seats, planting, signs, lighting, etc.) shall reinforce and NOT weaken the overall character and form of the spaces and the buildings.



Where a building is free-standing, spatial details (in this case, paving) may extend around the building to reinforce its island nature and all-round orientation.

Where buildings line up shoulder-to-shoulder to make streets or other spaces, then lights, trees, bollards, surfaces and other elements of urban detail shall be placed in parallel to them to reinforce their collective building line.

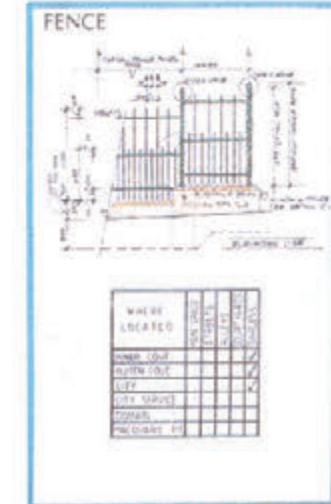
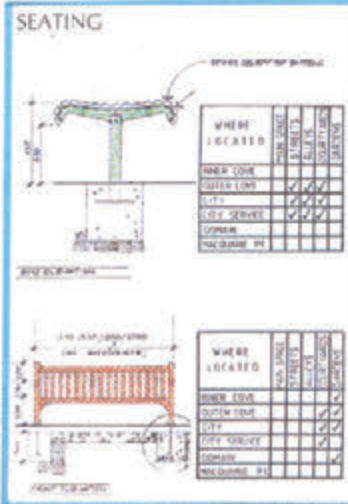
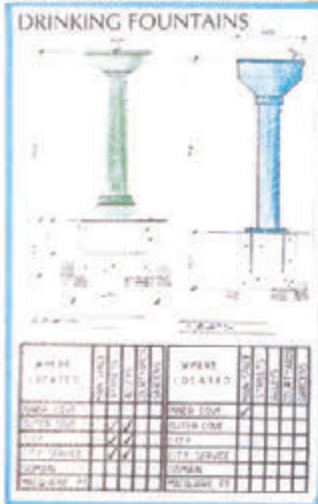


The space immediately before "the Wall" of the COVE shall be tree-free.

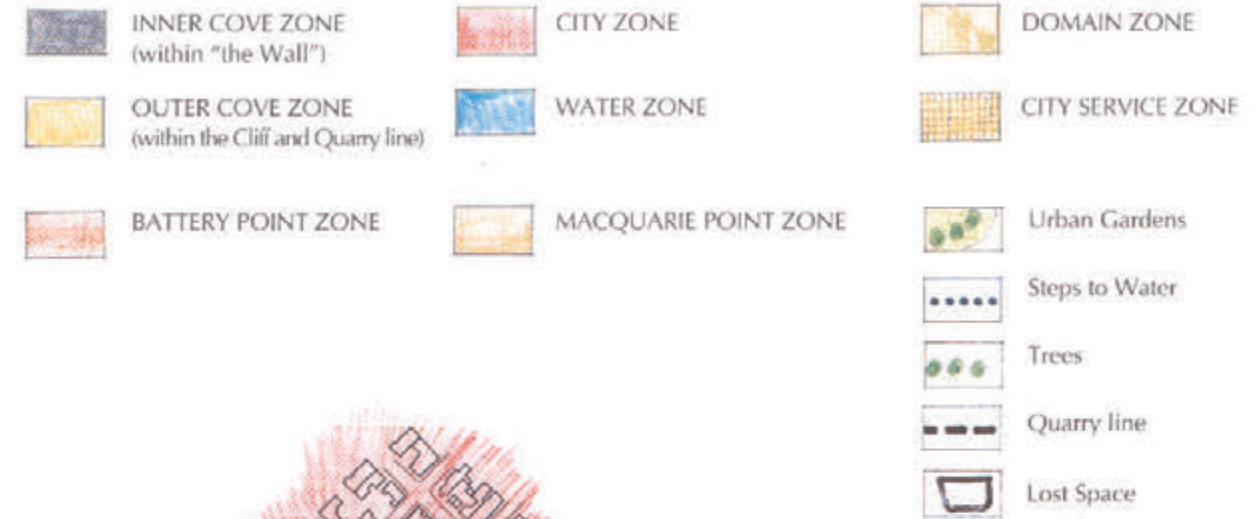
Informality shall only reign within fenced urban gardens and in secluded private courts.



Thus, within the context of
i) these principles of placement (above),
ii) of the "Zones" (see Plan opposite), and
iii) the types of spaces (see Panel D1),
Spatial Details shall generally be adopted from the Woolley/Hepper
De Gryse Sullivan's Cove Urban Detail Study (see Panel A1),
EXAMPLES from which are shown below.



"ZONES" within which there shall be a Consistency of Urban Detail, especially surfaces.



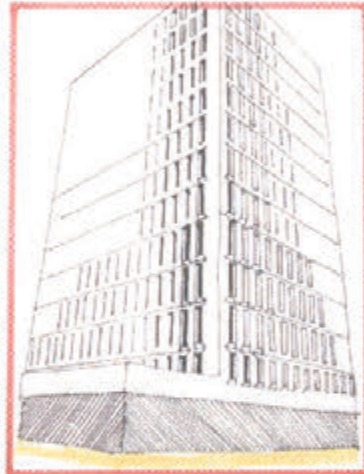


Building elements and details have a visual effect which is felt far beyond the individual building. They effect the collective form of the precinct and City.

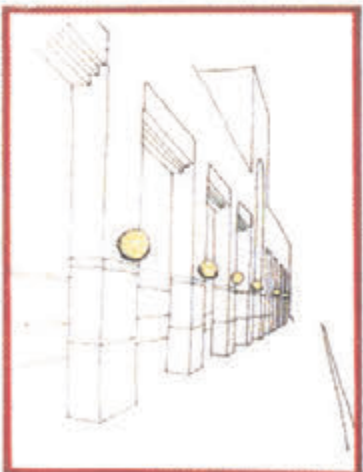
A street-corner element is not only corner to the building but to the street spaces as well.



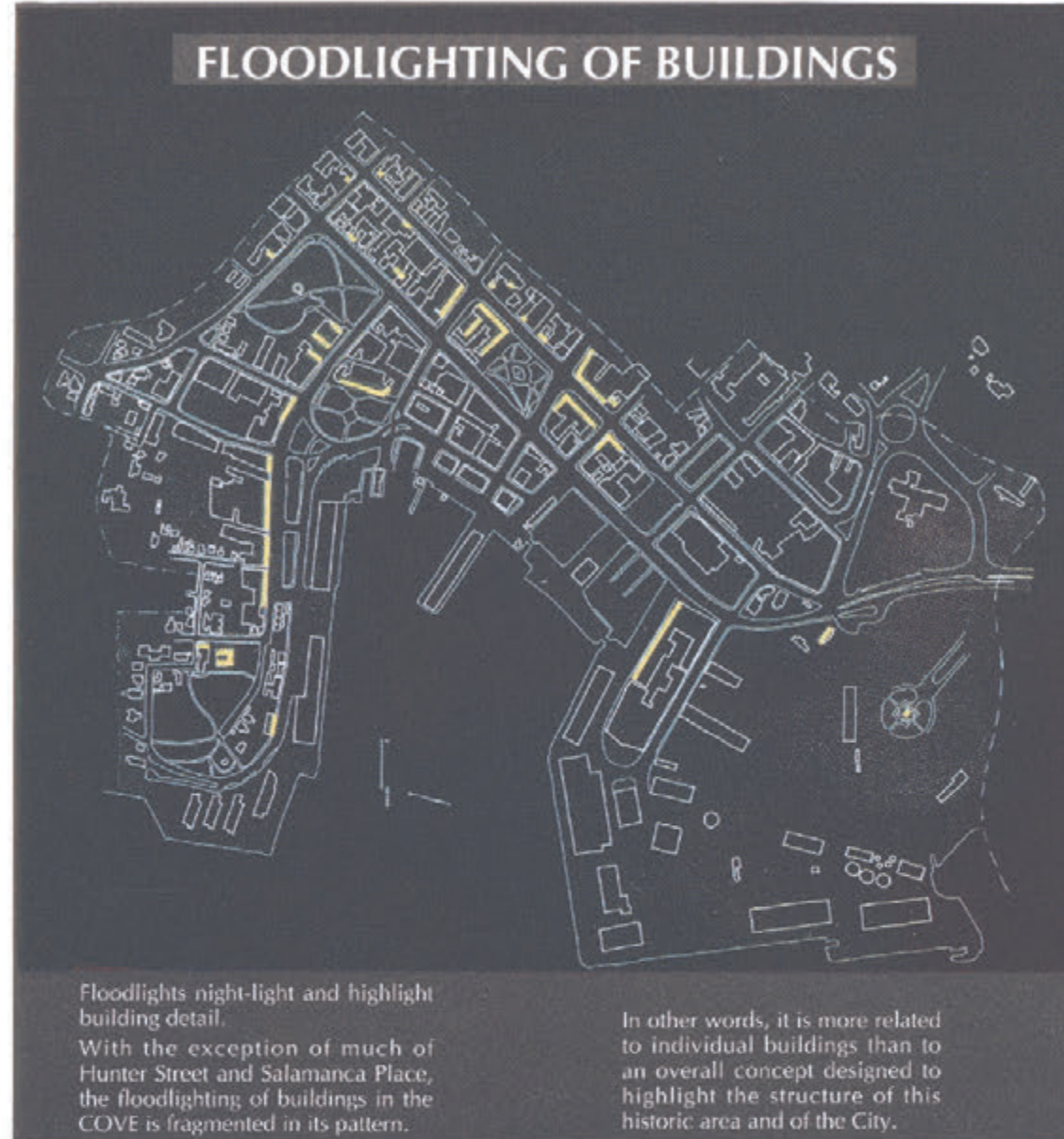
Where a building has a different degree of decoration on two faces, this can also indicate the importance of one street over another - main space and lesser space.



Where a building is the same on two faces, it reduces the contrast between (in this case) the street facade (more important) and that to the service space (less important).



The lights here act effectively as street lights although they are elements of building detail (and therefore of the "language" of the building). Such elements effectively emphasise the building at the expense of the street as a clearly delineated public space with its own language.



FLOODLIGHTING OF BUILDINGS

Floodlights night-light and highlight building detail.

With the exception of much of Hunter Street and Salamanca Place, the floodlighting of buildings in the COVE is fragmented in its pattern.

In other words, it is more related to individual buildings than to an overall concept designed to highlight the structure of this historic area and of the City.

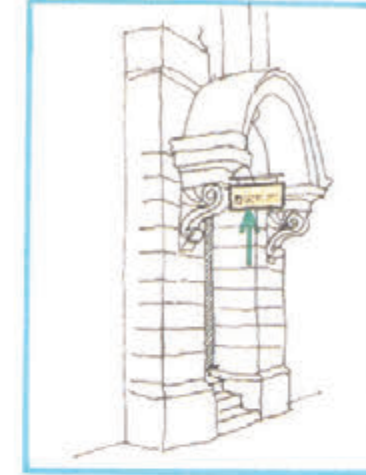
The set-back, stepped-back and plant-decorated details of this building contrast with the hard surface upright planes of most buildings of "the Wall".



Entrances provide not only access to a building but points of orientation and "address" to the street.



Signs may be subservient to the form of the building allowing the building to dominate.



Signs may dominate a building's facade and be detrimental to its appearance.



A "top" to a building is not merely "top" to the building but also to the space before it.



A building with no (visual) "top".

Buildings may step with the contour to emphasise the fall of the landform over the building.





2.4.4 BUILDING DETAIL:

The elements of a building (roof, corners, entrances, bays, cornices, signs, etc.) have a visual effect which reaches beyond the individual building. They affect the collective form of the precinct.

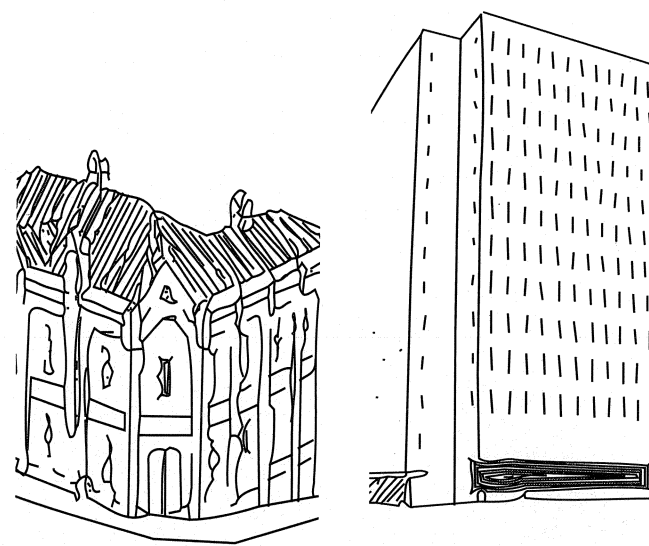
Principle DB1:

Thus, the composition of these elements in a design shall reinforce and not weaken the overall character and form of the spaces and building patterns of which the building is a part.

Several compositional aspects of building design are shown on Panels H1 and H2. These cover street corner treatments, the notion of a hierarchy of elevations, step backs, entrances, building tops, the relationship to slope, lights, signs and floodlighting, and are discussed below. In addition, notes on the relationship of new developments to neighbouring historic buildings, roofs and the proportion of solid to void are also included.

Street Corners:

From Panel H1 (top left) the importance of a bold and decorative (and in this instance, splayed) corner element at an important crossing of street spaces is emphasised and contrasted with the negative effect of a blank retreating element in an equivalent position.



Further, corner elements may vary in their prominence according to the importance of the street crossing and to the public status of the building itself. Thus, in the study areas, corner elements which are very prominent (and appropriately so) are the tall towers of the General Post Office (at the crossing of Elizabeth and Macquarie Streets) and of St David's Cathedral (at the crossing of Murray and Macquarie Streets). On the other hand the splayed corner of the Hope and Anchor Hotel is appropriate for a modest hotel at the corner of Macquarie and (minor) Market Streets.

Principle DB2:

The principle to be drawn from these observations is that street corners shall be marked by positive building elements which vary in their prominence according to the status of the streets in the City and the importance of the building.

A Hierarchy of Elevations:

Similarly the richness of facades may vary according to the importance of the adjacent street spaces to emphasise the spatial structure of the city. The N.M.L. Building with its richly carved stone elevation to major Macquarie Street and its plain brick elevation to minor Trafalgar Place is a good example of hierarchy. Compare this with its neighbour, the Commonwealth Reserve Bank where (ground level excepted) a plain elevation to the major Macquarie Street is no different from that to the minor Trafalgar Place: this reduces the visual hierarchy between the two spaces.



Principle DB3:

The principle here is that building elevations shall be differentiated and demonstrate a clear hierarchical order which accords with the importance of the adjoining streets or other public spaces.

Entrances:

The placement of entrances has already received attention under 2.2.4 Building Form : Orientation. However, it is worth reiterating that major public entrances which are placed away from the major street reduce the character and effect of that street and of the system of spaces. An example in the study area is the Supreme Courts on Salamanca Place. The rationale is similar to that advocating a hierarchy of elevations.

Principle DB4:

Buildings shall display a clear hierarchy of entrances and place their important public entrances on the most important streets or public spaces.

Building "Step Backs":

Buildings designed with a series of set backs from the street in places where the public spaces rely on single vertical planes for their definition erode the consistency of and strength of the spatial form. In the case of Sheraton Hobart Hotel, such step backs are even exaggerated by shrubbery at each change in level to further reduce the definition of the Cove's Main Space.

Principle DB5:

Elevations to the formed Primary Spaces in the Cove (ie. the Main Space and Radiating Streets) shall rise in a single vertical plane from the street edge.



CHAPTER 2 THE STRATEGY

"Tops" to Building Elevations:

There are building elevations which face Primary Spaces without strong "top" elements such as a cornice, parapet or projecting eaves. These elements provide more than decoration or a prominent edge to the individual building. In spatial terms, they provide visual stops and definitive boundaries to the street spaces: buildings without these elements offer a much weaker sense of containment to the spaces below and before them.

Principle DB6:

Building elevations to primary spaces shall have "tops" (ie. projecting eaves, parapet, gable or equivalent) to contain visually the street or public space before it.



Murray Street : a building with a strong top



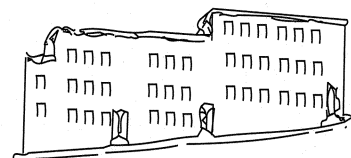
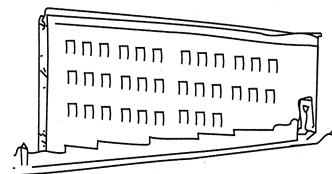
Macquarie Street : a building with no top

Relationship to Slope:

A crucial aspect of composition is a building's relationship with street contours or slope. The streets which fan out from the Main Space climb, sometimes quite steeply into neighbouring districts. Smaller, usually older buildings, tend to rise, one above the next, with the slope. There has, however, been a tendency for large modern buildings to ignore this: a large flat floor which meets the natural ground level at the high end of the site will rise (relative to the street level), often over car parking, to create a blank and lifeless edge along much of the street. This increases the apparent scale of the building and detracts from the character and quality of the street space. The office building at 21 Kirksway Place is an example. It is essential that this problem be addressed in new building and the Salamanca Inn is a recent development which is partly successful in attempting a solution.

Principle DB7:

The composition of any building form on a site with a long and sloping street frontage shall show respect for the changing street level and preferably step with the contours.



A stepped wall (top) and a stepped building (bottom) show respect for the natural contour

Roof Forms:

There are a variety of roof forms in the Sullivans Cove district and there is no reason why this should not continue. However, in areas close to the water, pitch roofs are the norm. Also buildings in these areas tend to be lower and their roofs are more visible because of long views from the spacious floor of the Main Space, and because they are overlooked from rising land and higher buildings away from the water. For all of these reasons, pitch roofs are desirable in the lower areas.

Principle DB8:

Pitch roofs shall be required in the areas where the building height is 12 metres (ie. closest to the Main Space).

Lights:

It is not uncommon and quite appropriate for buildings to display over entrances single light fittings, which project into the street space but are particular to the building. However, there is in the study area at least one building (the Sheraton Hotel) which projects a row of light fittings into the street space along the length of an entire street block. The type of light used is that used in all outdoor areas of the development and is therefore clearly "of the building" rather than "of the street space". The private imagery of the building has thus displaced the public imagery of the street to the detriment of the street: this should not be allowed.

Principle DB9:

Lights (or similar elements) which project in a repetitive manner from a private development into a street or public space should be of a type which is consistent with the rest of the street.



Proportion of Solid to Void:

A further formal consideration is the ratio of solid (or wall) to void (glass or opening). The character of Georgian and Victorian buildings was such that the solid was dominant: windows and other openings rarely accounted for more than one third of the area of the facade. This is the character of a space-defining building frontage, namely one of solidity rather than transparency.

Principle DB10:

When facing on the primary spaces, building frontages shall observe the principle of more-solid-than-void (ie. 50% plus).

Materials and Colours:

Principle DB11:

Materials, textures and colours, for reasons already discussed (see introduction to this Section) should not be tightly prescribed but the aim of new development must be to reinforce the spatial structure and character set by its component buildings. A predominance of highly reflective materials and of very bright colours should definitely be avoided.

Relationship to Heritage Buildings:

There are a great many heritage buildings in the Sullivans Cove district and some are unusual in their siting, scale and/or form. For instance, the Private Secretary's Cottage (1815) in the Tasmanian Museum and Art Gallery is small and off-street. The former church (now MTT store) on Campbell Street with its low walls and high Gothic gable is not typical of the street. New developments in the vicinity of such items may need therefore to exhibit a special relationship with their heritage neighbours in order that their forms and characters may be better appreciated.

Since a development covering the entire site would under the proposed lot ratios, be less than the permitted building heights, this gives scope for adjustments in building form for such special relationships without forfeiting development rights. (See Point 6 in Section 2.3.10)

Principle DB12:

Where a new development stands next to a heritage item which is of unusual scale, siting or form, the design should respect the need for a special relationship with the heritage neighbour. It may, in some instances, mean that the proposal steps outside the framework of another design principle in order to satisfy the special conditions.

Floodlighting:

Floodlights can highlight buildings and their details at night. At present, with the exception of Hunter Street and Salamanca Place, floodlighting in the Cove district is somewhat ad hoc in its application. It is more related to individual buildings than it is to an overall concept designed to highlight the structure and special features of the area.

Most city structures consist of strong buildings or other lines which denote the threshold between one kind of place and another. An example is the containing "wall" about the floor of the Cove which marks the boundary between the two types of Primary Space in Sullivans Cove, the "Main Space" and the "Radiating Streets".

Another established way of analysing urban fabric is to differentiate between those buildings which make up the general texture of the City and those buildings which might reasonably be referred to as monumental - by virtue of their status, scale, design and/or location. Example buildings in the study area would include Parliament House, Hobart Town Hall and the Government Buildings facing Franklin Square. A few of these may also figure as key landmarks in the urban scene such as the General Post Office, and St. David's Cathedral towers (see 2.5.1 Image).

Principle DB13:

Floodlighting shall highlight the containing "wall" about the Main Space as a key element in the structure of the Cove. This runs from Salamanca Place to Hunter Street via City Hall.

Otherwise, floodlighting shall be used only to highlight monumental buildings and

landmarks. Buildings forming the general texture of the Cove shall not be floodlit.

Signs on Buildings:

Signs are amongst the most difficult of urban detail elements to control. On the one hand tight prescription of size, materials, lettering and colours can result in blandness and sterility. On the other hand, too little control can result in the proliferation of small but insensitive add-on signs that can dominate and detract from a building and its surroundings.



Salamanca Place : too many signs

The problem of inappropriate signs on buildings (as distinct from within spaces) in Sullivans Cove is fortunately not acute, due to the efforts of the Sullivans Cove Authority and Hobart City Council.

There are, nevertheless, instances of signs dominating buildings and/or spaces to the detriment of their appearances. One of the worst examples is that of the waterside Harbour Cruise office. And several historic buildings suffer from an excess of signs fixed at inappropriate places.

Signs must be considered as part of the architecture and spatial form and since there is a great variety of architecture and several types of spaces in the Cove district, it would be unwise to be over-prescriptive of signs. It is essential however to work within certain guiding principles.

**Principle DB14:**

The primary purpose of any sign on a building should be to provide building and business identification.

No sign should be of a scale or design that detracts from the character of the building or of the public space before it, and in particular, signs should maintain the character of buildings of heritage value.

More positively, any sign on a building which can be viewed from a public space should be positioned and be of a shape, size and appearance appropriate to the design and proportions of the building.

For these reasons, all signs must be approved and registered, and illegal signs should be policed.

Within the Sullivans Cove district the most consistent building types and patterns are to be found in those areas closest to the water (showed as the Inner and Outer Cove Zones in 2.3.2 Spatial Detail).

Also these areas are dominated by Nineteenth and early Twentieth Century buildings, with many warehouses of a simple Georgian rather than Victorian character. As background, therefore, it is worthwhile to quote from the Urban Detail Study on the subject of Nineteenth Century signs.

"The signage of Georgian times was simple and straight forward in character and was typical of signage in the Cove. The ornate decoration of the Victorian period was more common in the City's commercial areas.

Buildings of considerable civic value generally had discrete signs affixed to the building near the entry. Usually these were in brass or similar substantial material or cut directly into the stone or gold-leafed onto the inside of window panes.

In less significant buildings signs were either painted on the face of buildings or painted on boards which were affixed to the building face, ridge or verandah.

Generally signs were not projected at 90 degrees from any building. Where they were they were commonly supported under an awning or verandah. These have not been common in the Cove where the sheer walls of hard building edges rise abruptly from the street.

In multi-storeyed buildings the appropriate location for signs was adjacent to the door and/or sometimes on stone coursing between floors. Where multi-tenancies occurred additional plaques were affixed.

Inns and public houses often projected a painted scene and sign on a bracket.

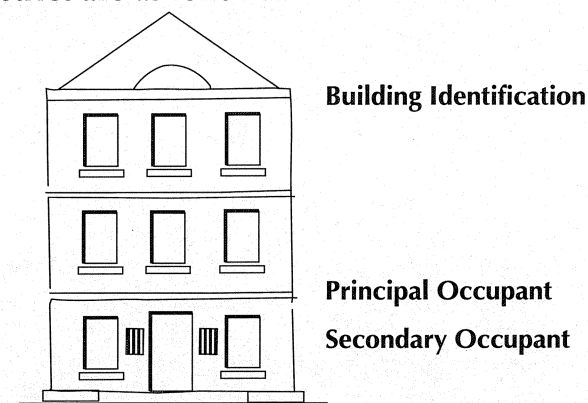
Signs were generally of plain solid letters. Lettering styles were usually un-embellished and occasionally were multi-coloured.

Signs were not usually illuminated in the Nineteenth Century though internal lamps meant shop displays were sometimes illuminated with a yellowy glow. Projected lamps and lights were common.

Distinguished signs were formed from brass or similar cast material. Gold-leafed lettering on the inside of window panes was also common. Less distinguished signs were painted onto a sign board and fixed to the building or painted directly onto the building wall."

Principle DB15:

The principles of sign location on buildings which shall be followed in the Inner Cove Zone and which are appropriate for most other buildings elsewhere in the Sullivans Cove district are as follows:



In addition, the following principles shall apply.

Multiple tenants should be listed on discreet sign panels or plaques. If outside, the maximum dimensions should be modest and in keeping with the scale and proportions of the building. Alternatively, a larger sign may be placed inside - in the foyer or similar area.

Small hanging signs of a traditional nature where width does not exceed depth may be used if appropriately positioned. This would normally be in association with a major public entrance: if this principle is observed it will limit the number of signs per unit length of building frontage.

Windows should be free of all signs. The exception is the hand painted sign indicating the name and nature of the business (e.g. "Short and Round, Accountants") and this should not obscure the interior of the building.

Banner signs are desirable only for short periods and in association with festivals or special events.

Neon signs should not be permitted.

Where the night lighting of a sign is necessary, this should be achieved by way of an unobtrusive and independent light source.

Flashing signs should not be permitted.

Strings of lights should not be permitted.

Wide solid signs at right angles to the building frontage conflict with the hard edged character of the building to the space and should not be permitted.

No sign should result in visual clutter nor unreasonably obscure the view of another.

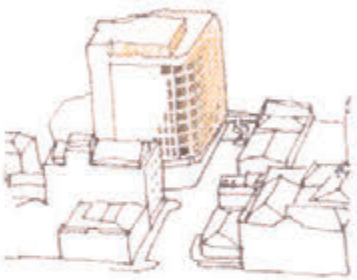


GUIDING PRINCIPLES

URBAN DETAIL FOR SPACES and BUILDINGS

The design and especially placement of detail elements (steps, seats, planting, signs, lighting, etc.) shall reinforce and NOT weaken the overall character and form of the spaces and the buildings.

Building Detail is so often taken to be synonymous with decoration, colour and texture. In the COVE, this emphasis is apparent where attempts have been made to "fit" buildings into the character of the area by way of their surface texture (sandstone facing) or colour (sandstone colour).



However there are more important considerations: namely, the ways in which the formal elements of a building (eg. podia, parapets, entrances, gables, elevational patterns) are put together in relation to established building characteristics and landform.

Consistency in the use of these elements can accommodate great variations in texture, colour and decorative detail, but consistency in texture, etc. cannot accommodate variation in the major elements of form.

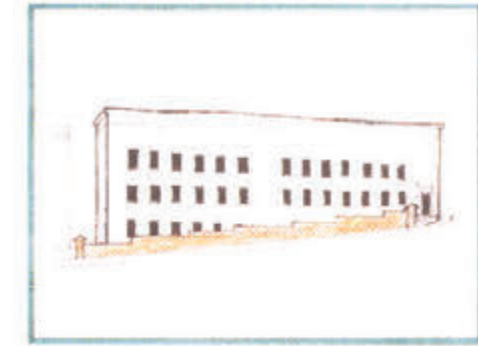
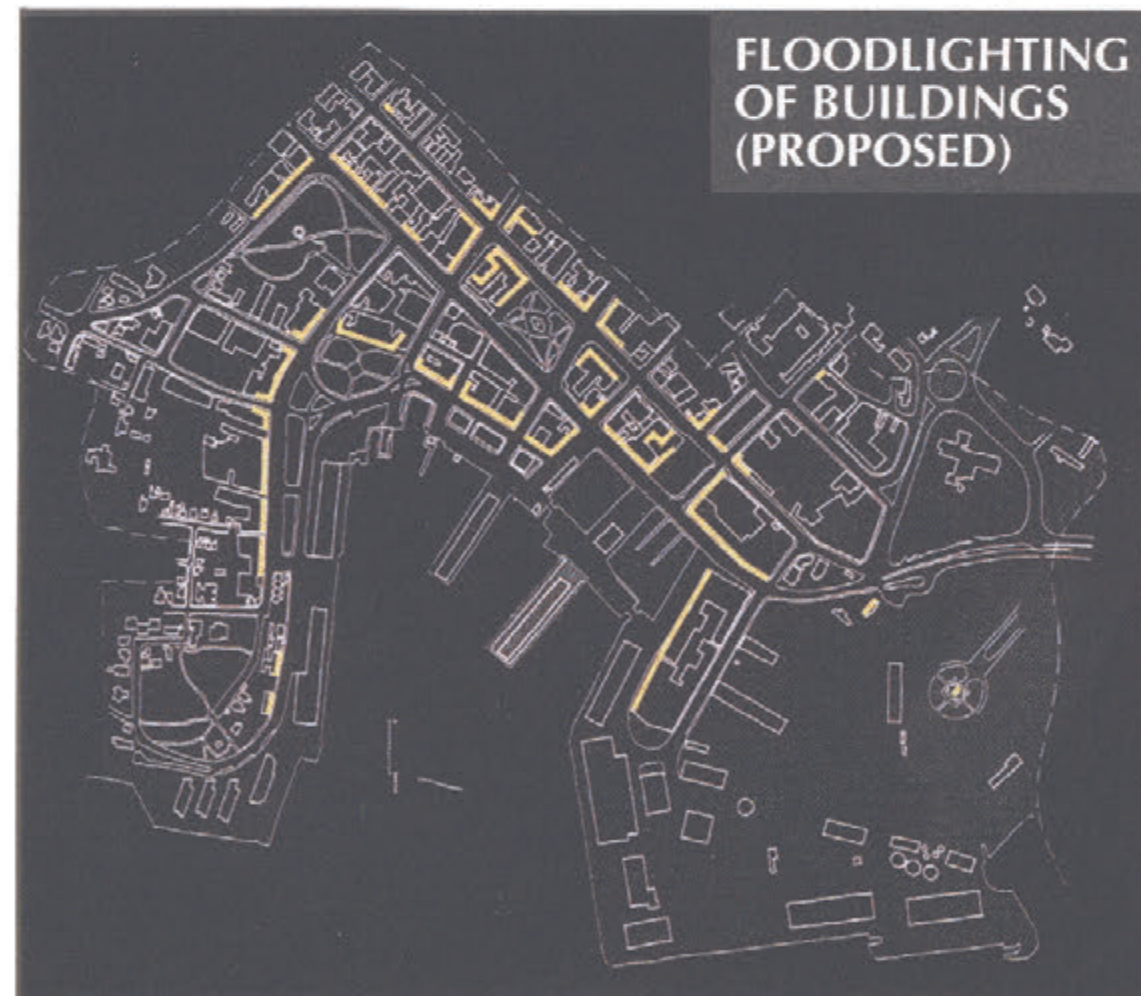
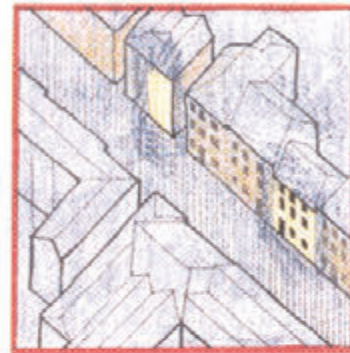
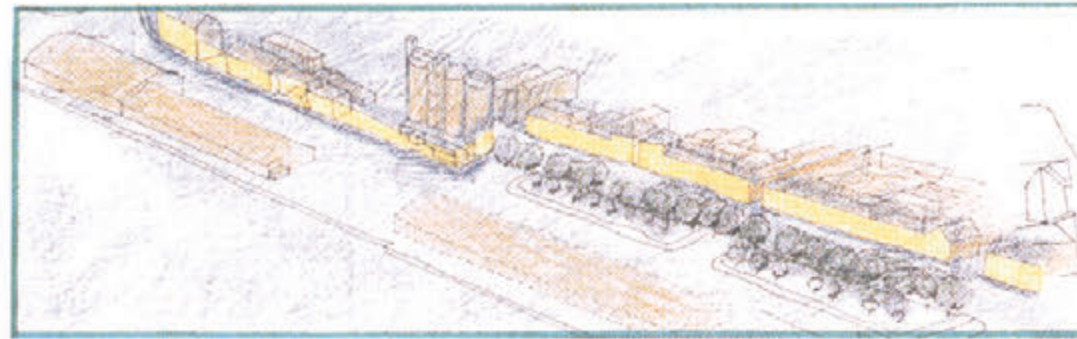
If there is to be a consistency of form commensurate with the Cove's historic structure and character, then certain "ground rules" have to be set and observed.



Buildings shall present their public entrances to the street (left).

Buildings shall have elevations which show variation and hierarchy according to the spaces which they face - major/minor, public/private. (lower left).

Buildings shall have "tops" - projecting eaves, parapet, gable or equivalent (below).



Buildings (or some elements of their composition) on rising streets shall step with the contour.



Signs on buildings shall be subservient to the building form and be placed carefully in relation to the building's elements.



Buildings on corner sites shall respond to and emphasise the corner, according to the importance of the corner in the structure of the COVE.



The "language" of private buildings shall not "invade" the adjacent public spaces.



The above "ground rules" are applicable to street-facing or space-making buildings, which are the vast majority in the COVE. Buildings which stand freely in the spaces have much more independence.

Consistency in the use of formal elements can allow great variation in colour, texture, decoration and materials.



Some places are memorable by virtue of their special characteristics, while others are forgettable due to their ordinariness. A memorable place is said to have a strong IMAGE and SULLIVANS COVE is such a place - by virtue of its setting, structure and features. The plan identifies some important aspects of the IMAGE of the COVE: Edges, Nodes, Landmarks and Views.



A VIEW CORRIDOR to the water.



A LANDMARK



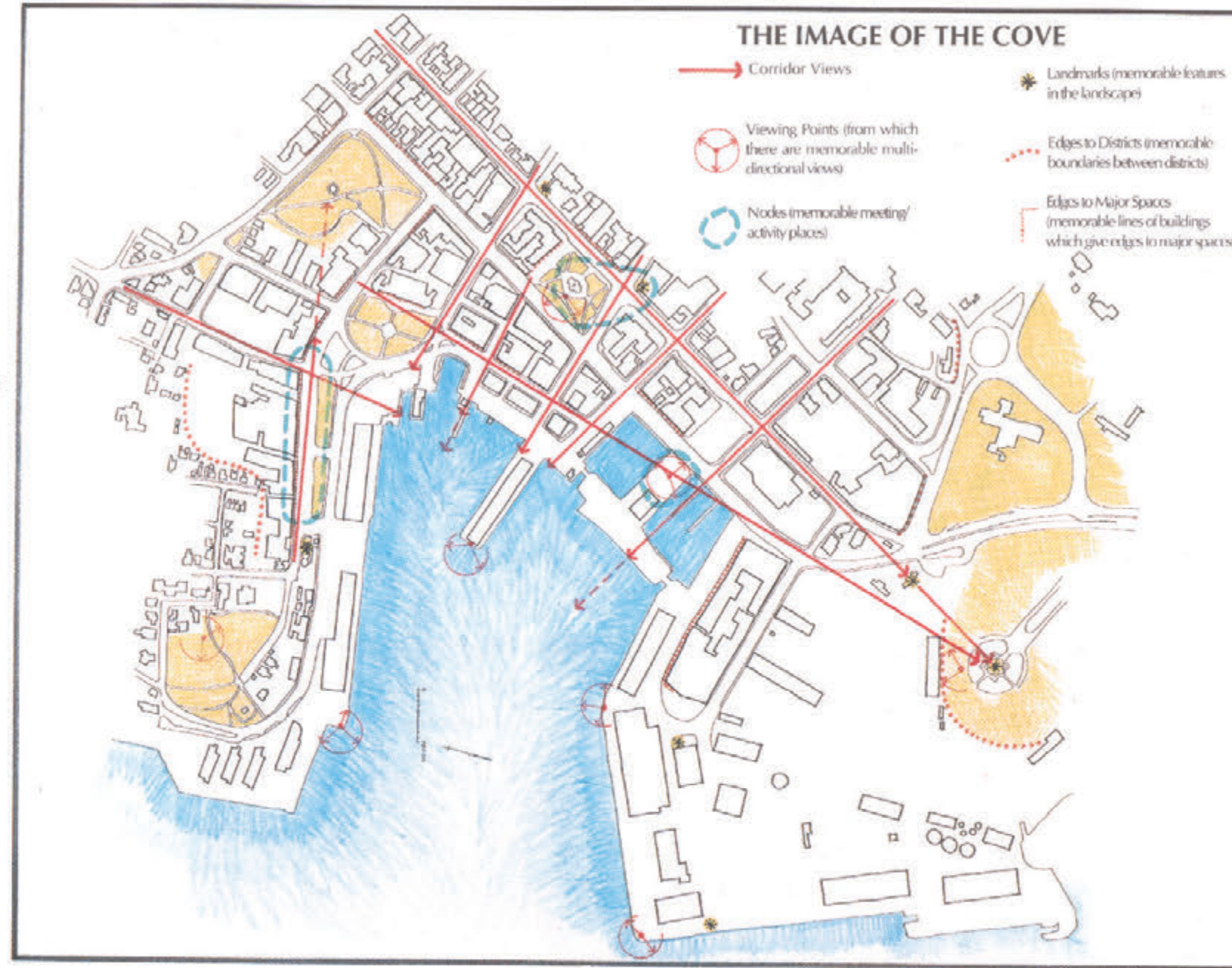
A VIEW CORRIDOR to a LANDMARK



A NODE (Left)



An EDGE (Right)



Aspects of AMENITY and SAFETY to be addressed:



The provision of telephones



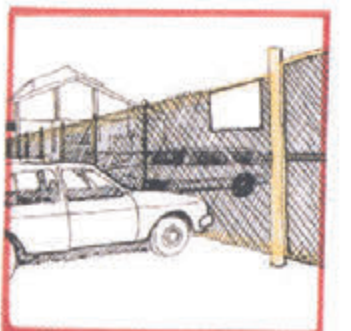
The provision of Seating and Covered Seating



The provision of Street Lighting



The provision of Toilets and Rest Rooms



The provision of access to the Waterside

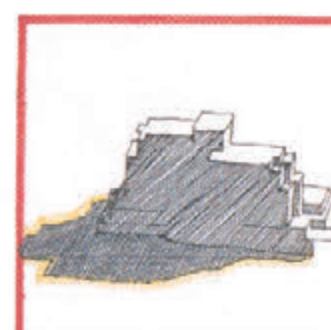
Protection from Hazards



Protection from Pollution



Protection from Excessive Shadows



Protection from the Elements





2.5 IMAGE, AMENITY AND SAFETY:

2.5.1 IMAGE : ANALYSIS:

The natural beauty of the setting of Sullivans Cove together with its particular spatial and building forms, its historical association, its intimate scale and its accessibility from the City and adjoining districts gives it a unique character.

The image of Sullivans Cove is one of mixed but cohesive physical form with a diversity of maritime and urban activities.

The forms of the Cove represent every era of its historic development from its birthplace as the Capital City of Tasmania, its social and economic importance as a working Port and more recently its increasing importance as a community and tourism focus.

Some of the most recognised images of Tasmania are in the Cove. In particular, Salamanca Place warehouses, Hunter Street, Parliament House and Customs House and they are the sites which most frequently appear in travel literature.

It is important socially and economically that the image of Sullivans Cove be maintained.

Previous studies have all referred to the unique character of Sullivans Cove and the need for its preservation. Each study has discussed this image in increasing detail.

The Sullivans Cove Study, 1979 identified individual historic structures, identified views and vistas and provided a two dimensional analysis of planning issues with an emphasis on land use allocation.

The Sullivans Cove Urban Design Study (SCUDS), 1983 considered views and vistas and included the importance of landmarks to the Cove.

The 1979 Study did not analyse the Cove as a total entity. Whilst SCUDS identified some overall structural proposals it was mostly a series of area-by-area analyses.

The Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 identified the importance of the image of Sullivans Cove as a whole. However, it was not a requirement for the Consultants to provide a detailed analysis of that image.

This Review therefore analyses those elements which collectively shape the appearance of the Cove: Vistas and views, nodes, paths, landmarks and edges.

Sullivans Cove is a mix of both **utilitarian** and **formal** buildings and spaces. These shape distinctive view corridors or vistas. They give impressive views from beyond and across the Cove. They also provide opportunities for distinctive views from within the Cove back to the Mountain and across the water.

Corridor views or vistas between buildings along streets and through trees which then focus on the Cove (and available outwards from the Cove) are an important part of the image of the Cove. Some form the important visual connections between the Cove and the City Centre, namely Murray, Elizabeth, Campbell and Argyle Streets.

The vistas from parts of the City and its surrounds to the water and working Port provide, at times, spectacular scenes of continually changing large and small ships (at the ends of the City streets) and the built up and bare hills of the Eastern Shore beyond.

The vistas out from the Cove focus on urban landmarks, such as the Cenotaph, St. Georges and St. Davids towers, GPO, suburban and natural hills and Mount Wellington.



Macquarie Street: a corridor view to the Cenotaph

Views into, out of and within the Cove including panoramas from the water, headlands and other elevated locations are all part of the experience of the Cove.

Important multidirectional views are those out of Franklin Square, from the Central Docks, Princes Park, the Cenotaph and the water edge such as Macquarie Point, Macquarie Wharves, Elizabeth Street Pier and CSIRO.

Some vistas and views are interrupted (but in some cases could be recovered), such as Princes No. 1 fences, or various blank wharf walls, etc.

Nodes are focal meeting/activity places where paths often meet.

Important nodes in Sullivans Cove are Salamanca Place, Franklin Square and Macquarie Street/Elizabeth Street intersection and the area about Docks Plaza.

Paths are those movement channels leading to these nodes. They are important physical elements in the image of an area. Paths in Sullivans Cove range from major streets to small alleys and cater for a mix of vehicles, pedestrians and cyclists. Pedestrian movement is mainly by street but some links out of the Cove to surrounding areas are available through lanes, through buildings and through urban gardens.

Paths as spatial types (eg. streets) are discussed in 2.3 Form : Spaces and Buildings.

Paths as channels of movement rather than as visual elements are discussed in 2.7 Movement.

Landmarks which provide primary points of reference on the skyline include Empress Towers, St. George's Church Tower, the Cenotaph and the Mountain. Lesser but significant landmarks are St. David's Cathedral Tower, GPO, the NML and CML Corners and the Derwent and Tamar Corner. Individual buildings which rank as landmarks include City Hall, the Town Hall, Parliament House, Customs House, the Sheraton Hobart Hotel and the Marine Board building.

Tall landmarks within and immediately about



the Main Space include the Silos, the Gasworks Chimney, the Navigation Tower.

Large modern high rise developments have overwhelmed many traditional landmarks, by virtue of their height and bulk.

Edges to Districts provide distinct boundaries between the Cove and adjoining areas. They are delineated by certain physical features both natural and man-made, including the River, ridgelines, cliff/quarry faces and sometimes roads.

These edges include the Salamanca quarry face and the Princes Park ridgeline towards Battery Point, Sandy Bay Road/Harrington Street, the Brooke Street cliff line towards the City Centre, the lower end of Brooker Avenue and the Cenotaph cliff face towards the Domain and finally the River Derwent. The Cove edge is less distinct in the central area of the Cove.

Edges to Major Spaces formed by memorable lines of buildings include Salamanca Place, Hunter Street, Parliament House, most of Morrison Street, the Museum and Customs House along Davey Street which together enclose the Main Space, the buildings surrounding the western end of St. Davids Park and the southern and western edges of Franklin Square.

The night image is also important and some relevant recommendations are made in 2.4 Urban Detail.

2.5.2 AMENITY : ANALYSIS:

The comfort and enjoyment of users of Sullivans Cove is important if the Cove is to expand its role as a cultural tourism and recreational focus for the City.

The Cove is a very attractive pedestrian area, but the Main Space, in particular, can be uncomfortable. For people to find the experience of walking in the Cove pleasurable there is a need for basic facilities (eg. phones, toilets, information, seating, shelter etc.). The routes need to be easy to follow and interesting, there must be accessible public transport links and shelter from adverse climatic elements, and penetration by winter sunlight. There also needs

to be improved safety from traffic and minimalisation of environmental nuisance, such as noise and smells.

Previous studies have included very limited discussion on the amenity of the Cove.

SCUDS considered those elements which contribute to the amenity of the area and recommended that a further study be undertaken to address the detailed design. This was undertaken by the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 which identified the need to design outdoor spaces and street furniture to take account of available winter light and provide protection from sea-breezes. The Study proposed a safe Sullivans Cove Historic Walking Trail (currently being implemented). It also provided design recommendations for Street Elements.

There are public facilities within the Cove including the G.P.O., Franklin Square and Salamanca Place but amenities such as seating, information, toilets and phones are limited.

Toilets are available at Franklin Square, Salamanca Place and in the Central Cove and phones are available at Salamanca Place, the Central Cove and Hunter Street, but their locations are not clearly identified.

There is limited provision of rubbish bins with collection on a less regular basis than the Central Business District.

Places to sit are varied and limited throughout the Cove. The formal Franklin Square and St. Davids Park have traditional benches. Within the Main Space:-

- Seating has recently been installed near Hunter Street.
- A wall surrounding the Whaling Pots in Castray Esplanade is used as seating, together with some seats on the lawns.
- The kerbs and the Abel Tasman monument serve as seating within Salamanca Place.
- The Franklin Square wall adjacent to the Elizabeth Street bus stops serves as seating

as does the Marine Board Office Building steps in Franklin Wharf.

Additional seating is available in the Cove but not greatly used as it occurs in locations of poor amenity. For example, the seating in front of the Sheraton Hobart Hotel, which is often in shadow and adjacent to a major traffic route, and similarly the seating at the rear of the Executive Building (off Despard Street) is cosmetic rather than useful.

Pedestrian routes into the Main Space of the Cove are easily accessible from Battery Point, difficult from the City Centre and almost non-existent from the Domain.

Pedestrian movement is further discussed in 2.7 Movement.

Comfortable pedestrian movement through the Cove is interrupted by car-parking around the wateredge.



Franklin Wharf: carparking at wateredge interrupting pedestrian movement

However, it should be noted that in the interests of safety, the Marine Board may preclude the public from certain ship and cargo operation areas or other heavy use areas either temporarily or in the longer term.

Pedestrian links between City and Cove are interrupted by the Macquarie/Davey Street one-way "couplet" and often lacking in street level activity. Elizabeth Street in particular as the main spine requires extensive street level activity and visual interest for pedestrians to connect the City and the Cove.



Public transport services are available in and adjacent to the Cove. Ferries provide a Monday-Friday morning and evening peak service and pleasure cruises are available at night time and on weekends. Some bus services from the southern suburbs terminate adjacent to Franklin Square at the edge of Sullivans Cove and other services terminate in the City. Bus stops at Franklin Square have limited shelter.

There is a lack of protection from wind, rain and strong summer sun for pedestrians or public transport users particularly within the Main Space. A changeable climate, sea breezes and an east/south easterly aspect can limit the outdoor use of this area although not stop its use.

Some modern developments have created large areas of shade and shadow and in some instances wind turbulence at street level. These adverse conditions can make public spaces uncomfortable and unattractive to pedestrians in all seasons.

The other major environmental intrusion into Sullivans Cove appears to be traffic noise. However, as there are no specific ambient noise levels, it is difficult to determine just how unacceptable present noise levels are. (Other environmental matters are discussed in 2.5.3 Environmental Quality and Safety).

Recent initiatives have improved this situation. The continuing implementation of the Urban Detail Program is providing clearer pedestrian routes, additional seating, historic interpretation and other facilities. The establishment of the Tourist Bureau at Mures Fish Centre has provided a much needed and well used source of tourist information in the Central Cove.

The recent signposting of toilets in Salamanca Place and additional phones in visible locations have also assisted.

2.5.3 ENVIRONMENTAL QUALITY AND SAFETY : ANALYSIS:

Previous studies have not considered either environmental quality or safety within Sullivans Cove.

However, to ensure a healthy and secure

environment for present and future users of the Cove, pollution, nuisances and hazard to the public and to property should be avoided or reduced wherever possible.

To encourage this awareness within a planning framework, consideration of environmental quality and safety, the location and transportation of hazardous and dangerous goods, personal safety and property security is necessary with all development proposals.

(a) Environmental Quality:

Water, air and land quality (and protection from environmental nuisances) in Tasmania is primarily controlled by the Environmental Protection Act 1973 and associated regulations. Other legislation makes reference to environmental quality, eg. Local Government Act, 1962 and the Public Health Act 1962.

Sullivans Cove is a small part of a wider landform system and environmental qualities within the Cove are affected by land and maritime uses both within the Cove and from this wider area.

There is little known of the current and historical environmental quality of Sullivans Cove, other than the visual quality of its built form.

It is therefore not possible to determine whether present water, air or land quality is acceptable for present or extended uses or has the capacity for further absorption or requirement for future improvement. This baseline data should be available if responsible planning for the future of the Cove is to be undertaken.

The Director of Environmental Control registers and licences operators of scheduled premises, as defined by the Act, as individual proposals and monitors their performance on a point source basis. Council is responsible for monitoring the performance of non-scheduled activities within its Municipal boundary (S.12, EPA, 1973) and for preventing nuisances and pollution (S. 618, LGA, 1962 and S. 12 EPA, 1973).

The Marine Board of Hobart also has some responsibility for pollution management under

the Marine Act, 1976.

The Environment Division of the Department of Environment and Planning does not undertake continual air and water quality monitoring of the general area although some testing of water quality is undertaken along the River Derwent.

Local Councils, in conjunction with the Environment Division, have been monitoring water quality at urban beaches in response to public concern. Recent findings (January 1991) have shown that water quality at some beaches, including water quality in Sullivans Cove, is potentially a health risk for recreational users undertaking primary contact, eg. swimming, sailboarding, etc.

Water quality in Sullivans Cove is affected from a number of sources including sewage treatment, stormwater emissions and vessel discharges which, if unmanaged, have the potential to create health risks and changes in biological productivity. This and many of the issues discussed below were identified in the Derwent River Management Plan, 1985 and still remain relevant, particularly the lack of specific data and lack of continuous monitoring.

A major sewage treatment plant for the City of Hobart is located at Macquarie Point. It has recently been upgraded by Hobart City Council to secondary treatment with disinfection processes to comply with the Environment Protection (Water Pollution) Regulations 1974. It is to be assumed that this level of treatment is sufficient for dilution purposes but the capacity of the Cove to absorb and dispose of waste materials is not known.

Stormwater run off from the urban concentration discharges into the Cove. It has the capacity to contain waste water emissions, solids and materials of a hazardous nature from road surfaces and transport areas with varying concentrations depending on its route and use. It may also be contaminated by fire water or wash down following fire or spillage within the catchments. The actual local level of contamination for much of the Cove's water is unknown.

Industrial wastes from operations which discharge into the River Derwent can have an



affect on the water quality of the Cove but the extent of their affect is insufficiently quantified.

Rubbish disposal and litter affect water quality, particularly at festive events which attract large crowds to the Cove, such as New Year's Eve and the major yacht race finishes.

Reclamation and major water structures can have a local water quality impact with the degree of impact being determined by the methods, the materials used and the contaminant levels within the sediments.

Ships in Port are required to comply with Marine Pollution Requirements and Environmental Protection Act, 1973 which require that they do not create pollution when in Port.

Ship's refuse is collected by the Marine Board and disposed of in the Board's incinerator at Macquarie Point. Sewage must be retained on board in holding tanks.

Oils, chemicals and materials in transit from Port related operations have the potential to discharge into the Cove if incorrectly managed.

Other sources of pollution from vessels can include materials used in ship maintenance and discharges of ballast water.

The Pollution of Waters by Oil and Noxious Substances Act, 1987 controls pollution from all ships except visiting naval vessels which are exempt.

The Marine Board and the Director of Environmental Control must be notified of any polluting spills.

A Local Oil Spill Contingency Plan is under preparation by the State Oil Pollution Control Officer within the Environmental Management Division.

Air quality emissions in Sullivans Cove should comply with the Environment Protection (Atmospheric Pollution) Regulations 1974.

Air quality, including pollutants and odour, is affected by emissions from vehicles, industry, sewage treatment and domestic activities such

as open fires etc.

Noise levels in Sullivans Cove are subject to the Environment Protection (Noise) Regulations, 1974.

The Regulations do not provide ambient noise levels but rather require that fixed noise sources do not cause offence to the public outside the operator's boundaries. Maximum noise levels and hours of operation for particular items of mobile equipment, vehicles and vessels are specified.

Land quality varies throughout Sullivans Cove. Major areas of the waterfront have been reclaimed.

The structural capability of the land will need to be determined prior to new development approvals.

Various sites in the Cove may be subject to contamination. This will be discussed below under Hazards.

Industrial Conflict between emissions from some industries in Sullivans Cove and other activities may occur. Dust blown from grain loading between the Silos and Princes No. 2 Wharf has occasionally created a nuisance in that local area.

(b) Safety and Hazards:

Many activities of a potentially hazardous nature occur throughout Sullivans Cove. The Dangerous Goods Inspectorate, State Emergency Service, Marine Board of Hobart and Department of Environment and Planning all have responsibilities regarding hazardous activities and their effects on the community.

Substandard Water and air quality can cause unacceptable levels of risk to the health and safety of the community.

Hazards to water quality and sediments can occur from contaminated fire water, spillages, leaks and improper disposal. Attention should be paid to contaminant levels in sediments when deciding on the location and method of their disposal.

Routine testing takes place whenever nuclear powered vessels enter Port. There is a Special Plan for visits of Nuclear Powered Warships which now requires anchorage 3-4km south of the Port.

Land quality of some sites in Sullivans Cove have the potential to be contaminated from oil and spills, leaks, disposal of wastes, leachates, etc. The Gasworks site and transport and industrial land, particularly at the northern end of the Cove, may require detailed assessment before being approved for other human use.

Inundation may occur in the vicinity of Market Place with a likelihood of 1 in 30 year flood. An overflow channel from Hobart Rivulet directs water from the rear of Royal Hobart Hospital past City Hall and the Sheraton through Dunn Street Car-park to Victoria Dock.

In the event of a major flood those parts of Macquarie Street and Davey Street in that vicinity may need to be closed.

The Greenhouse effect, that is the likely extent of climate change in relation to sea level height, has not been confirmed for Tasmania although it is generally held that there may be changes which could include:

- Increased frequency and violence of storm events,
- increased sea levels,
- increased ultra violet levels.

These issues would need to be addressed by Approving Authority(ies) when considering development applications.

Hazardous and Dangerous Goods and their storage, use and transport is subject to the requirements of the Dangerous Goods Act 1976 and its associated Regulations 1990. The Act specifies the substances and quantities which require a licence which is issued by the Chief Inspector - Explosives/Dangerous Goods Inspectorate (Department of Mines).

Although there is no formal requirement for notification, the disposal of hazardous substances should be undertaken in a manner



approved by the Director of Environmental Control.

The State Emergency Service can advise and review Hazards Analysis of some installations and proposed emergency plans.

The Marine Board of Hobart is guided by the Association of Australian Port and Maritime Authorities (AAPMA) Dangerous Substances Rules for the transport, handling and storage of hazardous goods.



Macquarie Point : Port activities

The Marine Board has various emergency plans for activities and emergencies in the Port including fire plans for both ships and land, oil pollution plan, hazardous goods storage, etc. In addition, each ship has its own plan for the handling of certain cargoes. It is the responsibility of the Harbour Master to ensure that the loading, unloading and storage of particular goods is handled safely and certain areas cordoned off as necessary.

The Union Steamship Company has undertaken a Hazards Analysis and prepared an Emergency Plan for its operation at Macquarie Wharf where paper, hydrogen peroxide and other potentially hazardous materials may be stored.

Other potentially hazardous materials in the Port include Caustic Soda storage and the underground pipeline under Macquarie Wharf No. 2 and chlorine storage at the sewage treatment work.

In the event of **fire** in the Wheat Silos, the Tasmanian Grain Elevator Board has an Exit Plan which essentially requires the closure of

the complex and action by the State Emergency Service. There is no Emergency Plan in place in the event of an explosion.

The Emergency Services Act 1976 requires all Local Government Authorities to prepare an Emergency Plan which can be implemented by Police in the event of a disaster or emergency. The Plan should address, inter alia, access routes, appropriate treatment of substances, hazard range, etc.

Although requested by State Emergency Service, Hobart City Council has not yet prepared an Emergency Plan.

(c) Personal Safety and Property Security:

Sullivans Cove is a public place and an important tourist attraction to Hobart and the State. It is an area which attracts many visitors and residents alike and therefore requires a high degree of public safety.

However, major areas of the Cove have activities which close at night and/or are lightly used at weekends creating a potential for crime or nuisance.

Although no analysis of safety or crime or potential for crime to either the public or to property has been undertaken, possible problems can be identified particularly in relation to movement patterns, and surveillance potential, both official and unofficial.

- There is potential danger from heavy road vehicles servicing the Port and cargo handling equipment on the wharves. Some sections of the wharves have to be closed to the public for their safety either permanently or from time to time.
- Pedestrian movement in particular is potentially unsafe in those areas of mixed pedestrian, vehicle and freight movements e.g. Franklin Wharf, Hunter Street and Constitution Dock.
- There is pedestrian danger from uneven paving surfaces and from vehicles both within the Cove and getting to the Cove particularly from the Central Business

District. These conflict points are addressed in more detail in 2.7 Movement.

- Although the Marine Board operates a 24 hour a day security on its property, because of the Monday-Friday business hours of many of the activities in the Cove, there is a lack of surveillance, both official and unofficial, from other property users and passers by creating the potential for violence and vandalism. Areas with high levels of visibility or continuous movement flows have a lower incidence of crime.
- There is poor lighting in some sections of the Cove particularly those areas away from floodlighting or major street lighting, eg. Brooke Street, Kelly Steps, St. Davids Park. These areas are potentially unsafe for people and unsecure for buildings and vehicles.



DESIGN PRINCIPLES: IMAGE, AMENITY AND SAFETY 12

GUIDING PRINCIPLES

IMAGE, AMENITY AND SAFETY

Buildings, spaces and other urban elements shall be designed to form a "readable" or "legible" precinct image or structure. (With for instance, clear landmarks, views and edges between districts).

AMENITY

(Telephones, toilets, drinking fountains, statues, historic interpretation points, and so on) shall be extended and improved, and sometimes introduced (eg. covered walks against wild weather) to provide greater comfort in the Cove.

SAFETY from industry and environmental hazards shall be controlled by environmental performance standards and/or land-use separation.

Though SULLIVANS COVE has a strong image, it can be further strengthened. Corridor Views and Edges shall be reinforced. Landmarks will be protected and can be accentuated. Nodes can be extended. There can be new Viewing Points. And so on.

City Hall, which is hardly a landmark now, can become one by means of the design of the landscape before it.

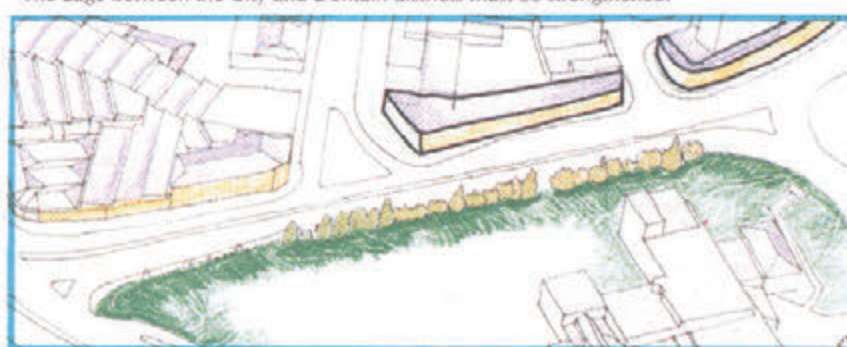


The Edge (or "Wall") to the Main Space of the COVE can be extended or "completed" and new building shall not be so high that it overshadows the waterfront.



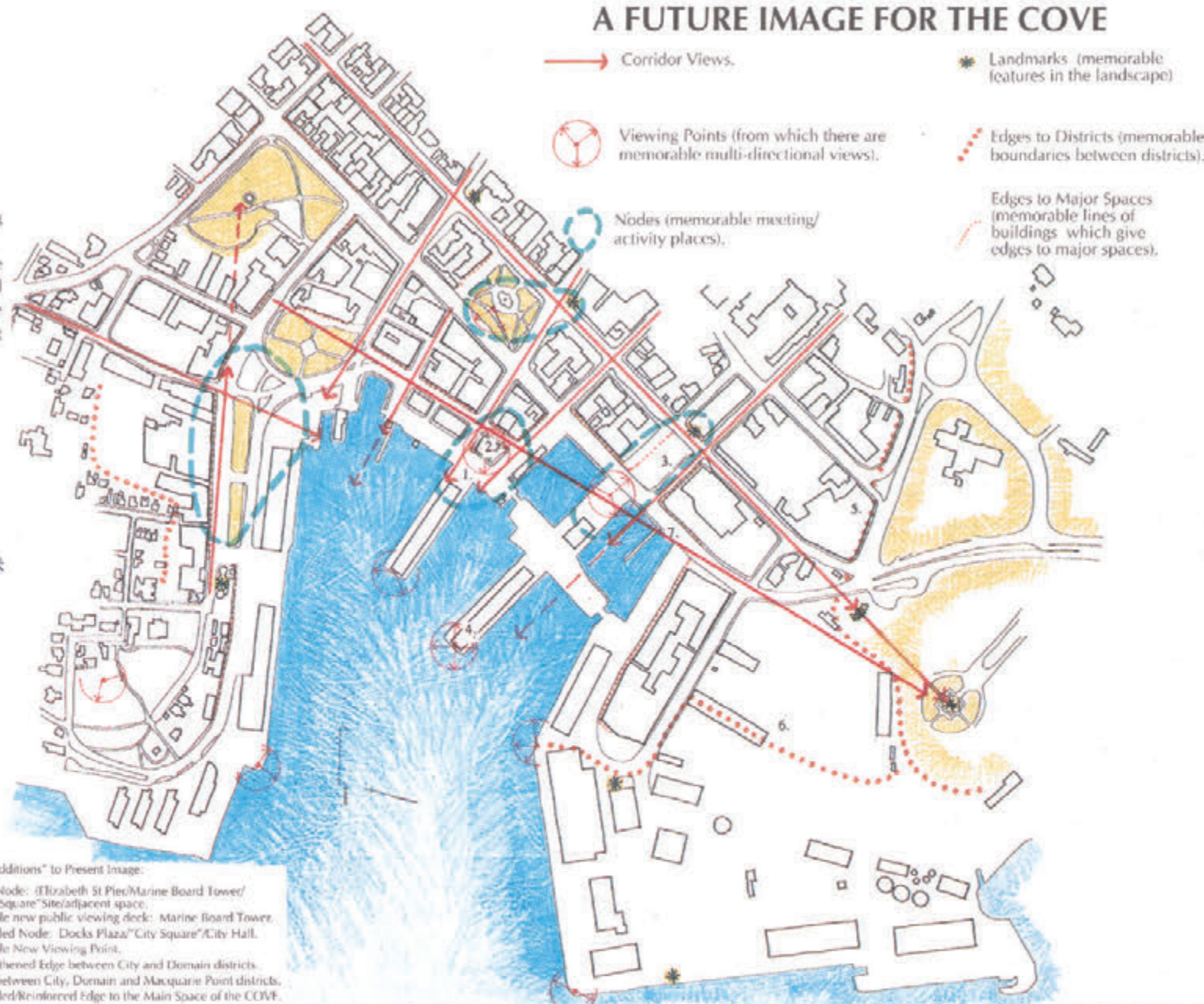
"Civic Square" Site.

The Edge between the City and Domain districts must be strengthened.



Museum and Art Gallery extension

A FUTURE IMAGE FOR THE COVE



Main "additions" to Present Image:

1. New Node: (Elizabeth St Pier/Marine Board Tower/ "Civic Square" Site/adjacent space).
2. Possible new public viewing deck: Marine Board Tower.
3. Extended Node: Docks Plaza/City Square/City Hall.
4. Possible New Viewing Point.
5. Strengthened Edge between City and Domain districts.
6. Edge between City, Domain and Macquarie Point districts.
7. Extended/Reinforced Edge to the Main Space of the COVE.

A new (or at least extended) Node.

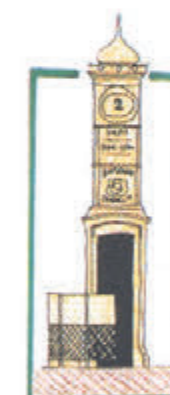
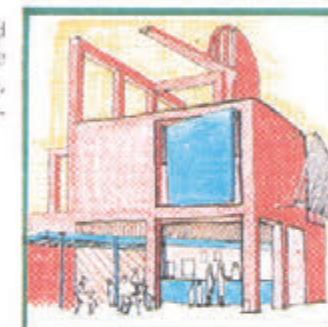


Existing Amenities shall be extended and new ones introduced with an emphasis upon quality (and novel) design. (Here, some images are introduced from cities elsewhere for such urban amenities are not well developed in Hobart).



Lock-up Sales Kiosks.

An integrated and legible Tourist Centre (information, toilets, restrooms, telephones.....).



A Parisian pissoir.



Building bases can include seating.



Bicycle Stands.



Covered Waterfront Walkway.

Water, Air and Ground Pollution and Odour and Noise Nuisances shall be controlled by environmental performance standards and/or by land-use separation.



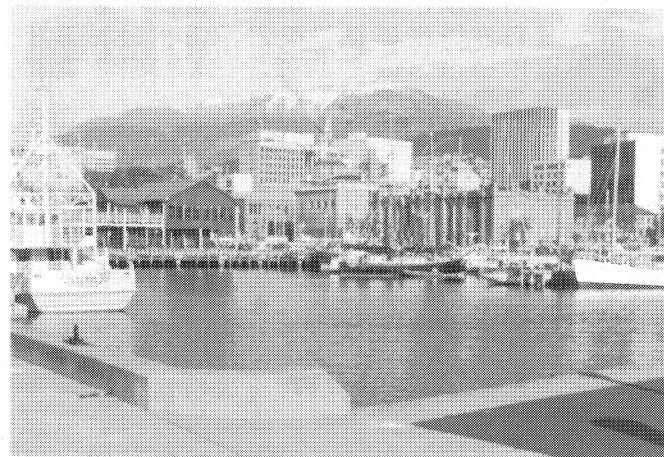
2.5.4 IMAGE, AMENITY AND SAFETY: DESIGN PRINCIPLES

Image : Design Principles

Guiding Principle:

Buildings, spaces and other urban elements shall be designed to form a readable or legible precinct, image or structure with clear vistas, views, nodes, paths, landmarks and edges between districts and around major spaces.

Sullivans Cove has a strong image, and there are opportunities for it to be further strengthened.



Victoria Dock: from Hunter Street to Mount Wellington

Principle IAS1:

New development shall respect and reinforce the special image of Sullivans Cove.

Vistas and views shall be maintained and reinforced.

There is opportunity to intensify or extend identified nodes by locating facilities within these nodes.

Paths should be defined and extended and made legible. Recommendations are made in 2.3 Form : Spaces and Buildings and 2.7 Movement.

Landmarks should be protected and accentuated. Tall landmarks should be highlighted through the retention of vistas and night lighting, corner landmarks retained and other landmark buildings respected.



Queens Domain : Cenotaph landmark

Edges between the Cove and adjoining districts should be made more distinct and permeable and edges around major spaces reinforced.

The edge to the Main Space of the Cove can be extended or completed. New buildings shall not overshadow the waterfront. The edge between the City and Domain districts must be strengthened.



Salamanca Place : Edge to the Main Space

The night image should be enhanced (see recommendations in 2.4 Urban Detail).

2.5.5 AMENITY : DESIGN PRINCIPLES:

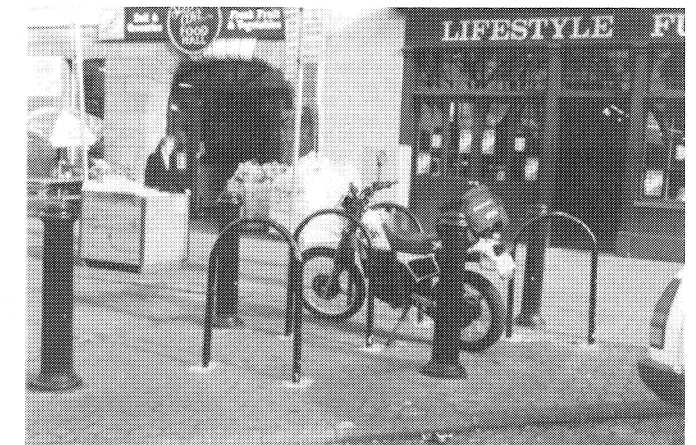
Guiding Principle:

Facilities which contribute to the amenity of Sullivans Cove shall be extended and improved in order to provide greater comfort in the Cove.

Principle IAS2:

Buildings and spaces within Sullivans Cove shall be designed to ensure a pleasant and comfortable environment.

Facilities should generally be grouped at nodes. (See 2.4 Urban Detail for the design and placement of these facilities).



Salamanca Place : Urban Detail

Telephones, toilets and information should be available in clearly identifiable locations.

As Sullivans Cove is the major tourist attraction in Hobart, it would seem appropriate that tourist and general information (eg. transport timetables, routes, etc.) be available seven days a week and both day and night in peak seasons.

Protected seats and garden benches should be provided and additional seating made available with appropriate design and in the placement of low walls, plinths, building details, steps, etc.



Franklin Square: Seating in an Urban Garden



Additional postal services, either post boxes or a small post office, should be provided in the Cove, particularly in major public areas such as Salamanca Place.

With the increasing public activity in the waterfront, rubbish collection should be increased to a level of service similar to the City Centre.

Easy to follow and interesting pedestrian routes with access to public transport links would contribute to the comfort of users of the Cove. This is discussed in further detail in 2.7 Movement.

Protection from rain, wind and harsh glare and reflections should be incorporated in the design of both spaces and buildings.

New development should have no adverse effect on the micro-climate.

Overshadowing which excessively restricts daylight and sunlight into public places should be avoided.



Davey Street : Overshadowing

Wind effects of new development should not be to a level which could make public areas dangerous or uncomfortable, particularly for pedestrians and cyclists.

Traffic noise, particularly in the vicinity of Davey and Macquarie Streets, should not be allowed to further intrude into the amenity of the Cove.

2.5.6 ENVIRONMENTAL QUALITY AND SAFETY: DESIGN PRINCIPLES

Guiding Principle:

Safety from industry and environmental hazards shall be controlled by environmental performance standards and/or land use separation.

Principle IAS3:

Sullivans Cove shall be a safe and healthy environment for recreational purposes, Port operations and marine life.

(a) Environmental Management:

There is at present no legislative requirement in Tasmania for the preparation of an assessment of the environmental impact of a development unless the development is a scheduled premise or as a requirement of a specific Planning Scheme.

Developments with a potential for environmental impact or hazard should be subject to such an assessment.

It should be the Council's responsibility to require a proponent, whether private developer or public authority, to show that a proposal will have no adverse effect on the health, safety and visual quality of Sullivans Cove.

It will need to be ensured that the authority assessing the proposal has access to skills which can ensure critical and informed judgement. This may entail the employment of appropriate Consultants.

Environmental requirements must comply with State regulations. It will need to be ensured that any environmental requirements should be uniform throughout the State. Advice on these can be obtained from the Director of the Division of Environment (Department of Environment and Planning).

The Environmental Assessment of Scheduled Premises shall be undertaken in accordance with The Environment Protection Act 1973.

For non-Scheduled Premises, Council shall

consult with the Director of Environmental Control or equivalent relevant authority on the requirements for an Environmental Report and on the assessment procedure.

The proponent may be required to assess physical (spatial and built form and detail), bio-physical (water, air, land quality), social, economic and hazard and risk impacts as considered relevant by Council. The proponent will need to show that the proposal:-

(1) Complies with any relevant regulations or requirements of relevant authorities;

OR

(2) if no regulations:-

(i) That the emissions generated by the proposed use, activity or work at no time create a nuisance or hazard to other land-owners and land users.

(ii) That the level of contamination of the site is acceptable for the proposed use and does not significantly reduce options for its future use.

The proponent should state the measures which will be taken to ameliorate environmental impact by either containing any pollutant within the site boundaries, or reducing its export to acceptable levels.

If the site is shown to be contaminated, the measures to be taken to decontaminate the site will need to be detailed.

The approving authority, whether Local or State Government or both, will need to specify development standards which identify appropriate environmental requirements against which the proposal can be assessed.

In order to identify desirable standards, an Environmental Audit of the water, air and land quality of Sullivans Cove should be undertaken.

All authorities are required to prevent pollution and abate the effects of existing and proposed activities (S. 12, EPA, 1973). All authorities need to ensure that the use of land and water in Sullivans Cove and in its catchment is



undertaken in a manner which will protect the environmental quality of the Cove.

Water and air quality (pollutants, odour, noise) should be regularly monitored to determine ambient levels and gauge changes in environmental quality.

This will enable appropriate pollution management measures to be undertaken to ensure the sustainable use of the Cove with an acceptable quality of environment for its desired functions.

The acceptable environmental quality requirements may vary from area to area within Sullivans Cove. For example, the requirements for a cultural activity site may vary greatly from those for an industrial site.

(b) Hazardous and Dangerous Goods:

A hazard is a physical situation with a potential for harm to life, health, property or the environment (AS1216.1)

A Hazards Analysis and risk assessment should be undertaken during the design stages of any installation of a potentially hazardous nature.

The Dangerous Goods Inspectorate can advise on the potential level of risk to the community, whether a licence is required and the maximum amounts of dangerous goods which can be stored.

The analysis should identify the events that could lead to an unacceptable level of hazard, the routes by which a hazard could occur and the likelihood and possible extent of harmful effects. Any proposals to reduce these impacts by the operator should be described and design changes made if necessary. The State Emergency Service and the Environment Division of the Department of Environment and Planning can advise in the preparation of Emergency Planning and Hazards Analysis. The proposal should not be approved if it is not supported by the relevant referral authority (eg. State Emergency Service or equivalent).

The proponent will need to show that production, storage, the installation and the transport of any hazardous and dangerous

goods will comply with any regulations and requirements of the Dangerous Goods Inspectorate and will be granted any relevant approvals.

The disposal of hazardous wastes must be undertaken in a manner which has the approval of the Director of Environmental Control.

Hobart City Council shall prepare an Emergency Plan as required by the Emergency Services Act 1976 and in conjunction with the State Emergency Service.

(c) Personal Safety and Property Security:

Personal safety and crime prevention should be a design consideration in all new planning and development decisions.

It is important that Sullivans Cove be safe and be perceived to be safe as both a daytime and night time public place.

The main deterrent to crime is public visibility. Areas which are well lit and clearly visible from other buildings and public spaces and have a high number of passers by or public usage have lower crime levels. Such lighting should fulfil at the same time other qualitative considerations such as colour of light and impact on other light systems.

High levels of street activity, mixed land uses operating at varying hours, a strong sense of community and spatial design ensuring views of vulnerable areas can all deter crime by making areas more attractive and less alienating.

Enclosed or semi-enclosed public spaces in areas with limited or no night time activity should be avoided. Daytime pedestrian spaces, such as malls, have the potential to become unsafe and therefore unused at night time. These spaces should be designed to permit night time car usage to increase activity and visibility.

These matters should be considered in future Spatial and building developments.

Vehicular/pedestrian conflicts should be reduced through traffic restraint. See 2.7 Movement. Pedestrian areas should be made safe through

the use of pavers and materials which are of an even and non-slip surface.

Pedestrian routes can be made safe by ensuring they are well lit, as short as possible between activity points, wide enough to allow comfortable passing and be highly visible. Underpasses, long, narrow enclosed spaces and tunnels which are susceptible to very little surveillance should be avoided.

Car-parks, whether elevated floors, underground or open areas should all ensure personal safety through visual accessibility.

Property security can be further strengthened through the use of vandal proof materials, security measures and official surveillance.



Davey Street: vehicular/pedestrian conflicts



LAND AND MARITIME ACTIVITIES

J1

SULLIVANS COVE is special for there is not only a great mix of Activities behind private boundaries and in BUILDINGS but also in Public Spaces and on the Water.

Further, many Activities have qualities that give special life and character to the COVE.

Many Activities are of a cultural and festive kind.



Many Activities give life beyond the work-a-day weekday 9 to 5.

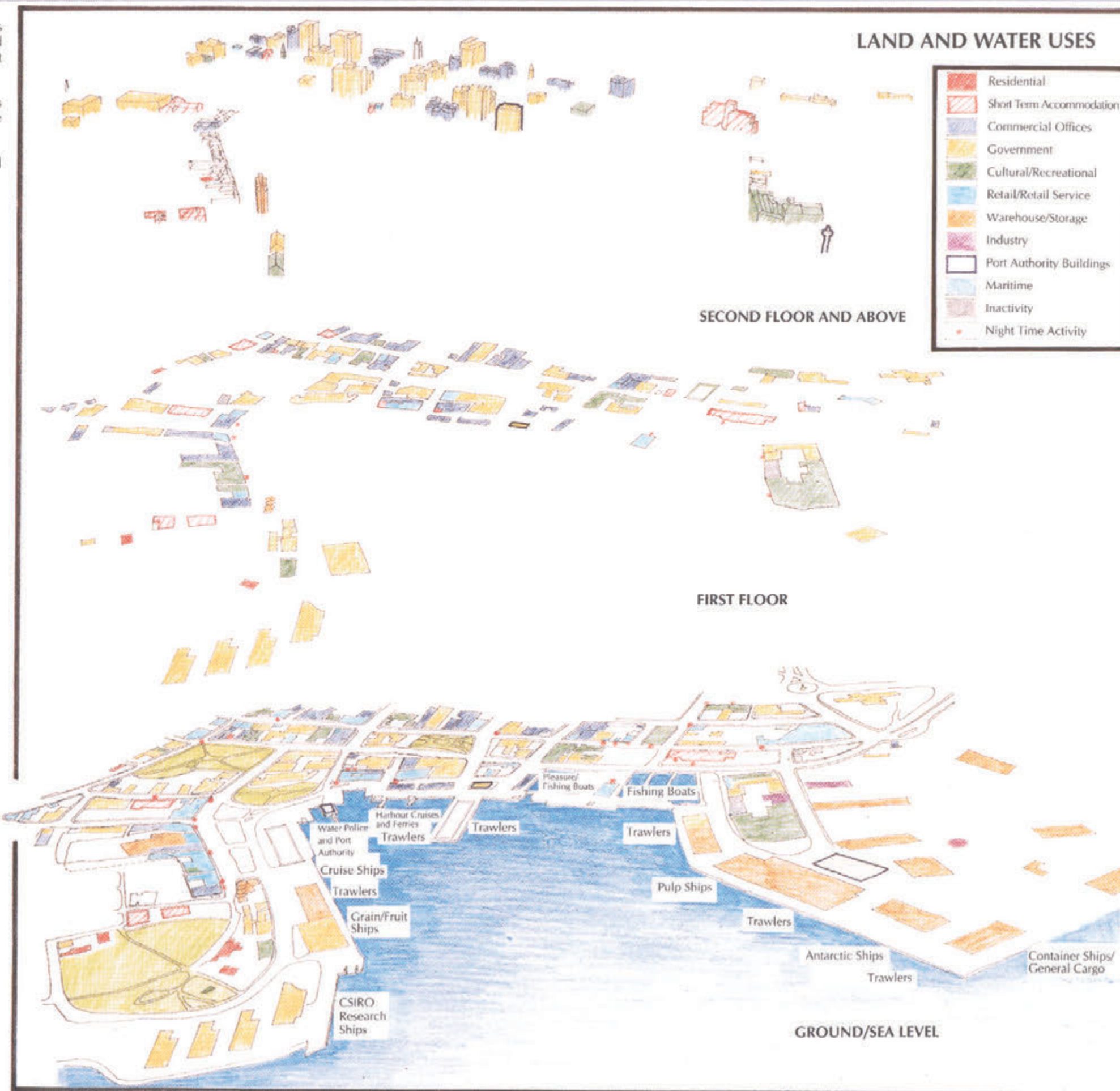
Many are small in scale and some of the traditional buildings of modest scale are home to several tenants.

Further, Water Activities are the focus of the COVE and its reason for being. For Hobart, the Port is a lifeline to the world.

Within this great mix of Activities there are concentrations of certain kinds which give particular places spatial flavours.

One such place is Macquarie Street, home to many of Hobart's most senior institutions - financial, State, social and religious. It is the City's grandest Street.

BUT same Activities are 9 to 5 and stacked high in dull uniformity. AND there are large areas of idle land and even idle buildings. These add little to the life and character of the COVE.



Water activities are many and varied and the focus of the COVE.

Leisure



Fishing



Pleasure



Cargo



Cruise





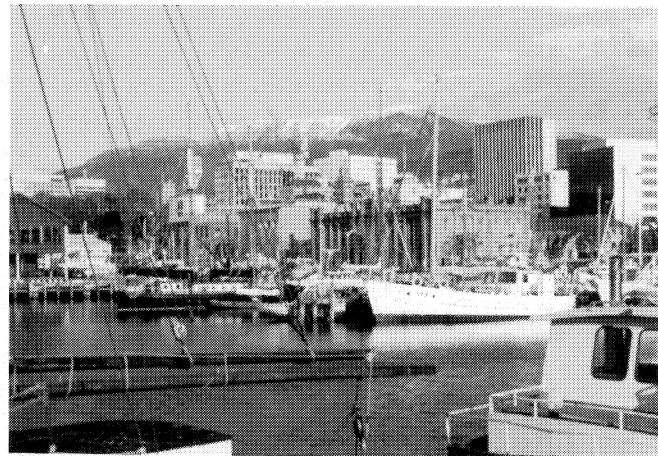
2.6 LAND AND MARITIME ACTIVITIES:

2.6.1 INTRODUCTION:

The economic influences on activities in Sullivans Cove are addressed in the Economic Study which has been undertaken as part of this Review.

Sullivans Cove is primarily a working Port. However, it also has a great diversity of land and maritime activities and is a place of continual change.

The Cove is the principal tourist attraction in Hobart.



Victoria Dock : from Hunter Street to Mount Wellington

The planning area, which includes the immediate waterfront and its surrounds, is a cultural and festive focus for the City. Activities change according to season and weekdays/weekends.

Night time activities occur predominantly at either end of the Cove and on the water with special night ferry cruises and other night shipping movements.

Previous studies have considered activities in varying detail.

The Sullivans Cove Study, 1979 considered changing land use patterns, in particular, the refocussing of the Port from the inner Cove to Macquarie Point and the decline in Port related manufacturing. The Study identified an emerging changing relationship between

Sullivans Cove and the City with the Cove:-

- (a) Increasingly accommodating City functions (expansion of administration, traffic movement and parking) and,
- (b) expanding its alternative role of providing people attracting activities, eg. market, museum, restaurants, taverns, fish sales, community and arts centre, etc.

The Study recommended seven specific use zones for the Cove:-

- Zone 1 Transport,
- Zone 2 Commerce/Light Industry,
- Zone 3 Office/Administrative,
- Zone 4 Mixed Use,
- Zone 5 Cultural/Community,
- Zone 6 Open Space.

SCUDS provided a wider discussion of activities with greater recognition of the role of marine and Port activities.

SCUDS identified:-

- The northern sector of the Cove as containing wholesale, light industrial and transportation uses with low pedestrian generation and interest;
- the central sector having high intensity pedestrian generators, particularly offices;
- the southern sector, particularly Salamanca Place, containing tourist activity; and,
- an extremely limited availability of retail/street level activity.

SCUDS recognised the cultural and recreational value of the Cove and its role as a centre for special events.

It recommended the encouragement of uses that generate street level activity and the revitalisation and intensification of waterfront areas through the recycling of disused or underutilised spaces and buildings, particularly

in the Central Cove area between Murray Street Pier and Macquarie Wharf No. 1. Non-retail service activities were to be discouraged from street activities.

The Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 recognised the Cove as Hobart's "cultural domain", its importance as a social focus for the City and its role as a "dynamic functioning Port". This Study did not address activities specifically.

The trends identified in all the Studies: the changing focus and role of the Port, the decline in industry, warehousing and storage and the increase in cultural, recreational, office and public uses have continued to the present and will continue.

The majority of the Study area within the Battery Point Scheme, 1979 is within the Mixed Use Zone. Many of the uses identified by previous studies as being appropriate to the changing role of the Cove are discretionary in the Planning Scheme and require public exhibition and rights of objection, eg. Coffee Shops, Art/Craft Shops, eating places, etc.

The recently implemented City of Hobart Interim Order divides the Cove between two zones, Central Commercial and Administrative, and Central Service. The former encourages residential, community activities, entertainment, small offices and retailing. It excludes transport depots and industries. The latter promotes service industries, local shops and passive recreation.

2.6.2 LAND ACTIVITIES : ANALYSIS:

Sullivans Cove is primarily a commercial working Port with maritime activities and freight moved through and stored in waterfront spaces and buildings.

In addition to its role as a Port, the Sullivans Cove planning area contains:-

- Seats of Government, both the State Tasmanian Parliament and the Local Hobart City Council;
- Courts of law;



- public administration offices, including the Treasury and the Premier's Department;
- major financial institutions, particularly along Macquarie Street, including the Reserve Bank, the Stock Exchange, other banks and financial institutions;
- commercial offices, with recent prestige office developments choosing to locate near the waterfront rather than closer to the City Centre;
- educational facilities, particularly the Centre for the Arts;
- cultural facilities including the Theatre Royal, the Tasmanian Museum and Art Gallery, the Post Office Museum, the Peacock Theatre and other cultural activities including many small art and craft galleries;
- leisure retailing of both tourist and local interest including arts and crafts, and produce markets;
- recreational and tourism facilities including restaurants, coffee shops, taverns and tourist accommodation, (although the latter only caters for the upper end of the market);



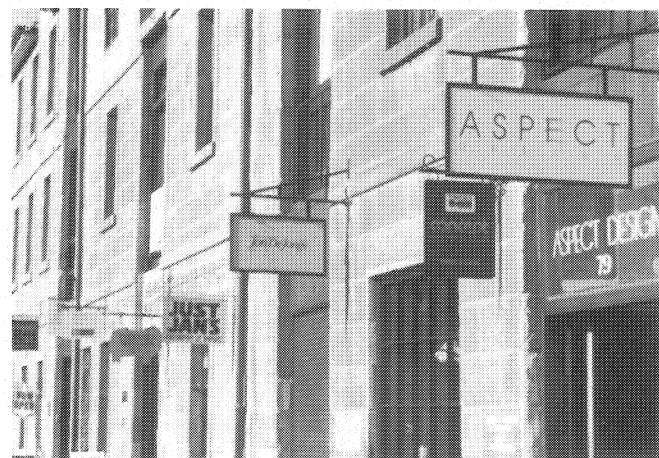
Salamanca Place: a recreational and tourism focus

- areas used for special events including waterfront festivals and yacht race finishes;
- limited residential use mainly adjoining Battery Point, which has historically declined from larger communities, eg. Wapping;

- industry;
- warehouse/storage;
- transport;
- ecclesiastical facilities, in particular, St. David's Cathedral and St. Joseph's Church. Former Churches such as St. David's Mission Church and the Congregational Church are now used for other purposes.

Land uses of similar characteristics have tended to concentrate in specific areas and have consequently given those areas their particular character, eg. industry and transport have located to the extreme north of the Cove, cultural/community facilities to the north, north west and centre, retailing/recreation to the south and public administration throughout the central area.

Apart from the wharf activities, land uses in Sullivans Cove have traditionally been small scale with multiple tenancies and extended hours of operation. Activities in these buildings vary from floor to floor and inactivity increases in higher levels in buildings without lifts.



Salamanca Place : Multiple Tenancies

More recent developments have tended to be large scale and uniform, particularly the daytime/weekday office blocks, creating large areas of inactivity at night time and on weekends.

Added to this, there are other major sites of inactivity, both spaces and buildings, including disused wharf sheds, the former Gasworks, the

former IXL Buildings, and the many large vacant sites presently used for car-parking. These idle areas detract from the vitality of the Cove.



Montpelier Retreat : Vacant Site used for Car Parking

2.6.3 MARITIME ACTIVITIES : ANALYSIS

Sullivans Cove has been a centre of maritime activity since settlement.

For Hobart, it is the gateway to the City.

Maritime activities in the Cove include:-

- Cargo vessels including regular services to Sydney and Melbourne, car ships, bulk and container ships, grain/fruit ships, side loading bulk ships and chemical tankers;
- International cruise vessels;
- Antarctic resupply vessels;



Port of Hobart : Antarctic vessel "Aurora Australis"



- CSIRO marine research vessels, adjacent to the Marine Laboratories;
- commercial fishing, both local and visitor boats and fish sales;



Constitution Dock : Fishing boats

- water police and emergency services;
- Port Authority services;
- visiting Naval vessels and research vessels;
- harbour cruises and commuter ferries;
- recreational craft;
- special maritime events such as Sydney-Hobart and Melbourne-Hobart Yacht Races, the Regatta, Tall Ships, etc; and,
- berths for the historic May Queen, North Head and reproduction Lady Nelson.

As identified in the 1979 Study, the main Port operations, (general cargo and container ships) now occur at Macquarie Point because of changing maritime and cargo handling technology. The location of the Port Control Tower in this area has reinforced this role.

With the refocussing of the Port to Macquarie Point, the role of the Inner Cove has changed although as changes occur in cargo handling technology and requirements, and as circumstances fluctuate for fishing and cruise vessel operators, some Port operations emphasis may shift back to the Inner Cove in the future.

Large wharf areas, particularly Princes No. 1 Wharf Shed and Elizabeth Street Pier, are now virtually unused and are certainly not used for the purposes for which they were built and have been ear-marked for redevelopment.



Elizabeth Street Pier: an underutilised wharf shed

Port and waterfront activity is part of the character of the Cove and the City. The arrival and departure of large and small vessels provides continually changing scenes at the ends of City streets.

Public access to Port areas is a feature of Sullivans Cove. This is generally not available in many other parts of Australia because of safety and security concerns.



Constitution Dock : Waterfront fish sales



DESIGN PRINCIPLES: LAND AND MARITIME ACTIVITIES J2

GUIDING PRINCIPLES

LAND AND MARITIME ACTIVITIES

SULLIVANS COVE shall continue as a working Port (with associated transport and industry), fishing and yachting harbour, cultural centre, recreation and entertainment district, centre of Government and administration, and place for commerce and living.

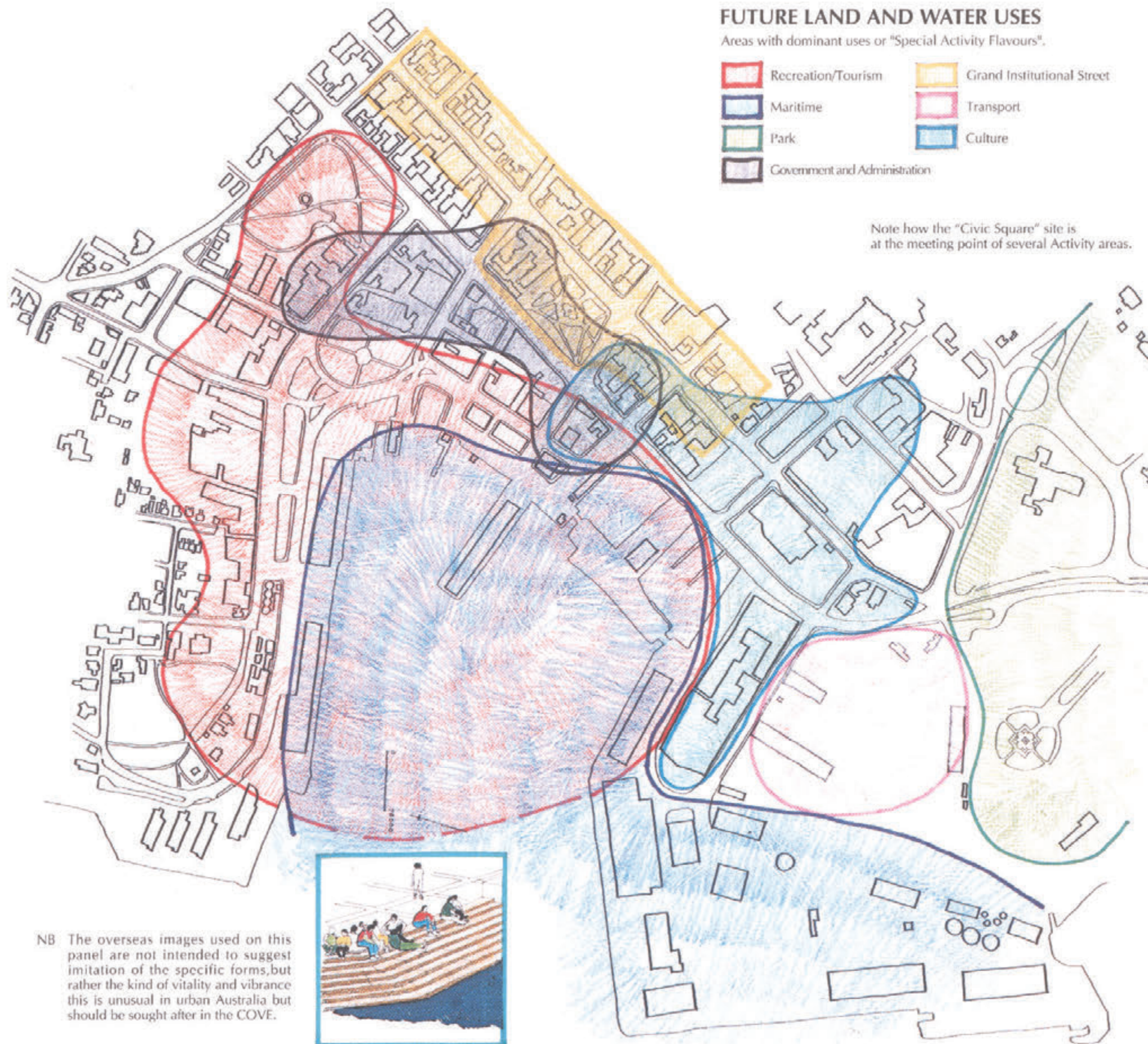
It shall continue to cater for public activities: market, exhibitions, fish sales, busking, etc. It shall display its history, and have a life beyond nine-to-five.

Further, the activities shall complement rather than compete with those of the central area and other inner city places. And they shall not demand new buildings which are out-of-scale with the COVE.

The primary aim is to generate greater vitality while not detracting from the essential character of the COVE.

To do this, Mixed Activities are essential. The intention is therefore not to zone exclusively for certain activities but to encourage mix, yet emphasise the Special Activity Flavours of the various parts: culture, government, tourism and so on. (See Plan).

It is: to strengthen the COVE's role as a cultural and festive focus, to extend the life beyond 9 to 5, to encourage public activities in buildings at street level, and to encourage outdoor 'street' Activity.



FUTURE LAND AND WATER USES

Areas with dominant uses or "Special Activity Flavours".

- | | |
|-------------------------------|----------------------------|
| Recreation/Tourism | Grand Institutional Street |
| Maritime | Transport |
| Park | Culture |
| Government and Administration | |

Note how the "Civic Square" site is at the meeting point of several Activity areas.

NB The overseas images used on this panel are not intended to suggest imitation of the specific forms, but rather the kind of vitality and vibrance this is unusual in urban Australia but should be sought after in the COVE.



It is also to encourage some residential accommodation and to revitalise idle sites and buildings.



BUT this must all be constrained by two Very Important Principles. On the Water, the Activities of the working Port shall receive preference over recreation.

And on Land, no Activity shall be permitted that demands a building type which is out of scale or character with the COVE (See previous Panels).



2.6.4 LAND AND MARITIME ACTIVITIES : DESIGN PRINCIPLES:

Guiding Principle:

Sullivans Cove shall continue as a working Port (with associated transport and industry), fishing and yachting harbour, cultural centre, recreation and entertainment district, centre of Government and administration and place for commerce and living.

It shall continue to cater for public activities - markets, exhibitions, fish sales, etc.

It shall display its history and have a life beyond nine-to-five.

Further, the activities shall complement rather than compete with those of the central area and other inner City places. And they shall not demand new buildings which are out-of-scale with the Cove.

Principle A1:

The vitality of Sullivans Cove shall be encouraged through the maintenance of its strong visual image and continuance of its diversity of activities.

Mixed activities are essential for retaining the character of Sullivans Cove and generating greater vitality.

The intention is therefore not to zone exclusively for certain activities but rather to emphasise preferred activities in particular areas to reinforce the identifiable character and dominant use of these areas.

These Activity Areas and their distinctive functional characters are:-

Recreation/Tourism:

This Area is Hobart's major tourist destination and has a readily identifiable image. Its role as an area for recreation, tourist retailing, entertainment, markets, public gatherings and inner City residential living must be maintained and reinforced.



Salamanca Place: an area of recreational and tourism activities

Maritime:

This Area contains the operational Port of Hobart with cargo handling, fishing industry, cruise liners, ferries, recreational boating, world class yachting events and other maritime activities. Its role as a maritime gateway and working Port must be maintained and reinforced.



Constitution Dock: varied maritime activities

Park:

This Area contains important community symbols including the Cenotaph, Boer War Memorial, and the Domain. Its ceremonial, civic and recreational roles must be maintained and reinforced.

Government and Administration:

This Area contains Government and Judicial activities. Its civic function must be maintained.



Cnr Davey Street and Elizabeth Street : HEC Building: within an area of government administration

Transport:

This Area at the northern gateway to the Cove and the City contains a terminus of State rail system and is adjacent to the Port and a State highway with a link to the airport and other links to the east and north of the State. Its role as a transport interchange should be strengthened.



Macquarie Point : Port and transport activities

**Culture:**

This Area contains a concentration of cultural and educational facilities. This role should be maintained and reinforced.

Grand Institutional Street (Macquarie Street):

This Area is the financial heart of Hobart and contains prestigious office accommodation. Its role as Hobart's main financial area should be reinforced.



Macquarie Street: Hobart's grand street

Preferred future activities are identified for each of the Activity Areas.

Other uses may be permitted when they are ancillary to the preferred use or when they would not change the overriding character of the area or compromise its future use for preferred activities.

LAND ACTIVITIES:**Principle A2:**

The activities of the working Port shall receive preference over recreation.

Around the waterfront, the efficient operation of Port activities shall not be constrained by other activities.

Principle A3:

The importance of the activities in Sullivans

Cove to the Capital City and the State shall be recognised.

Sullivans Cove shall continue as a Government, administrative, financial and judicial focus for the State.

Principle A4:

Land uses which require very large, undifferentiated floor areas and dictate high and bulky buildings shall be excluded from certain areas of Sullivans Cove.

Activities shall only be permitted when they can be accommodated in spaces or buildings which are of a scale and character appropriate to Sullivans Cove. See 2.3 Form : Spaces and Buildings; 2.4 Urban Detail : Spaces and Buildings.

Principle A5:

All buildings shall provide active street frontages.

All buildings at street level shall be permeable to pedestrian movement and otherwise provide elements of interest to pedestrians.

Principle A6:

Sullivans Cove shall be a safe place for people where vehicles do not take precedence.

Traffic generation from activities shall not be allowed to direct development form.

Activities shall be permitted when the traffic or parking which they generate does not require a form which is out of scale with the character of the Cove. The degree of traffic generation from activities and its accommodation shall be a consideration in all developments.

Principle A7:

Sullivans Cove shall be revitalised and its public use extended through the development of spaces and buildings which are complementary to the Heritage character of Sullivans Cove.

Inactive and idle sites resulting from the decline

of traditional Port activity shall be refurbished and adapted for new uses. Major opportunities include Princes No. 1 Wharf Shed, Elizabeth Street Pier, Gasworks, Hunter Street buildings and the many areas of "Lost Space" currently used for car-parking.

Principle A8:

Sullivans Cove shall maintain and expand its role as a place for people.

A cultural/educational focus shall be reinforced in the area between the Centre for the Arts, Theatre Royal, City Hall, Tasmanian Museum and Art Gallery, Town Hall and Civic Square site.

The Cove shall continue to provide a stage for festive and special events.



Salamanca Place: a place for people

Leisure retailing, convenience facilities, recreational activity and pedestrian amenity and visual interest shall be encouraged at street level.

Service activities and commercial offices shall be encouraged to locate above or away from street frontages.

Activities in Sullivans Cove shall complement rather than compete with City Centre activities.

Recreational activities shall include galleries, concerts, recitals, theatres, exhibitions, facilities for children, street theatre and entertainment, bands or quiet reflection.



Principle A9:

Sullivans Cove activities shall be easily accessible.

Access to activities in Sullivans Cove shall be facilitated through the availability of short term parking, more comfortable pedestrian routes between activities and parking and improved public transport. See 2.5 Image, Amenity and Safety. See 2.7 Movement.

Principle A10:

The tourism role of Sullivans Cove shall be reinforced.

A tourist Information Centre shall be provided in Sullivans Cove to serve cruise ship visitors and other tourists.

A range of tourist accommodation shall be encouraged into the Cove to provide alternative choice to the upper market facilities presently available.

Principle A11:

Inner City residential use shall be encouraged.

Residential opportunities shall be encouraged in new developments, particularly as a link to the historic village of Battery Point and in other Activity Areas as a support to preferred uses.

In the final working of the plan, incentives and bonuses should be investigated to assist with residential infill in the Cove becoming a reality.

Various levels of Government could be approached with a view to subsidising residential accommodation particularly at the northern and southern ends of the Cove.

Principle A12:

Industry, warehousing, storage and transport shall be consolidated.

Industry, warehousing, storage and transport activities shall continue to be directed to the northern sector of Sullivans Cove with access from Evans Street.

MARITIME ACTIVITIES:

Principle A13:

On the water, the activities of the working Port shall receive preference over recreational maritime activities.

Commercial Port activities shall be allowed continued efficient operation because of their economic and employment contributions to the City and the State.

Sullivans Cove shall be maintained as a multi-purpose Port.

Commercial fishing activities shall be allowed to expand as the Cove becomes increasingly important as a fishing Port.



Brooke Street Pier: ferry operations

Principle A14:

Activities which are ancillary to and support maritime activities shall be encouraged.

Fish sales shall be allowed to continue at the wateredge as part of the character Sullivans Cove.

Welcoming facilities for cruise liners shall be encouraged.

Underutilised and vacant wateredge structures shall be refurbished, altered where appropriate and adapted for public uses.

Public waterfront and wateredge access shall be retained and improved (see 2.7 Movement).

The City/water visual link shall be maintained.



With its many tourist, cultural and outdoor activities, SULLIVANS COVE is a place to walk, cycle and promenade.

It is also a huge car park, crossing place for traffic from and to elsewhere, and destination for big trucks.

This gives rise to many problems.

There are serious points of conflict between vehicles and pedestrians

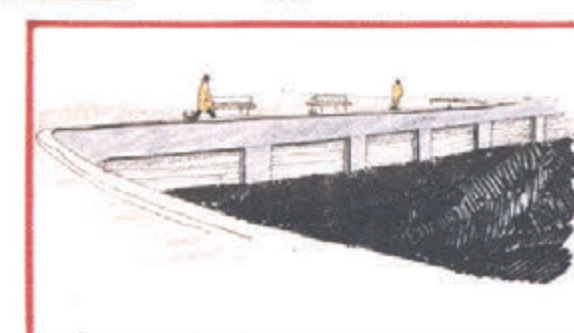


And some routes through the COVE are used as by-pass routes to the detriment of the area and pedestrians.

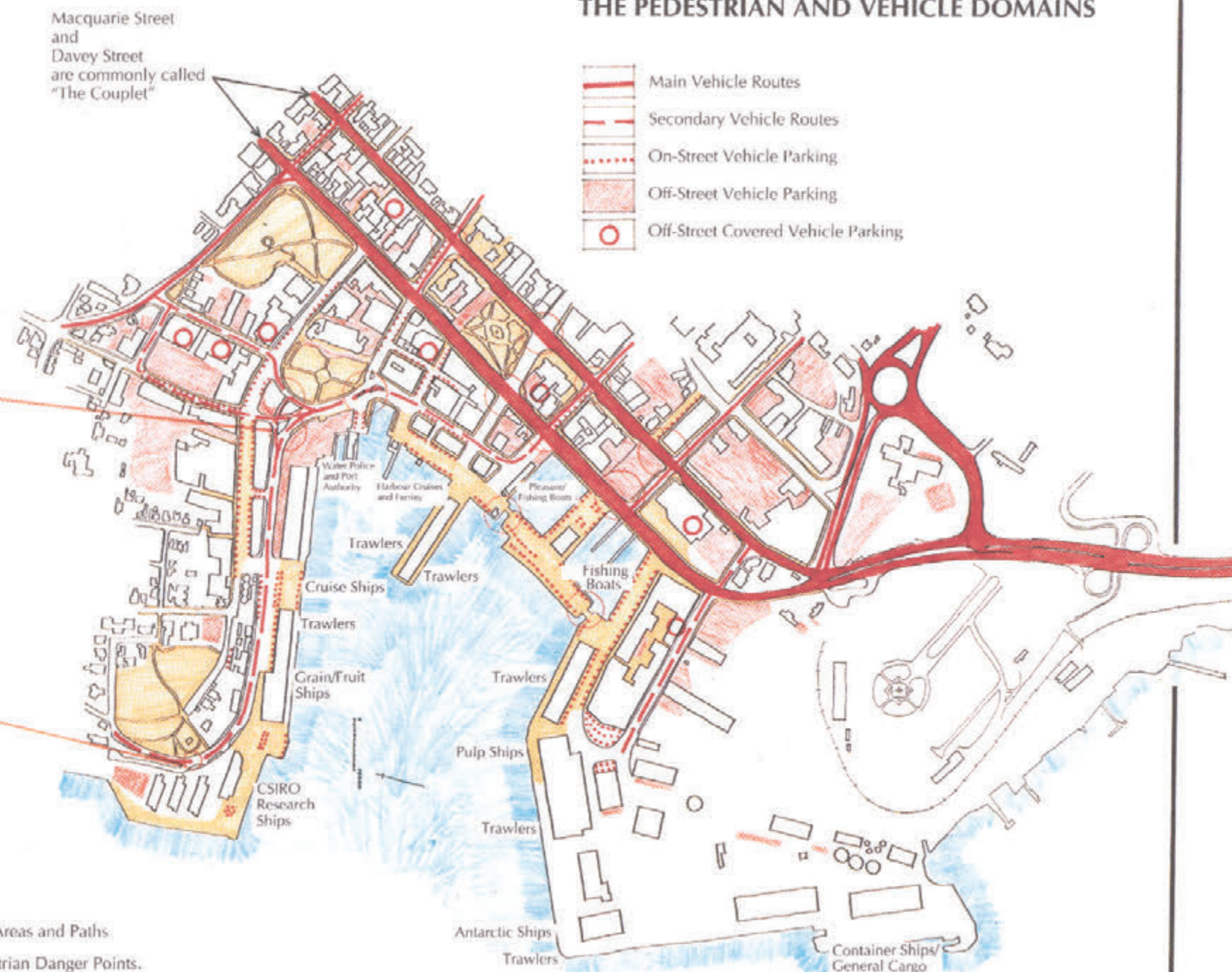
The Davey and Macquarie Streets "Couplet" is busy and wide and yet has to be negotiated to pass from COVE to City.



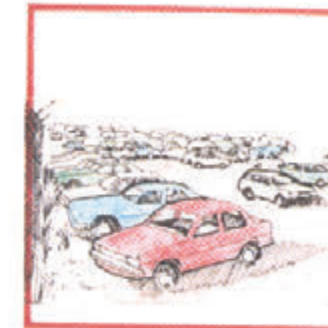
There is only one point of access (Evans Street) to the main cargo area of the COVE (Macquarie Pt.) and thus no easy alternative access in an emergency.



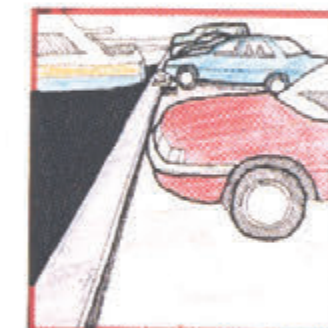
THE PEDESTRIAN AND VEHICLE DOMAINS



On and Off-Street Parking dominate visually most parts of the COVE and constrain pedestrian movement.



There are even places right on the waterfront which are home to vehicles rather than people.



Also in vital pedestrian places, large gaping gateways to large undercover car-parks can be very disruptive and unpleasant for pedestrians. And multi-storey car-parks (though not yet a feature of the COVE) do not make pleasant and lively street walls.

And there are few places where walkers can wet their feet.



2.7 MOVEMENT:

2.7.1 INTRODUCTION:

The mix of urban and maritime activities within Sullivans Cove creates many varied, and at times, conflicting movement patterns giving rise to a multitude of problems.

The maritime activities and movements of the working Port, the many tourist, cultural and outdoor activities and the close proximity of the Cove to the commercial heart of the City make Sullivans Cove a place to walk, cycle and promenade and popular for lunchtime recreation.

However, parts of the Cove also provide a high percentage of the City's car-parking and it accommodates the major City by-pass and several secondary by-pass routes.

The freedom of movement for pedestrians and slow moving service vehicles, which has traditionally been within the Cove, has been significantly reduced, particularly since the 1960's, with the increasing dominance of traffic both through and into the Cove.

All previous studies have identified movement in Sullivans Cove as a major issue, particularly the dominance of vehicles not connected with Port operations, both travelling through and parking in the Cove. Many of the conflicts identified in those studies remain unresolved and in some cases have been exacerbated by the implementation of major roadworks over the past decade.

The studies with most effect on movements in the Cove:-

- The Derwent Region Transportation Study, 1979 (DRTS)
- The Hobart Central Area Traffic and Parking Study, 1985 (HoCAS).

DRTS:

Although DRTS did not undertake a specific appraisal of traffic in Sullivans Cove, it made several recommendations for roadworks at

either end of the Cove. The recommendations implemented have facilitated additional traffic into and through the Cove. The Davey Street and Macquarie Street one-way couplet extensions, traffic lights and upgrading of Gladstone Street/Montpelier Retreat have provided primary and secondary City Centre by-passes dividing the City from the waterfront and distributing traffic through the Cove respectively.

The Sullivans Cove Study 1979 identified traffic conflicts and made recommendations for their alleviation. It severely criticised the recommendations of the DRTS as they affected Sullivans Cove.

However despite these concerns it was determined that there were no viable alternatives particularly for the primary City Centre by-pass.

Given this situation, the Sullivans Cove Urban Design Study, 1983 (SCUDS) identified pedestrian/vehicle conflicts, the dominance of vehicles over pedestrians and major underutilised or vacant sites being used as car-parks as important issues in Sullivans Cove. It proposed traffic modifications as part of its Urban Design Strategy in response to the anticipated adoption of the DRTS recommendations.

HoCAS:

HoCAS post - dated SCUDS and sought to facilitate its proposals as they affected the road network, although many would have been contrary to DRTS proposals. HoCAS used traffic modelling to predict the effect of the traffic recommendations.

Many of the recommendations have not been implemented including:

- Closure of access to the Central Docks from Davey Street,
- closure of Argyle and Morrison Streets adjacent to the Civic Square,
- modification of Franklin Wharf roads as parking areas,

- closure of Gladstone/Morrison Street link,
- provision of a signalised T-junction, between Castray Esplanade and Morrison Street.

The need for traffic restraint remains of high importance.

Other Traffic Commentary:

The Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 identified that easy movement over a variety of routes is essential to the urban character of the Cove.

The Hobart Planning Scheme, 1982 Principles of Development Control (P.26) require development to accommodate the additional parking demand that it generates either on-site or adjacent to the site. The Statement of Desired Future Character required that "major traffic routes not be allowed to overwhelm pedestrian movement, that unrestricted water frontage access be available and that on-street parking be of a short term nature and new development be served by off-street car-parks located away from the waterfront".

The recent consolidated Planning Scheme Principles of Desired Future Character (P.14) requires, mutual compatibility of public and private transport, not create traffic flows and movements that are detrimental to safety and amenity, make adequate provision for the direction, access, turning and parking of all vehicular traffic and provision for pedestrian movement.

The Statements of Desired Future Character (5.3.7, 5.4.4) refer to preferred uses but make no specific reference to movement.

The Traffic, Access and Parking Schedule (E.9.3) requires on-street parking to be short term. Public car-parking facilities near the waterfront are not supported. Public transport facilities are appropriate in this zone and pedestrian safety important.

The Battery Point Planning Scheme, 1979 Traffic Code requires that regard be had with all new development for the need to minimise the impact of traffic arising from development.



The Code does not provide a comprehensive traffic planning strategy. It addresses parking, the numbers and dimensions of spaces, crossings and slopes with numbers of spaces varying depending on the use and exceptions permitted at Council's discretion.

MOVEMENT : ANALYSIS:

Movement observations in this report are based on vehicle and pedestrian counts undertaken by Hobart City Council over varying periods (1 week - 5 weeks) during July, August and September 1990. Whilst the data does provide clear trends of movement flows, it does not provide seasonality trends and should be qualified. The data was collected mid-Winter, the tourism off-season, a major movement generator was closed during July (Centre for the Arts), and for much of the survey time the Constitution Dock Bridge was closed for repairs.

Maritime Movement:

Sullivans Cove is principally a working Port. Movements on the water and within the proclaimed wharf boundary are at the direction of the Marine Board of Hobart.

On the water, a large range of craft uses the Cove including container ships, general cargo, grain/fruit ships, ferries, cruise liners, water authorities, marine and Antarctic research and the fishing industry.

The refocussing of Port cargo handling activities to Macquarie Point has meant a continuing decline in major shipping activity in the Inner Cove although grain/fruit ships, some Antarctic resupply vessels and CSIRO research vessels still use these berths. The Inner Cove is now increasingly used by the fishing industry, cruise liners, recreational boating, particularly at major events such as the Sydney-Hobart Yacht Race, and visiting Naval vessels although with the evolution of shipping requirements this may not always be the case.

On the land there are facilities servicing these maritime activities and freight movements into the Port and around the docks.

Whilst there are several points of road access

into the Inner Cove, Evans Street is the sole point of access to the main cargo area of the Port. Efficient freight movement is important to the economic stability of the Port. Evans Street should theoretically be capable of carrying +10,000 vehicles/day which should more than adequately accommodate present and future levels of Port traffic. Its capacity should be reassessed in the event of any major increase in Port activity necessitated by Port dependent development in the south of the State. The important issue is alternative Port access in the event of an emergency in this area.

Hunter Street and Franklin Wharf are capable of providing emergency access. Hunter Street is built to a width to allow for semi trailer movements.

Vehicular Traffic:

Vehicle volumes (24 hours) taken from the Hobart City Council vehicle counts are shown on the attached map.

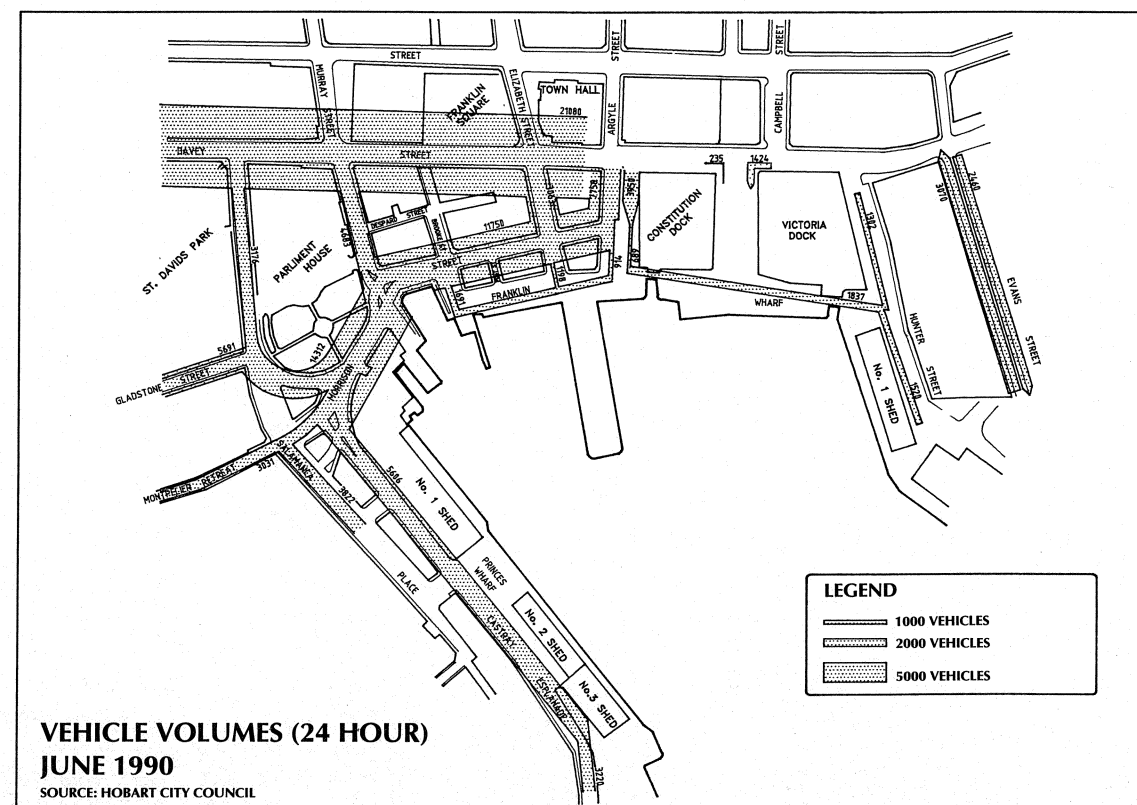
Traffic flows within Sullivans Cove are greatly in excess of that which is generated by activities with the Cove. Movement in the Cove is dominated by through traffic, including log trucks on Davey/Macquarie Streets, and commuter parking and there is difficulty in distinguishing traffic streets from other more sensitive access streets.

Davey, Macquarie, Evans, Argyle and Elizabeth Streets are primarily for through vehicular movement.

Morrison Street is also a through traffic street which carries a lower volume of traffic.

Hunter Street and Franklin Wharf are access streets only.

Elizabeth Street, Argyle Street, Macquarie Street and Davey Street have been major transport routes since the early settlement of the City. Sections of these streets form part of the 1811 Macquarie Plan which established the road grid pattern for the City.





The importance of Macquarie Street and Davey Street as traffic arteries has increased over time. Since the 1960's the increase in the numbers of private vehicles and the concurrent decline of public transport (eg. trams, trolley buses, passenger rail, ferries) and the construction of a road system to accommodate and encourage private vehicle usage has created a public expectation of City Centre vehicular travel and parking convenience which by locational necessity has had to be largely accommodated in Sullivans Cove.

With the construction of the Brooker Highway, Macquarie Street and Davey Street became part of the City's traffic by-pass route and created a major realignment of traffic flow from north west - south east to north east - south west. This route and the one way traffic system was considered economically and politically preferable to other alternatives. Subsequent road engineering decisions have reinforced this arterial role.

The Macquarie Street/Davey Street Couplet remains the major City Centre by-pass but other streets direct traffic into the Cove and act as secondary City by-pass routes (in particular, Morrison Street, Gladstone Street, Montpelier Retreat, Castray Esplanade).

These wide one way streets which are the City's two busiest traffic arteries are pedestrian (and to a lesser extent visual) barriers between the Cove and the City retailing centre. The Couplet, together with traffic generated on the secondary by-passes, Port freight activities and commuter car-parking make the Cove less attractive to pedestrians and often very confusing for drivers.

The road network at present does not clearly relate what function a street should have. Thus a motorist may travel as fast along Franklin Wharf as along Morrison Street.

Vehicular problems include:-

- The volume of City traffic directed through the Cove;
- a confusing one way city traffic system (particularly for visitors);
- unclear secondary routes (eg. Salamanca Place, Gladstone Street);

- changing lane patterns which at times are unclear and have limited directional signs (e.g. Salamanca Place/Gladstone Street to City);
- lack of defined coach drop off/pick up points near attractions, eg. cruises;
- difficult tourist coach movements near cruise ships and a confusing movement system caused by the mix of parking and traffic;
- coaches picking up and dropping off "Lenna" passengers in Runnymede Street and turning amongst traffic (and small children) generated by the adjacent Lady Gowrie Child Centre;
- streets which are visually dominated by furniture and signs designed to meet the needs of vehicles.

Parking:

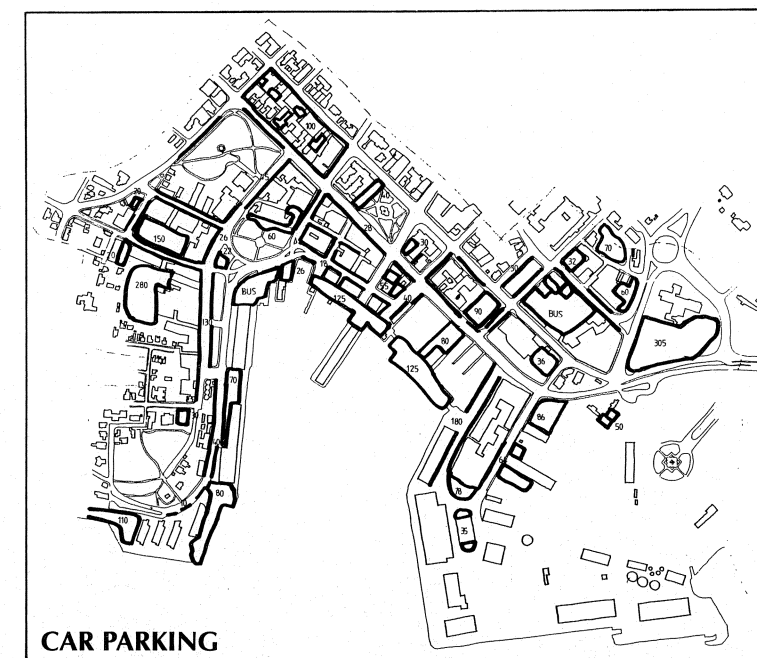
On and off-street car-parking is a major issue in Sullivans Cove. It visually dominates most parts of the Cove and encourages additional vehicular traffic into the Cove. The amount of

car-parking is shown on the attached Map.

Parking constrains waterfront pedestrian and cycling movements and greatly affects other movement patterns, particularly at peak hours as a significant proportion is commuter parking, although there is parking for commercial uses such as restaurants, offices and shops.

Whilst the decline in land use activities in the Cove identified in the Sullivans Cove Urban Design Study, 1983 is now reversing, parking continues to use substantial areas of vacant or underutilised sites formerly used for other activities. Off-street surface car-parks, generally provide day long parking. On-street metered parking, generally provides short term parking although there is long term (generally student) parking in Hunter Street. Together with the wharf areas which also provide large areas of day long and short term parking, for commercial, restaurant, visitor and government offices in the area they accommodate a significant proportion of the City's commuter parking.

Short term coach parking is available at Franklin Wharf and Argyle Street whilst Princes No. 1 Wharf is used as a temporary bus depot.



**Cycle Movement:**

Public cycle facilities in the Cove are limited to cycle stands in Salamanca Place.

Cyclists are required to travel on roads and on footpaths which at times can be hazardous, eg. storm water grates in roads.

Pedestrian Movement:

Sullivans Cove is an area which attracts a great deal of pedestrian traffic.

Recent survey work undertaken by Hobart City Council has identified pedestrian flows within the Cove between activities (particularly the link between the City Centre and the Cove). These are shown on the attached map.

Pedestrian flows, their routes, volumes and speeds, vary depending on the day and time of day (working hours/out of hours) and the purpose of the trip (particular purpose/interest and experience).

Particular purpose trips include those to places of work, shops, personal business and the Centre for the Arts (generally week day working hours). Special interest trips include those to restaurants, taverns, craft shops, browsing,

recreation, fish sales, cycling and just experiencing the Cove and its activities.

Primary pedestrian routes which link the City Centre and the Cove are Elizabeth Street and Murray Street.

The two streets also contain major pedestrian generators which produce week day morning, lunchtime, afternoon peak pedestrian flows. Elizabeth Street contains the Marine Board Office building, HEC Offices, Hobart City Council entrances and bus stops. Murray Street contains many State Government Offices.

The Hobart City Council survey indicates that lunchtime is the peak period for pedestrian flows for an average week day.

Secondary pedestrian paths include Franklin Square, St. Davids Park, the north end of Salamanca Place, Argyle Street and Campbell Street and several alleys, lanes, courtyards and other spaces throughout the Cove.

The primary weekend pedestrian area is Salamanca Place with the Saturday Market and some Sunday trading. Pedestrian flows are high along streets leading to the Market including Morrison Street, Gladstone Street, Castray Esplanade and Montpelier Retreat.

There are several points of conflict between vehicles and pedestrians. The need to cross major traffic arteries and the width of crossings to get from the City to Cove, freight movement around the Port, streets used as a City centre by-pass, undirected or ill directed pedestrian routes and lack of specific facilities for cyclists and the disabled decrease the level of pedestrian access, safety, comfort and convenience.

Some night time pedestrian routes are inadequately illuminated and pedestrian movement is potentially unsafe in these areas of mixed pedestrian, vehicular and freight movements. For example in Franklin Wharf, Hunter Street and Constitution Dock area street lighting is low and vehicle routes are unclear giving more open, wide vehicle routes/unclear pedestrian areas. Pedestrian safety and security is addressed in 2.5.3 Environmental Quality and Safety.

Pedestrian comfort is reduced through a lack of facilities, such as shelter, seats, rubbish bins, toilets, information, etc. and uneven footpath surfaces. It is hampered by the amount of car-parking throughout the Cove and busy vehicular footpath crossings, eg. 15 Murray Street.

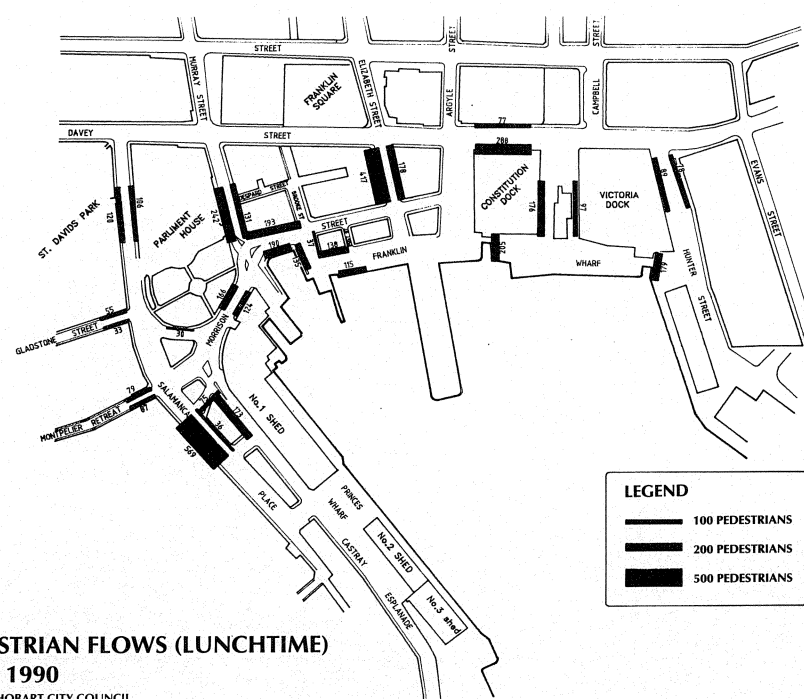
There is a lack of street level activity and visual interest along important pedestrian routes, particularly City/Cove links, and large gateways to undercover car-parks, e.g. 15 Murray Street, are disruptive and unpleasant.

Pedestrian surfaces and facilities are addressed in 2.4.2 Spatial Detail. Pedestrian comfort is addressed in 2.5.2 Amenity.

Public water edge access is traditional but in many instances is blocked by parked cars or fences.

Access down to the water is limited to Watermens Dock.

The quality of the pedestrian environment is lessened with little weather protection or spatial definition, poor street crossings (for example Murray Street/Morrison Street intersection, Gladstone Street and the wide intersections across Elizabeth Street/Davey Street and to a lesser extent Elizabeth Street/Macquarie Street)



PEDESTRIAN FLOWS (LUNCHTIME)
JUNE 1990
SOURCE: HOBART CITY COUNCIL

and relatively inactive or low visual interest street frontages which are at times disruptive to pedestrian movement. There are also poor perambulator ramps particularly along Morrison Street beside Watermens Dock to Castray Esplanade.



Cnr Davey Street and Campbell Street : Traffic Conflicts

Public Transport:

The heavy reliance of City workers and shoppers on private vehicles and the provision of accommodation for these vehicles in or adjacent to the City Centre has been a factor in limiting the demand for public transport in the Cove.

Car usage is seen to be convenient and low cost (although the latter perception may be false).



Davey Street: showing the heavy use of private vehicles

The supply of commuter car parking in the Cove and the small charge contributes to this perception.

However, it would need further study to determine whether removing parking in the Cove and or increasing its cost would attract a greater patronage of public transport or whether commuters would choose to patronise businesses located away from the City which have easily accessible low cost parking. The latter could have a potentially detrimental effect on the commercial activity in the City.

Apart from the Battery Point Bus Service which travels via Franklin Square, Macquarie Street, Murray Street, Morrison Street, Castray Esplanade and Hampden Road, weekday peak hour ferry services are the only public transport operations along the waterfront.

Bus stops adjoin the Cove in Elizabeth Street, Macquarie Street, Murray Street and the City Centre. They serve Central Business District commuters. Apart from the Battery Point service there are no bus services within the Main Space of the Cove, although there is provision for a bus stop in Davey Street opposite the Sheraton. The MTT Bus Depot occupies a large site between Collins, Campbell and Macquarie Streets but it is not a public bus terminal.

A free shuttle bus operates between Salamanca Market and the City Centre on Saturdays but has little patronage as it is perceived simply as being transport from a car park to the City Centre and not as a link from City to Cove. It is not widely advertised.

Rail:

The Hobart terminus of the State's rail system is accommodated at the northern end of Sullivans Cove.

The former passenger and freight service has declined in importance. The former Hobart Railway Station is now part of the ABC Complex.

There is no longer a passenger service and freight is predominantly carried by road although a substantial amount of freight is still carried by rail.



Hobart Railyards: declining use



GUIDING PRINCIPLES

SAFETY from vehicles shall be facilitated through design for traffic restraint rather than vehicle-pedestrian separation.

MOVEMENT

The pavements, carriageways and parks shall offer improved circulation and safety, enhance the pedestrian's experience of the spatial structure and historic character, reduce pedestrian-vehicular conflict, yet ensure adequate vehicular access (including parking and movement of freight) to serve the diverse activities of the COVE.

The overriding aims are to reduce the sense of domination by the motor vehicle in the COVE, and to make it a safer place, yet maintaining efficient movement. Through-traffic using the secondary routes as by-passes to the main routes shall be deterred. And the environment for pedestrians and cyclists shall be improved through the use of controlled crossings and pedestrian islands, and through the recovery of some parking and street areas for people.

- Pedestrian links to and from the COVE to be established or improved.
- Crossing Points to be improved.
- Vehicle parking Areas or Streets to be recovered for pedestrian use.

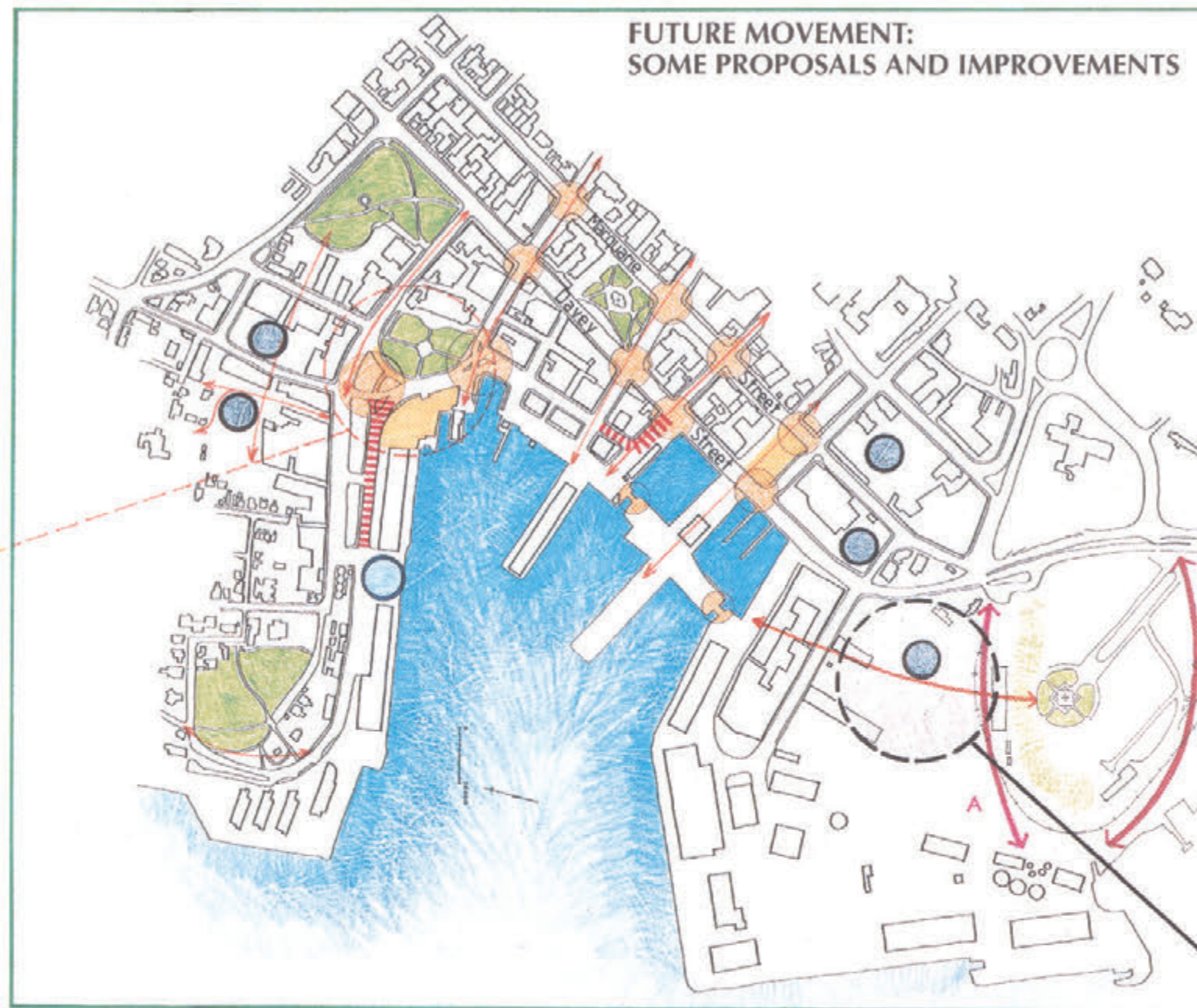


In such improvements, different surfaces should be used (according to Spatial Detail Guidelines) to clearly delineate pedestrian places and vehicle routes.



For "festival times", sections of traffic routes shall be designed for temporary street-closure and festive outdoor activities.

- Closable sections of street (by bollards) for festive occasions.
- Cruise Ship/Tourist Reception Facility.



While private recreational water activities should be encouraged, these should not interfere with the comings and goings of Port shipping, ferries and other working vessels which shall have priority.



Waterfront walking around all of the main part of the COVE (ie. from Battery Point to Macquarie Point) shall be re-established and include more places at which the water may be touched.



An alternative route to Evans Street shall be provided between Macquarie Point and the rest of the City.

This shall be to the north.



THE VERY IMPORTANT PRINCIPLES OF PARKING...

Surface vehicle parking shall be reduced, especially in the Main space, through the provision of multi-storey parking at strategic places beyond "the Walls".

Multi-storey Car-Parking.



Vehicle parking requirements shall be waived for particular sites where accommodation of vehicles and vehicle gateways would have a detrimental affect upon the form and character of the COVE and on its pedestrian amenity or activity (See previous panels). Particularly vulnerable in this respect is "the Wall".

Vehicle access of off-street car-parks shall, at all times, be discreet and contained within the street wall.



Where multi-storey parking structures front onto streets with a potential for commercial and pedestrian use, then people oriented activities shall be accommodated at the street front.



There shall be a new Zone which is predominantly (though not exclusively) TRANSPORTATION SERVICES with a concentration of Vehicle Parking and a Terminal for Public, especially Tourist, Transport.



2.7.3 MOVEMENT : DESIGN PRINCIPLES

Guiding Principles:

The pavements, carriageways and parks shall offer improved circulation and safety, enhance the pedestrian's experience of the spatial structure and historic character, reduce pedestrian/vehicular conflict, yet ensure vehicular access (including parking and movement of freight) to serve the diverse activities of the Cove.

Safety from vehicles shall be facilitated through design for traffic restraint and by vehicle/pedestrians separation if appropriate.

The resolution of many of the movement conflicts within Sullivans Cove should be considered within a wider City and regional integrated traffic and public transport strategy.

Principle M1:

Maritime Movements shall be allowed efficient passage within the proclaimed Port boundary and shall continue to be co-ordinated and directed by the Marine Board of Hobart.

If Port activities at Macquarie Point expand to the level of requiring additional access, consideration will need to be given to access in the general vicinity of the Cenotaph. Such consideration should take account of the possible wider ramifications of these access changes on the City, the Regatta grounds, and the Domain link to the river.

Options for alternative Port access could be via the existing intersection adjacent to the Regatta Grounds or south of and following the Domain embankment. Detailed feasibility and design studies would be needed to determine the preferred location.

Principle M2:

The dominance of Vehicular Traffic in Sullivans Cove should be reduced to allow an attractive pedestrian environment but traffic movement shall be efficiently and safely maintained.

Measures within the access streets and treatments where traffic streets meet access

streets require further detailed consideration so that users know what part of the network they are in and act appropriately.

Davey Street and Macquarie Street will continue to be the principal cross City traffic artery for the foreseeable future.

In the short term pedestrian relief solutions should be explored, eg. through safe islands in the centre of the routes.

Later options to reduce the dominance of the Couplet could include:-

- Placing the traffic underground, (although apart from the expense, this solution may only move the points of even greater disruption along the street),
- making the routes both two-way,
- providing free flow pedestrian access across the routes by safe and secure overpasses or underpasses.

However, these options would depend on economic, engineering and urban design detailed evaluation.

Development shall be designed so that vehicle and pedestrian access is safe, adequate, convenient and suitable and minimise traffic hazards, vehicle queueing on public roads, the number of cross-overs and traffic and vehicle inconvenience generally.

Principle M3:

City centre by-pass traffic shall be deterred from travelling through the Main Space of Sullivans Cove.

As recommended and graphically represented in HoCAS, Gladstone Street should cease to direct traffic into the Cove and that section between Salamanca Place and Morrison Street should be closed.

Morrison Street could carry lower volumes of traffic and could accommodate traffic restraint measures.

Hunter Street and Franklin Wharf surfaces could

be designed to enable pedestrian/ cyclist/ vehicles equal status.

Argyle Street between Davey Street and Franklin Wharf, Morrison Street between Argyle Street and Elizabeth Street should be able to be temporarily closed off to vehicular traffic for festive occasions but be open to traffic at all other times.

Similarly, Castray Esplanade between Montpelier Retreat and the eastern end of Princess No. 1 Wharf should also be capable of temporary closure.

These temporary street closures have already occurred. The Civic Square site was closed temporarily at Christmas and Castray Esplanade/Salamanca Place for bicycle criterions.

Tourist coaches should be accommodated with short term drop off/pick up zones out of the traffic flows near attractions, eg. Salamanca Place, cruise boats, Museum, etc.

Long term coach parking (eg. extended hours or day long) should be away from the waterfront. The dispersed coach parking on the wharf frontage and at the MTT site would be better accommodated in the proposed Transport Zone, as Princes No. 1 Wharf is properly part of the waterfront and the MTT site has potential to be developed.

Coaches serving "Lenna" should be required to pull out of Runnymede Street.

Vehicular street furniture is addressed in 2.4 Urban Detail.

Principle M4:

Cyclists shall be permitted safe access throughout Sullivans Cove.

There should be clearly defined safe links into Sullivans Cove for cyclists from all directions through the use of controlled crossings and shared pedestrian facilities e.g. off street bicycle parking racks, enclosures and other facilities.

Cycle places could be shared with pedestrians except in areas adjacent to the water where it becomes dangerous.



Hazards, such as storm water grates, should be made safe for cyclists, eg. grates could be at right angles to the kerb rather than parallel.

Principle M5:

The visual dominance of car-parking throughout Sullivans Cove shall be reduced, especially in the Main Space.

The Main Space and buildings of the enclosing edge or "wall" should only accommodate parking which is generated by activities within the Inner Cove. The level and location of parking in Sullivans Cove should be controlled to minimise non-Cove traffic entering and congesting roads in the Cove.

Because of the relatively low level of congestion, short term on street parking should be permitted to continue in traffic streets, e.g. Davey, Macquarie, Argyle, Morrison Streets although there may be reason to remove a parking zone in future to provide for other facilities e.g. bicycle lane, bus lane.

For other more sensitive streets, e.g. Hunter Street, consideration should be given to reducing the existing level of parking.

Parking should be reduced at most sensitive locations such as near the water edge in front of prominent buildings (eg. Parliament House forecourt), and in pedestrian areas. The vehicle dominance can be reduced by requiring vehicles to travel at walking speed and give way to pedestrians/cyclists.

Priority should be given to bus stops, taxi routes, and disabled parking ahead of other types of parking.

Parking at hazardous locations where pedestrian sight distances is compromised should be removed.

The provision of car-parking should not direct the design of new development in sensitive areas of the Cove. On-site vehicle parking provision shall not be required for particular sites where the accommodation of vehicles and vehicular entrances would have a detrimental effect upon the form and character of the Cove in particular the "wall" or the containing edge

of the Main Space and on its pedestrian amenity or activity. The developer should contribute (cash in lieu) to parking accommodation in shared facilities on the periphery of the Cove (northern and southern ends).

Major car-parking facilities should be provided within new off-street multi-level developments at the northern and southern ends of the Cove as indicated on Panel K2. The detailed location of these facilities should be determined at the time of their design. These car parks should have commercial and people oriented activities along street frontages and should be mixed use structures. Hours of operation, fees etc., should be structured to ensure overall traffic efficiency and meet the needs of the users.

Vehicle access to car-parks shall be discreet, have little interference with pedestrian movement, and be located away from major streets wherever possible.

The immediate water edge should be kept clear of cars to allow Pedestrian movement

Bus parking should be removed from Princes No. 1 Wharf and the present MTT site to Evans Street or a City transport terminal.

Principle M6:

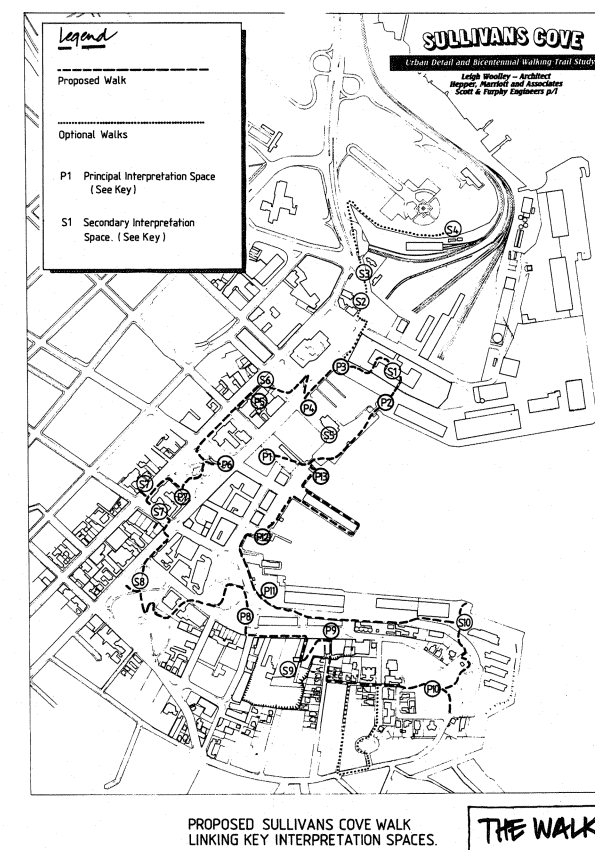
Pedestrian movement within Sullivans Cove shall be safe, comfortable, convenient and interesting.

It will need to be ensured that pedestrian routes are in locations which are going to be used by the public.

Pedestrian/vehicular conflict should be reduced through relief measures (see Vehicular Traffic above). Conflict points, particularly those along Castray Esplanade, the intersections between Salamanca Place, Montpelier Retreat and Gladstone Street and the crossings on Davey Street and Macquarie Street shall be improved.

Means should be used to clearly delineate pedestrian places such as different surfaces, kerbing, bollards etc. and surfaces should be even and non-slip.

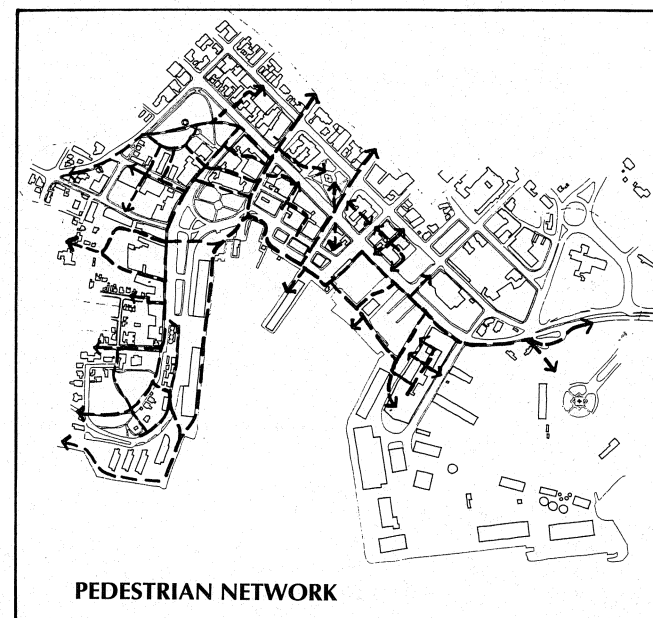
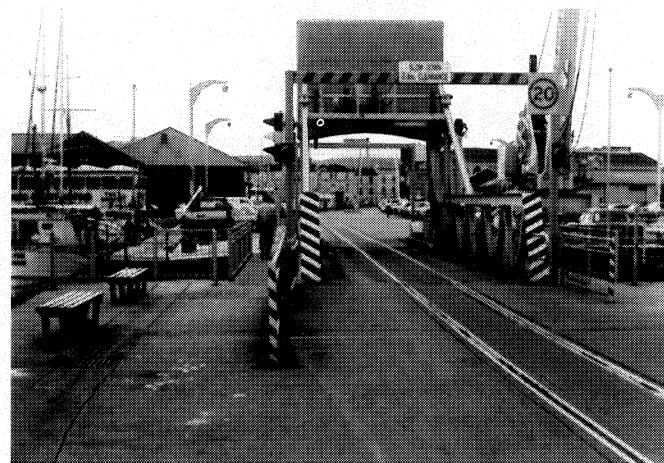
The waterfront walk from Battery Point to Macquarie Point as proposed in the Sullivans Cove Urban Detail and Bicentennial Walking Trail Study, 1987 should be completed.





Pedestrian links between the City centre and the Cove should be clearly delineated and provide continuous activity and/or visual interest at pavement level.

Facilities should be provided to increase pedestrian comfort in the Cove especially in the nodes as explained in 2.5. Image, Amenity and Safety.



Principle M7:

Public Transport should be improved to provide a more desirable means of commuter transport than private vehicles.

Although not within the scope of Sullivans Cove planning, a public transport strategy as part of a City wide and regional strategy should be undertaken.

Consideration of a free bus service (as in Perth/Adelaide) to link the Cove with not only the City Centre but other major attractions such as a bus station, Town Hall, shops, Hospital etc. may be useful particularly for the less mobile who physically cannot manage the walk to the city from the Cove. This service would need to be widely advertised.

Principle M8:

A major transport terminal should be proposed for the City.

A City transport terminal shall be located to conveniently:-

- Provide for Metro route services interchange,
- provide for private bus services including charter, tours, intrastate, interstate,
- provide for private bus route services,
- link Metro services to intrastate, interstate services.

This City transport terminal should be located either near (within walking distance of) or as part of any proposed central City bus station or linked to it by a free shuttle bus.

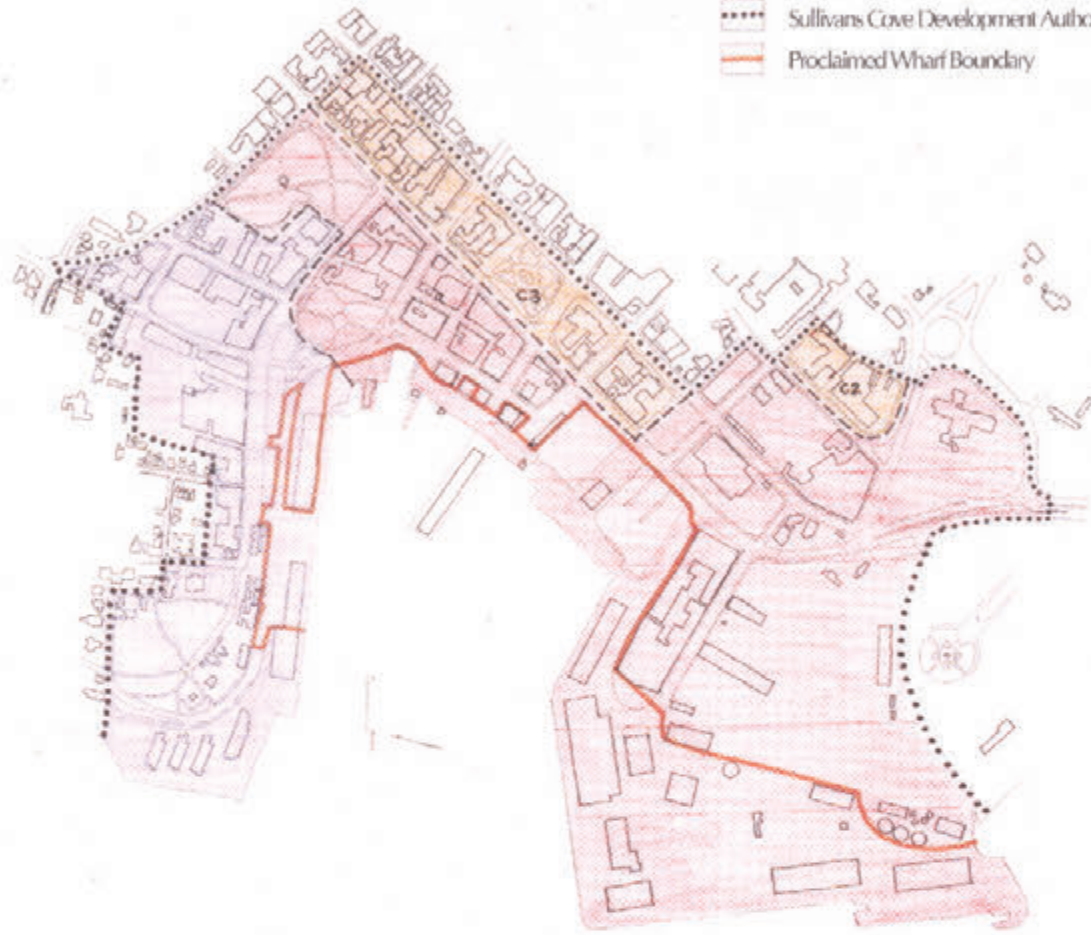
A new transport Zone at the northern gateway to Sullivans Cove which is predominantly though not exclusively for transportation services could accommodate the development of a private vehicle car-park and a terminal/depot for public and tourist transport. Any development in this area should include commercial and people oriented activities along street frontages.

It should be noted that this proposed zone is next to a potential rail terminal and in the vicinity of ferries.



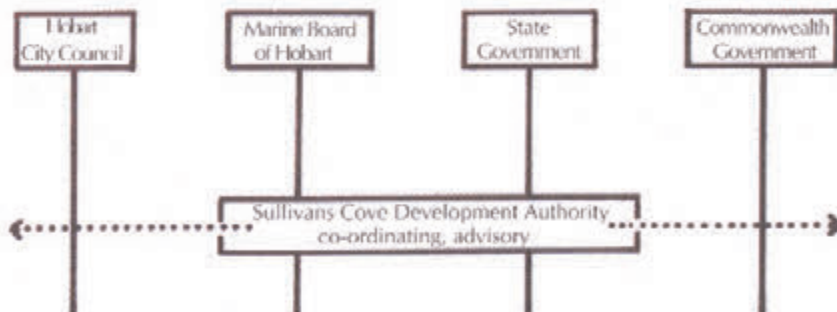
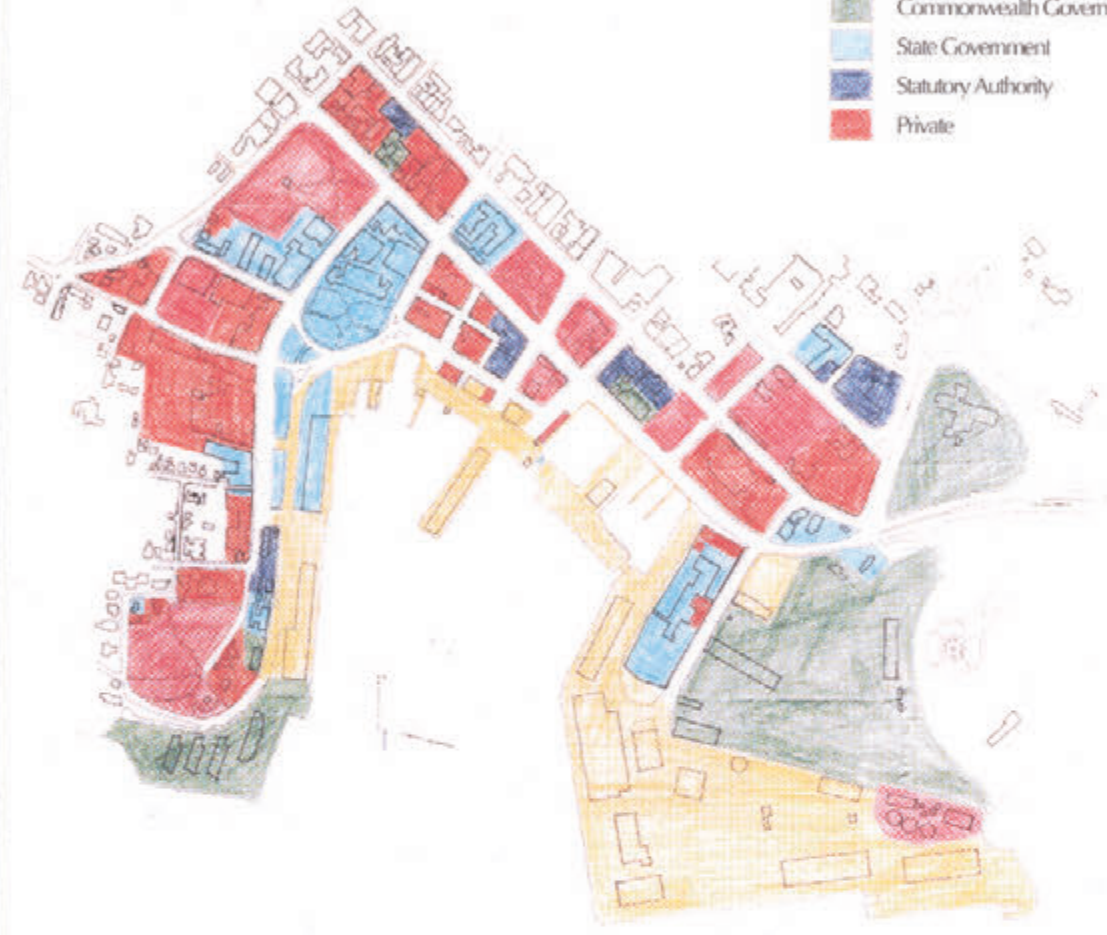
ADMINISTRATIVE BOUNDARIES

- City of Hobart Planning Scheme 1982
- Battery Point Planning Scheme 1979
- Sullivans Cove Development Authority
- Proclaimed Wharf Boundary



LAND TENURE

- Hobart City Council
- Marine Board of Hobart
- Commonwealth Government
- State Government
- Statutory Authority
- Private



PROBLEMS

- TOO LITTLE COHESIVE DEVELOPMENT GUIDANCE
- TOO MANY ADMINISTRATIVE DOCUMENTS
- TOO MANY POINTS OF REFERENCE



2.8 ADMINISTRATION:

2.8.1 ADMINISTRATION : ANALYSIS:

Sullivans Cove is predominantly in public ownership with significant areas owned by Hobart City Council, the Marine Board of Hobart, the State Government and the Commonwealth Government.

Large and small private land holdings occur throughout the Cove.

Hobart City Council is the responsible authority for private and Council owned property including buildings and public spaces. The Council controls development in the Cove through the administration of the Battery Point Planning Scheme, 1979 which applies to the southern section of the Cove, and the City of Hobart Planning Scheme, 1982 (Interim Order) which applies to the rest of the Cove. The two Planning Schemes have quite different provisions, the former principally seeking to conserve the residential amenity of an historic village and the latter promoting a fairly flexible mixed use area with guidance from Principles of Development Control and Statements of Desired Future Character.

The Marine Board of Hobart has control through the Marine Act 1976 over all development within the Proclaimed Wharf Area, both Port related development and private development, exclusive of City Council Controls and of any requirements of the Traffic Act 1925 when appropriate by-laws have been enacted.

Under its charter, the Board must be economically self-sufficient. It has to generate sufficient funds to cover operating and capital expenditures.

The State Government and Commonwealth Government are not bound by the provisions of Local Government (that is, Council) Planning Schemes and can permit development without referrals to other Government authorities. This has resulted in several Government and semi-Government projects, particularly State Government purpose built office blocks and major roadworks, being the main intrusions into

the traditional form of Sullivans Cove. Although not required to, the Commonwealth Government has had a policy of consulting with and respecting State and local provisions wherever possible and this consultation has led to developments which are more compatible with Cove forms.

The private use of Crown (State) property which was unalienated at the time a Scheme took effect now requires Local Government planning approval through a recent amendment to the Local Government Act 1962.

The Sullivans Cove Development Authority is a non-statutory body whose members are appointed by the Minister for Environment and Planning. The Authority's members represent Hobart City Council, the Marine Board of Hobart, State Government (Departments of Environment and Planning, Tourism, Sport and Recreation and Roads and Transport), the Community (Sullivans Cove Citizens Association), Business (Chamber of Commerce), the Royal Australian Institute of Architects and the Royal Australian Planning Institute.

An independent representative from the business community chairs the Authority.

The Authority provides advice on development proposals referred to it from land managers in the Cove, promotes the importance of the Cove and encourages its revitalisation through complementary development.

The Authority has successfully provided a forum for consultation and co-ordination of the diverse land management interests but its decisions are not binding on the various authorities.

Previous Studies, in particular the Sullivans Cove Study 1979 and the Sullivans Cove Urban Design Study 1983, identified the need for a co-ordinated administrative structure to effectively implement proposed planning and design recommendations.

The 1979 Study proposed a management authority to promote development opportunities in Sullivans Cove, liaise between authorities, attract public developments and monitor public and private performance in the Cove. The

Authority would have a full time Executive Officer with Secretarial assistance and its own budget. It was proposed that the Authority be appointed by Government and have representatives from the Marine Board of Hobart, Hobart City Council and State Government, together with three community representatives, one of whom would act as an independent Chairman.

Technical assistance was to be provided from the representative authorities and from other fields as required and development control would be administered by Hobart City Council.

This proposal was implemented with the creation of the Sullivans Cove Development Authority.

The 1979 Study made further recommendations. It acknowledged that for the success of any plan, all land-owners, both public and private, should be bound by the same planning provisions in order to co-ordinate land use decision making.

The Study proposed that the Cove be designated a special development area which would be subject to the provisions of a local development plan. It was proposed that this plan be given statutory status by being attached as a schedule to the two Planning Schemes. It was also proposed that a large area of the Cove be designated a conservation precinct within the Planning Schemes.

These statutory proposals of binding all land-owners and incorporating measures into Planning Schemes were not implemented.

The 1983 Study proposed three administrative options. The first was to retain a non-statutory authority to co-ordinate development activities within the Cove. The second option was to give the authority statutory powers for a defined period (up to 10 years) with the transfer of development control responsibilities. The third option was to create a financially independent and professionally staffed authority, similar to the Sydney Cove Redevelopment Authority. This would have required the assignment of all publicly owned land to the Authority who would then be able to market leasable development parcels.



Option 1, the status quo, remained and continues to the present.

The many planning and design documents, both Statutory Planning Schemes and advisory reports, have provided guidance for decision makers in Sullivans Cove. However, none of the non-statutory reports have received universal endorsement by the authorities nor been incorporated in Planning Schemes and attracted statutory status. The guidance which they provide has been shown in practice to be insufficient, both in content and in statutory effect, to ensure the retention of the integrity of this unique area.

The fragmented administration of Sullivans Cove has allowed:-

- The many authorities to make unco-ordinated land use decisions in Sullivans Cove;
- many points of referral which is confusing for developers and the public generally;
- no requirement for all land-owners and land users to be bound by a common set of planning provisions;
- many planning and design documents, both statutory and non-statutory, with conflicting provisions and recommendations;
- a lack of clear and comprehensive development guidance.

2.8.2 ADMINISTRATION : THE FUTURE:

Guiding Principle:

There should be a single point of referral and a single plan and set of guidelines such that development constraints, opportunities and the process of approval are easily understood by the community, developers, designers and decision makers alike.

In order to effectively implement the proposed planning and design framework and effect appropriate development, an efficient administrative structure is essential.

The Government, through the Minister for Environment and Planning, intends to introduce a Sullivans Cove Planning Bill in 1991 to facilitate such administration.

It is proposed that the Bill will give authority for the preparation of a single Planning Scheme for Sullivans Cove by rescinding sections of the Battery Point Planning Scheme and the City of Hobart Planning Scheme (Interim Order).

As the recognised development control authority, Hobart City Council will be responsible for the preparation of the Scheme and its administration once it is sealed following all the statutory processes of public exhibition and rights of objection.

The Bill will require that Council be advised by a Committee whose membership will reflect that of the present Authority. This is intended to formalise the process of referral of projects to the existing Sullivans Cove Development Authority and give the new Committee statutory status.

Subject to some minor exceptions and to the extent that it is constitutionally possible, the Scheme will be binding on all land-owners and land users in the Cove including the Hobart City Council, Marine Board of Hobart, State Government and Commonwealth Government in order to ensure equity in land use in the Cove.

Essentially, there shall be:-

- A single Planning Scheme (together with Urban Design and Urban Detail Guidelines derived from the same planning principles) to provide a statutory basis for the recommendations of this Review;
- a single Planning Authority to co-ordinate all land use decision making (ie Hobart City Council);
- a single point of referral for all development applications to provide clarity for developers and the public.

Apart from the proposal to introduce a single Planning Scheme for Sullivans Cove, all the matters addressed by the proposed Bill were identified in the 1979 Study.

2.8.3 BOUNDARY:

Although not defined in the Brief, the Study area for the Review has been taken to be the Sullivans Cove Precinct as adopted by the Sullivans Cove Development Authority which followed the recommendation by the Sullivans Cove Study, 1979.

The Study defined the Cove boundaries as encompassing:-

"The main wharf areas of the Port of Hobart and embracing adjacent industrial, storage, transport, administrative and cultural facilities. It contains the seats of Government of the State of Tasmania and the City of Hobart. The present structure and layout of the Cove reflects its historic role as the link between the production, consumption and exchange of commodities on land, the administrative facilities related to those activities, and the trading activities based on the sea." (P1)

The boundary was seen to contain the "coming together of land and sea based activities...." (P4).

The boundary for the planning administration of Sullivans Cove can be delineated by certain physical features both natural and man-made, including the River, ridgelines, cliff/quarry faces and major roads which form clear edges to the Cove.

This boundary, therefore, encompasses:-

- (1) Areas of functions/land use activities related to Sullivans Cove; and
- (2) an area of cohesive heritage character.

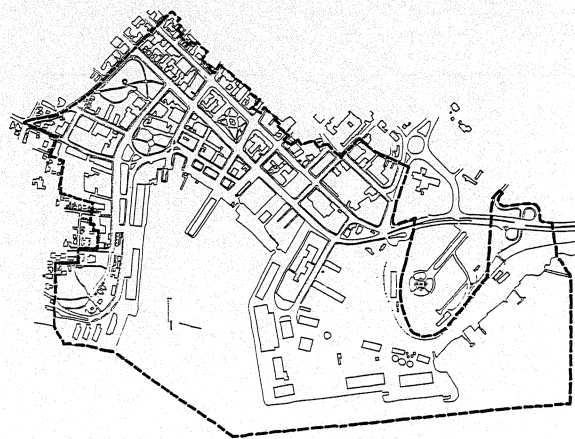
Because of its national heritage significance and unique physical character, Sullivans Cove should be subject to a heritage/urban design based Planning Scheme.

The boundary of this Scheme should be formed by the River Derwent to the east but with provision to include the water environment of the Cove.

Geographically, the boundary should continue along the cliff line below the Cenotaph hill



which naturally forms part of the Domain and proceed along Brooker Avenue. However, because of other considerations related to future Port activities and their access, the Scheme boundary will need to extend to the northern side of the Domain Slipyards and include the major road intersection. The Cenotaph is physically part of the Domain parklands and forms an axis with the Boer War Memorial. With the major roadworks and redevelopments of recent years, the ABC site is now seen to be a building within this park. Both the Cenotaph and the ABC sites should therefore be excluded from the Sullivans Cove Planning Scheme area. Although their treatment should indicate their importance as a "gateway" to the City.



BOUNDARY

Other than Port activities, a most important function of the Cove is the provision of cultural activities.

While many of these are close to the water, they extend from the Cove through to the Theatre Royal where there is opportunity for future expansion.

The inclusion of areas east of Sackville Street therefore remains valid as they encompass cultural functions traditionally more related to the historic precinct than the CBD.

The present boundary follows the Macquarie Street ridgeline. However, this requires expansion for the following reasons:-

- (1) It is an historically important Street;
- (2) it is an important street space to which both sides give a cohesive character;
- (3) the head of the Cove fingers back in the vicinity of City Hall to cross Macquarie Street;
- (4) heritage buildings so dominate Macquarie Street that their inclusion in a heritage/urban design based Planning Scheme is essential.

Therefore, the boundary must be within the block rather than mid street.

Harrington Street and Sandy Bay Road, as major traffic arteries into the City, and the Battery Point ridgeline in vicinity of Princes Park and quarry face behind Salamanca Place form clear physical edges to the Cove and complete the boundary back to the River.

There will be a requirement for an overlap of complementary statutory provisions between the Heritage/Urban Design based Sullivans Cove Planning provisions and the Functional/Activity/Land use based Central Area Planning Provisions. This reciprocal overlap (buffer zone) area will need to be sensitively and practically addressed when formulating the statutory framework.

It will require close liaison between the authors of the Sullivans Cove Planning Review and those of the Central Area Strategy Plan.

2.8.4 EXCEPTIONAL PROPOSALS:

While a Planning Scheme and guidelines should be employed to achieve a desired future for Sullivans Cove, there is always the possibility of a proposal which exhibits excellence but does not conform to these provisions.

Clause 13.8 of the Battery Point Planning Scheme, 1979 allows for the Council, at its discretion, to vary Scheme provisions or issue a temporary permit provided there is public notification and rights of appeal.

Clause 2.6.1 of the City of Hobart Interim Order provides for the Council, with the consent of the Commissioner, to entertain an application at its discretion, that is, be publicly notified with rights of appeal.

To enable the Council to consider these exceptional proposals but not negate the intent of the desired planning direction for the Cove, there shall be a provision in the Planning Scheme to enable a specific departure to its provisions. The final form of this provision is to be that approved by the Commissioner.

This provision is to provide for spaces or buildings which are identified at the time of the proposal to be developed in ways which are not otherwise provided for under the Planning Scheme.

This provision should only be used in exceptional circumstances and when the proposal is within the spirit and intent of the principles.

The proposal should be publicly exhibited and assessed by a panel of prominent Practitioners with some independent representation (ie. with perhaps one member from outside Tasmania). This panel should be appointed for a nominated term.



2.9 ECONOMIC OVERVIEW:

(Extract from Sullivans Cove Economic Study, 1991 prepared by Bruce Felmingham and Clive Attwater)

2.9.1 "EXECUTIVE SUMMARY:

General Summary and Conclusions:

There is a clear case for planning guidelines to minimise negative effects of inappropriate development. There is a strong case for urban design guidelines which have the potential to enhance the quality and value of urban development. These are mechanisms which address particular forms of market failure.

Controls on development must minimise the unintended costs of uncertainty, delay and administration. The proposed guidelines recognise this need.

To be effective in adding value to the community, the urban design and plan proposed must recognise the market context. It will only be capable of addressing market failure if it addresses the market's requirements and priorities.

The key markets in the Sullivans Cove area are offices, recreation and leisure, and transportation.

The Economic Prospects of the Cove:

The dominant activity in both floor area and employment is office activity, particularly Government offices. There are limited growth prospects in the government office sector in the short term.

Tourism and local recreation and leisure including leisure retail, services, and cultural and recreation sectors together are the second largest use of floor area and employers of labour in the Cove. This sector has shown the fastest growth in recent years and projections for future years are for continued growth.

The Port provides the basis for significant transport and storage activity, the third largest

user of floor area and labour. Past performance in terms of through put has been steady with modest growth. Future projections are for continued growth in freight movements and associated activity. Storage and transport has been increasingly concentrated in the Macquarie Point area.

Other users including manufacturing, private residential accommodation, business services, etc. play only a modest role in the Cove. Their future prospects have not been reviewed in detail.

Relationship between the Cove and the CBD:

Employment growth has occurred in the Cove overall compared to a small decline in the CBD. Growth has occurred in the core Cove activities of Offices, Tourism, and Leisure Retail and Services, but a small decline was experienced in Transport and Storage.

The Outer Cove and CBD are essentially substitutes for some activities such as offices and bus transport. Some activities such as general retail are preferentially located in the CBD. The activities concentrated in the Inner Cove: tourism/leisure retail and services, State Government Offices, the Port, and associated transportation; cannot generally be located in the CBD or are preferentially located in the inner Cove.

Office activity is complementary to both CBD and Cove retail activity.

While the Inner Cove tourist/leisure activities could be complementary to activity in the CBD, this is hampered by the lack of activity in the CBD after normal business hours and the poor pedestrian and transportation links.

Conclusions and Recommendations Concerning the Proposed Guidelines:

The guidelines recognise the need to reduce uncertainty and go some way to doing that.

A single point of referral, plan and set of guidelines making development constraints, opportunities and the process of approval easily understood will alleviate some of the excess cost burden associated with current

planning processes. This guiding principle is strongly supported as a method of removing economic inefficiencies.

The proposed guidelines do not apparently impose greater costs through more severe restriction on bulk or density than the existing rules but provide greater certainty.

We acknowledge that the guidelines recognise the need for co-ordination with other agencies and levels of Government. We recommend that the guidelines strive to ensure uniformity and consistency with other levels of Government and jurisdictions on such matters as public health and safety the environment and transportation.

Heritage values, which are central to the Cove guidelines, provide a major economic benefit for tourism and leisure related industry sectors, and limited or no benefits to most others. The non-economic benefits are acknowledged, but must be borne by the wider community.

Some provisions need to be made for privately owned heritage sites which cannot be redeveloped on a commercially viable basis. Without this they will fall into disrepair and be lost.

The need for a substantial degree of operational flexibility for major users such as the Port must be recognised in framing the final plan.

The specification of desired uses is largely in keeping with the existing use pattern. The desire for compatible infilling development to recover 'lost space' will only be achieved if the market is sufficient to stimulate further investment in these areas. Some 'magnets' may be required such as relocation of the Conservatorium of Music, a concert hall, Museums or other suitable attractions to attract this further development.

There should be active debate about the urban design proposed, and a review of the cost of conforming with specific requirements of the design guidelines before they are finalised in the sealed plan.



An appropriate review period must be determined.

Greater certainty through fixed specifications or provisions reduces flexibility; provisions for flexibility create uncertainty. This 'tension' arises in the degree of specification of design details; provisions for variations to plan to accommodate exceptions; and the frequency of review periods for the final plan.

The implementation and administration of any planning scheme must be effective, efficient, predictable and reliable. While not addressed directly in the document provided, these are key requirements for the proposals to be acceptable."

2.10 SUMMARY OF PRINCIPLES:

2.10.1 HERITAGE (REFER 2.1):

Guiding Principle:

In such an important historic place, preserving heritage means more than keeping old buildings.

It means designing an urban form which is rooted in the past and present yet includes innovation and foresight and guides all building form.

This is not merely because Sullivans Cove is birthplace of the island State and its Capital, but because it is also the starting point for the visitor's exploration of both. It is because it is vital culturally and economically.

General Principles:

H1 The heritage value of Sullivans Cove shall be the guiding design principle.

H2 The unique heritage character of Sullivans Cove shall be retained.

H3 New development in spaces and buildings other than those identified in the inventory in the Sullivans Cove Heritage Study shall respect the heritage character of Sullivans Cove.

H4 Traditional activities shall be retained as an important part of the heritage significance of Sullivans Cove.

H5 New activities shall encourage the continuance of the dynamic role of Sullivans Cove and contribute to making it a vibrant and vital focus for the City.

H6 The cultural importance of Sullivans Cove shall be interpreted for public information.

2.10.2 THE SETTING (REFER 2.2):

Guiding Principle:

Development within and beyond Sullivans Cove must respect the natural amphitheatre of which the Main Space (water and flat wharf areas) is "the Stage" and the Mountain "the Gods".

General Principles:

S1 The importance of the Setting shall be maintained to emphasise the Cove as the centre of "the Amphitheatre".

S2 Important views from surrounding hills and districts and from the City to the Cove and Eastern Shore and beyond shall be protected.

2.10.3 FORM : SPACES AND BUILDINGS (REFER 2.3):

Guiding Principle:

In the Traditional City (of which the Cove is an example) spaces had form. Buildings stood shoulder-to-shoulder with their faces to the fore to form public spaces commonly known as streets, squares, etc.

Thus where a site offers the potential to form an edge to a public space before it, the building on that site shall be designed to do just that.

However, where a building is clearly free standing within a public space, it shall display an all-round "frontage".

Also, new buildings shall respect the scale of their neighbours.

F1 General or Structuring Principles:

F1.1 To create a clear, legible and hierarchical structure of formed space types consisting of the following:-

- (i) Primary Space Types ■ The Main Space
■ Radiating Streets
- (ii) Secondary Space Types ■ Small Streets and Alleys
■ Courtyards
- (iii) Urban Gardens

F1.2 To establish a consistent set of design policies and principles for each space type (enclosure, scale, orientation and urban detail) in order to achieve the structure referred to in F1.1.

F1.3 To progressively eliminate Lost Space through the development of F1.1 and F1.2.

F1.4 To highlight the natural rise (variously expressed as shelf, quarry face, retaining wall or steep slope) between the floor of the Cove and neighbouring districts.

F1.5 To create a stepped structure for building height which respects the relatively low building edge to the Cove and rises to respect the grander scale (of space and buildings) of Macquarie Street with its topographical position along the crest of a ridge.

F1.6 To control building bulk such that no single building dominates a street to the detriment of its neighbours or the street space, by virtue of its mass and repetition of its facade(s).

F1.7 To create a focal point between the Tasmanian Museum and Art Gallery, City Hall, Sheraton Hobart Hotel and Docks Plaza as:-

- (i) The spatial climax at the head of the Cove,
- (ii) the pivotal space between Cove, grand (Macquarie) street and City Centre,
- (iii) symbol of the former extent of the



waters of the Cove, and,

- (iv) axis between City Hall, Docks Plaza and the water.

F1.8 To exclude the area of the Cenotaph and ABC sites from the Sullivans Cove district as these are seen to form a part of the free space district of the Domain which contrasts with the built up street blocks and formed spaces of the Cove, the waterfront and the Central Business District.

F2 Specific and Supporting Principles:

F2.1 To strengthen (through repair and extension) the definition and enclosure of the Primary and Secondary Spaces. ("Repair" refers to the infilling of gaps in the edge of the spaces through new development in order to give continuous enclosure, while "extension" refers to the extension of existing spatial characteristics onto new ground).

F2.2 To strengthen the definition of the Main Space through repair (along Morrison and Argyle Streets by development on the Civic Square site) and through extension of "the wall" of the Cove (by development which extends the Tasmanian Museum and Art Gallery and the Sheraton Hobart Hotel).

F2.3 To strengthen the spatial form of the Radiating Streets primarily by repair of the gaps in the street edges.

F2.4 New buildings about the Main Space and along the Radiating Streets are to be built to the street line and occupy the full widths of the street frontages. (The only exception might be a building with a small set-back behind a plinth and railing).

F2.5 New buildings about the Main Space and along the Radiating Streets are to be clearly orientated to the street: that is, they must display their main frontages and entrances to the street and have clearly differentiated fronts, backs and sides.

F2.6 To extend (in new developments) and repair the ad hoc Small Streets and Alleys within the street blocks bounded by the Cove "wall", the Radiating Streets.

These small streets and alleys should be of a distinctly smaller scale than the primary spaces (10m maximum width), of less regular shape and be formed by a mix of building sides, backs and secondary frontages.

F2.7 To maintain the present Urban Gardens as a series of defined "green islands" each separated from the next by built form and each with its own distinct character determined by its particular history, use and location.

F2.8 Where buildings are free standing within formed spaces (which is essentially within the Main Space and in Urban Gardens), these shall present all-round "frontages" or elevations.

F2.9 A further principle of building within a formed space is that the building should be of a size and location that it reads clearly as a small "island" structure within the larger formed space.

The apparent bulk of existing wharf sheds (especially Princes No. 1 in any future conversion) should be reduced by making part of the structure more transparent with glazing (see Panel F2).

In the case of a new building on a new finger pier (proposed on the Panels as an extension of the City Hall - Docks Plaza axis), the building(s) should exceed the dimensions of the present Elizabeth Street Pier shed.

F2.10 The creation of a Cove "focal point" requires negotiated extensions to the Tasmanian Museum and Art Gallery (much needed) and to the Sheraton Hotel (over the garden area) to give enclosure on the east and west sides. Since the Tasmanian Museum and Art Gallery is a public building, the face to the square should be designed to include features which will mutually enhance the life of the space and the Museum (eg. viewing/entry steps, balconies).

F3 Dimensions Derived from the Principles:

F3.1 The stepped building heights from Cove to upper Macquarie Street will range from 12 metres on the low ground at "the wall" of the Cove, to 25 metres on the high Macquarie

Street ridge, with intermediate heights of 15 metres and 18 metres.

F3.2 Within the framework of the four areas of height limits (12m, 15m, 18m and 25m) there will be plot ratio maxima of 2.25, 3, 4 and 5.5 respectively.

F3.3 There shall be a maximum street facade proportion to street width ratio (secondary spaces excluded) for any continuous building facade of 2:1.

2.10.4 URBAN DETAIL : SPACES AND BUILDINGS (REFER 2.4):

Guiding Principle:

The design and especially placement of detail elements (steps, seats, planting, signs, lighting, etc.) shall reinforce and not weaken the overall character and form of the spaces and buildings.

Principles and Guidelines

DS1 Surfaces:

APRON PAVEMENT:

Avoid where possible level changes in the surfaces of the apron as these detract from its essential openness and flatness and reduce the flexibility of the space for multiple use.

Of particular concern is the use of kerbs and channels to define road edges. These not only affect the openness of the aprons they also tend to cause increased traffic speed which reduces public safety.

Existing rail lines from Hunter Street across Franklin Wharf concrete apron shall be retained.

Existing materials shall be retained in future upgrading/alteration (e.g. steel angle at expansion joints).

When excavations occur all cuts shall be cleanly sawn in a square or rectangular shape and resurfacing done in concrete not bitumen.

Concrete aprons shall be regarded as the characteristic surface material within the waterfront area.



ROAD PAVEMENTS; AND FOOTPATH PAVEMENTS:

Pavements shall have a simple texture and pattern sufficient to avoid monotony.

Paving colours shall be of varying shades of grey dark tone so as not to detract from the tones of the buildings which structure the spaces.

Retain and refurbish remaining examples of stone set and flagstone pavements and drainage channels (ie. Dunn Street) wherever possible. Where such materials are to be removed they shall be put in place elsewhere.

Excavation for the repair of existing concrete and bitumen pavements shall be sawn cut into a rectangular shape.

Replace paving with material similar to that removed unless the replacement of same with another is pending.

Road markings shall be used sparingly.

Road pavements are as nominated in 2.4.3.

The present variety of footpath pavements is difficult to rationalise quickly. However, the most important qualities are colour and geometry. Shades of grey in rectangular pavers will ensure consistency as well as allow the buildings to be visually the Main Space markers, alternative materials are as nominated in 2.4.3.

WATER ACCESS POINTS:

Existing water edge across areas shall be maintained and additional points shall be created.

The form and construction of water edge access points shall observe the following conditions:

Allowance shall be made for the use of access points through tidal change.

Access points shall be oriented to provide protection from the sea breeze while gaining

northern light.

Suitable points shall be constructed from concrete or timber to withstand contact with the water.

The form of the access point shall generally reflect precedent.

Balustrades and/or railings are required in all cases for public safety except at points of small boat boarding.

OTHERS:

Paving About Free Standing Buildings.

Where a building is free standing, paving may be used around the building to emphasise its all-round orientation.

■ *Courtyards (including public ones) tend to be secluded by buildings and high walls with only glimpses of their character from the public street system. There is no reason, therefore, why these should not develop their individual characteristics.*

■ *Each urban garden has its own character. This is related to its history, use and location. It is not possible therefore to make single specifications for all gardens. Therefore surface details shall respect the particular character and be consistent within each garden to plans established by the responsible authority.*

DS2 *Lamp standards shall be of a simple functional character.*

Where historic examples of light fittings exist, they shall be retained and reused.

However, replicas of historic fittings should not be used as authenticity is critical in the Cove, and such fittings only rob the genuinely old examples of their meaning.

Where additional street lighting is required, it should be the same as that already in use and placed in a manner that extends existing rhythms and patterns to reinforce the wider spatial structure and form.

Existing Marine Board lamp standards should be retained and refurbished for use in the Main Space.

Lighting levels within the Inner and Outer Cove, and City Zone should be to A.S. 1158 with fixtures as per H.E.C. standard.

Bollard lights are to be used only at interpretation nodes.

DS3 *Seats shall be sited to reinforce the structure and form of the spaces, and the legibility of the study area. For instance, rows of seats shall parallel building, dock or similar edges. Colour shall be used to differentiate between zones and types of spaces.*

Exposure to the sun and protection from wind and rain should also be considered in siting seats.

Seats shall be made of timber, or timber and steel, be of a robust nature and be resistant to vandalism and weather.

DS4 *New bollards shall be of cast iron or steel.*

Vehicular bollards in the Inner Cove Zone shall be squat, wide, flat-topped, and painted silver.

Vehicular bollards elsewhere shall be more slender, taller, round-topped and with a hole capable of taking chain link where required.

Existing ships' bollards shall be retained wherever possible.

Should the need arise for a ships' bollard to be removed, then it should be saved and relocated.

The placement of bollards shall be part of a rhythm and pattern that reinforces the wider spatial form.

DS5 *The placement of rubbish bins shall be near the expected sources of little and in a manner that does not detract from the form and character of the space.*

The preferred rubbish bin is of expanded metal with a zincalume steel liner and is vandal



restraint, easy to empty and low maintenance.

DS6 *Bicycle stands should be provided and sited at the Activity Nodes (See 2.5.5 Amenity).*

They shall not detract from the form and character of the spaces.

They shall be of a simple galvanised pipe rail in keeping with other pipe rail elements.

DS7 *There is a need for additional drinking fountains and these shall be concentrated within the recognised Activity Nodes (see 2.6.5 Amenity).*

They shall be sited in a manner that they are obvious to public view but do not detract from the form and character of the spaces.

DS8 *The use of parking meters shall be limited. Ticket machines and not parking meters shall be used in the Inner Cove Zone and in the ad hoc small streets and alleys within the Outer Cove Zone.*

The siting of ticket machines shall be in a manner that they are obvious to public view but do not detract from the form and character of the spaces.

DS9 *All the information pertaining to the Sullivans Cove Walking Trail shall continue to be implemented.*

DS10 *The intent shall be to retain all stone walls in the area whether complete or remnants.*

However, where a stone wall has to be removed, then the materials should be retained for use elsewhere in the Cove.

If a wall has to be constructed in the Inner Cove Zone (Main Space), it shall be concrete.

Elsewhere, walls shall be of cut sandstone or brick with a distinctive capping course.

Concrete block, crib and timber walls shall not be used.

DS11 *Plinths shall continue to be used as a basic structuring device delineating functional areas.*

However, they shall be situated in a manner that reinforces the overall spatial structure.

Concrete plinths shall be used in the Inner Cove and Macquarie Point Zones.

Elsewhere, concrete, brick or sandstone plinths should be used depending upon the particular context. In particular, sandstone plinths should be used in conjunction with heritage sandstone buildings.

In the Inner Cove Zone (Main Space), pipe rail balustrades shall be used with concrete plinths.

Steel fences should be used with sandstone plinths.

DS12 *Old established fences, especially those adjacent to heritage buildings and sites, shall be retained.*

New fences shall incorporate a plinth and be of a form and materials appropriate to their settings, ie. appropriate to the adjacent building, site and street space.

The recommended form for all areas, except for within the Main Space and in the Macquarie Point Zone is a black painted fence of alternating height and low pickets.

Within the Main Space, where areas have to be seaward, then black PVC coated mesh above a plinth is recommended to maintain the openness of the Cove.

DS13 *New railings and balustrades shall stand on plinths. Together, they should be elegant, robust and of material suitable for outdoor use and resistant to vandalism.*

In the Main Space and Macquarie Point Zone, railings shall be of silver painted galvanised steel pipe with non-welded joints.

Elsewhere, wrought iron or steel rails or balustrades shall be used. The duplication of historic detailing shall be considered where relevant.

Expanded and/or perforated metal and mock-historic aluminium rails and balustrades are not appropriate.

DS14 *Street trees should be planted with extreme caution and only within the framework of an overall design concept (ie. not in relation to individual buildings).*

Trees shall not be used in the public spaces in the Inner and Outer Cove Zones, except in Urban Gardens.

Street trees shall not block important view corridors, especially along those Radiating Streets which offer views to the water.

DS15 *A framework should be developed for the co-ordination of signs which is functional and sympathetic to the character of the Cove and the structure and form of the spaces in placement.*

DB1 *The composition of building elements in a design shall reinforce and not weaken the overall character and form of the spaces and building patterns of which the building is a part.*

DB2 *Street corners shall be marked by positive building elements which vary in their prominence according to the status of the streets in the City and the importance of the building.*

DB3 *Building elevations shall be differentiated and demonstrate a clear hierarchical order which accords with the importance of the adjoining streets or other public spaces.*

DB4 *Buildings shall display a clear hierarchy of entrances and place their important public entrances on the most important streets or public spaces.*

DB5 *Elevations to the formed Primary Spaces in the Cove (ie. the Main Space and Radiating Streets) shall arise in a single vertical plane from the street edge.*

DB6 *Building elevations to primary spaces shall have "tops" (ie. projecting eaves, parapet, gable or equivalent) to contain visually the street or public space before it.*

DB7 *The composition of any building form on a site with a long and sloping street*



frontage shall show respect for the changing street level and preferably step with the contours.

DB8 Pitch roofs shall be required in the areas where the building height is 12 metres (ie. closest to the Main Space).

DB9 Lights (or similar elements) which project in a repetitive manner from a private development into a street or public space should be of a type which is consistent with the rest of the street.

DB10 When facing on the primary spaces, building frontages shall observe the principle of more-solid-than-void (ie. 50% plus).

DB11 Materials, textures and colours shall not be tightly prescribed but the aim of new development must be to reinforce the spatial structure and character set by its component buildings. Large areas of highly reflective materials and of very bright colours should definitely be avoided.

DB12 Where a new development stands next to a heritage item which is of unusual scale, siting or form, the design shall respect the need for a special relationship with the heritage nature. It may, in some instances, mean that the proposal steps outside the framework of another design principle in order to satisfy the special conditions.

DB13 Floodlighting shall highlight the containing "wall" about the Main Space as a key element in the structure of the Cove. This runs from Salamanca Place to Hunter Street via City Hall.

Otherwise, floodlighting shall be used only to highlight monumental buildings and landmarks. Buildings forming the general texture of the Cove shall not be floodlit.

DB14 The primary purpose of any sign on a building should be to provide building and business identification.

No sign should be of a scale or design that detracts from the character of the building or of the public space before it, and in particular, signs should maintain the character of buildings of heritage value.

Any sign on a building which can be viewed from a public space should be positioned and be of a shape, size and appearance appropriate to the design and proportions of the building.

All signs must be approved and registered, and illegal signs should be policed.

The principles of sign location on buildings which shall be followed in the Inner Cove Zone and which are appropriate for most other buildings elsewhere in the Sullivans Cove are shown in 2.4.3 Urban Detail Guidelines : The Spaces.

In addition, the following principles shall apply.

Multiple tenants should be listed on discreet sign panels or plaques. If outside, the maximum dimensions should be modest and in keeping with the scale and proportions of the building. Alternatively, a larger sign may be placed inside - in the foyer or similar area.

Small hanging signs of a traditional nature where width does not exceed depth may be used if appropriately positioned. This would normally be in association with a major public entrance: if this principle is observed it will limit the number of signs per unit length of building frontage.

Windows should be free of all signs. The exception is the hand painted sign indicating the name and nature of the business (e.g. "Short and Round, Accountants") and this should not obscure the interior of the building.

Banner signs are desirable only for short periods and in association with festivals or special events.

Neon signs should not be permitted.

Where the night lighting of a sign is necessary, this should be achieved by way of an unobtrusive and independent light source. Flashing signs should not be permitted.

Strings of lights should not be permitted.

Wide solid signs at right angles to the building frontage conflict with the hard edged

character of the building to the space and should not be permitted.

No sign should result in visual clutter nor unreasonably obscure the view of another.

2.10.5 IMAGE, AMENITY AND SAFETY (REFER 2.5):

Guiding Principle:

Buildings, spaces and other urban elements shall be designed to form a "readable" or "legible" precinct, image or structure with clear vistas, views, nodes, paths, landmarks and edges between districts and around major spaces.

Facilities which contribute to the amenity of Sullivans Cove shall be extended and improved to provide greater comfort in the Cove.

Safety from industry and environmental hazards shall be controlled by environmental performance standards and/or land use separation.

General Principles:

IAS1 New development shall respect and reinforce the special image of Sullivans Cove.

IAS2 Buildings and spaces within Sullivans Cove shall be designed to ensure a pleasant and comfortable environment.

IAS3 Sullivans Cove shall be a safe and healthy environment for recreational purposes, Port operations and marine life.

2.10.6 LAND AND MARITIME ACTIVITIES (REFER 2.6):

Guiding Principle:

Sullivans Cove shall continue as a working Port (with associated transport and industry), fishing and yachting harbour, cultural centre, recreation and entertainment district, centre of Government and administration and place for commerce and living.

It shall continue to cater for public activities - markets exhibitions, fish sales, busking, etc.



It shall display its history and have a life beyond nine to five.

Further, the activities shall complement rather than compete with those of the central area and other inner City places. And they shall not demand new buildings which are out-of-scale with the Cove.

General Principles:

A1 *The vitality of Sullivans Cove shall be encouraged through the maintenance of its strong visual image and continuance of its diversity of activities.*

A2 *The activities of the working Port shall receive preference over recreation.*

A3 *The importance of the activities in Sullivans Cove to the Capital City and the State shall be recognised.*

A4 *Land uses which require very large, undifferentiated floor areas and dictate high and bulky buildings shall be excluded from certain areas of Sullivans Cove.*

A5 *All buildings shall provide active street frontages.*

A6 *Sullivans Cove shall be a safe place for people where vehicles do not take precedence.*

A7 *Sullivans Cove shall be revitalised and its public use extended through the development of spaces and buildings which are complementary to the Heritage character of Sullivans Cove.*

A8 *Sullivans Cove shall maintain and expand its role as a place for people.*

A9 *Sullivans Cove activities shall be easily accessible.*

A10 *The tourism role of Sullivans Cove shall be reinforced.*

A11 *Inner City residential shall be encouraged.*

A12 *Industry, warehousing, storage and transport shall be consolidated.*

A13 *On the water, the activities of the*

working Port shall receive preference over recreational maritime activities.

A14 *Activities which are ancillary to and support maritime activities shall be encouraged.*

2.10.7 MOVEMENT (REFER 2.7):

Guiding Principle:

The pavements, carriageways and parks shall offer improved circulation and safety, enhance the pedestrian's experience of the spatial structure and historic character, reduce pedestrian/vehicular conflict, yet ensure vehicular access (including parking and movement of freight) to serve the diverse activities of the Cove.

Safety from vehicles shall be facilitated through design for traffic restraint rather than vehicle/pedestrian separation.

General Principles:

M1 *Maritime movements shall be allowed efficient passage within the proclaimed Port boundary and shall continue to be co-ordinated and directed by the Marine Board of Hobart.*

M2 *The dominance of vehicular traffic in Sullivans Cove should be reduced to allow an attractive pedestrian environment but traffic movement shall be efficiently and safely maintained.*

M3 *City Centre by-pass traffic shall be deterred from travelling through the Main Space of Sullivans Cove.*

M4 *Cyclists shall be permitted safe access throughout Sullivans Cove.*

M5 *The visual dominance of car-parking throughout Sullivans Cove shall be reduced, especially in the Main Space.*

M6 *Pedestrian movement within Sullivans Cove shall be safe, comfortable and interesting.*

M7 *Public transport should be improved to*

provide a more desirable means of commuter transport than private vehicles.

M8 *A major transport terminal shall be proposed for the City.*

2.10.8 ADMINISTRATION (REFER 2.8):

Guiding Principle:

There should be a single point of referral and a single Planning Scheme and set of guidelines such that development constraints, opportunities and the process of approval are easily understood by the community, developers, designers and decision makers alike.



3.1 SULLIVANS COVE PLANNING SCHEME:

A Sullivans Cove Planning Scheme shall be prepared as required by the Sullivans Cove Planning Act 1991.

Planning provisions shall be:-

- Statutory parameters which are contained within the Planning Scheme; and
- advisory guidelines which are contained within this Report.

These two documents shall be the source of development control and guidance in Sullivans Cove.

3.2 PLANNING PROVISIONS:

To further the intent of this Review, Planning Scheme provisions shall include, BUT NOT BE LIMITED TO, the following.

3.2.1. INTENT OF THE PLANNING SCHEME:

The intent of the Planning Scheme is to:

- (a) Protect and promote Australia's most intact historic waterfront for its authentic, historic, scientific and social significance;
- (b) integrate heritage conservation into the planning and development process;
- (c) integrate an urban design framework into the planning and development process;
- (d) integrate environmental standards into the planning and development process;
- (e) integrate maritime activities into the planning and development control process;
- (f) provide a co-ordinated planning administration for Sullivans Cove;
- (g) provide a mechanism for public involvement in the planning and future use of Sullivans Cove.

3.2.2. PRINCIPLES:

The particular principles which shall apply to development within the Planning Scheme area are those in 2.10 Summary of Principles. The Corporation shall have regard to these principles before granting or refusing approval of any development.

3.2.3. PLANNING AREA:

The Planning Area shall be as defined in the Sullivans Cove Act 1991.

3.2.4. INTERPRETATION:

The Sullivans Cove Planning Scheme shall include the definitions contained within the Interpretation Section of the Sullivans Cove Planning Act 1991.

3.2.5. HERITAGE:

Provisions for heritage shall be in accordance with the Principles (see 2.10.1, 2.1).

The Sullivans Cove Heritage Study is endorsed by the Sullivans Cove Development Authority.

Extract from Sullivans Cove Heritage Study prepared by Forward Consultants, May 1991.

"General Recommendations:

There should be a State Heritage Act, as in other States, setting out the broad policies and methods of implementing conservation policy throughout Tasmania.

One aim of implementing a Conservation policy for any area should be to achieve consistency with the outcomes in other areas. This requires comparative assessment of conservation policy and outcomes on a State and national level.

There is also value in aiming for consistency throughout Australia in the methodology. As a general recommendation, the methods adopted for implementing a Conservation policy in Sullivans Cove should be based upon the methods and legislation used in other States.

In making this recommendation, we have looked at Victorian and NSW practice in particular. It would seem inevitable that legislation controlling conservation practice will in the long run be convergent, as community attitudes towards cultural heritage become more clearly defined, and more consistent between different parts of the wider community.

Statutory Recommendations:

Planning Applications should be required for all changes of use, and for all development, alteration and demolition of buildings, land, signs and fixtures within the Study Area.

Planning Applications for buildings listed as of State or higher significance should be referred to a State heritage advisory committee, and approval should be required for internal as well as external works.

Planning Applications for other buildings within the Sullivans Cove Heritage Study area should be made, and approval required for external works only.

In addition to other existing Planning requirements, these applications should be referred for approval to a Heritage Advisor, appointed by a State authority, the Heritage Advisor reporting on each application to the Planning Authority.

Proposals should be required to demonstrate that they comply with the aims of the Conservation Policy for the Area, and the Heritage Advisor to the Planning Authority should assess and confirm that this is the case. Proposals that do not comply should be refused.

The Planning Authority should be empowered to negotiate concessions with building owners and/or developers to encourage appropriate development and maintenance of buildings and land within the Heritage area. These concessions could include parking and access requirements, use and occupation, development plot ratios, financial offsets (rates, taxes, etc.).

Where a conflict of interest exists, or at the



request of the Planning Authority, applicant, heritage advisor or State authority, an application can be called in for assessment and advice by the State Authority.

Where the Planning Authority considers that a building owner is neglecting or otherwise treating a listed building in such a way as to frustrate the Conservation policy for the area, then the Planning Authority should be empowered to act to ensure the preservation of the listed building, as an extension of the current Preservation Order powers, but with greater flexibility. It would be appropriate for these powers to be taken out of the Local Government Act, and incorporated in new legislation, eg. a State Heritage Act.

To support the Planning Authority's action, the National Trust Preservation Fund is available, and its application could be more formally tied into the process of the Planning Authority.

As a general principle, it should not be necessary to find all the funding required, but merely the difference between the cost of good conservation practice, and the "normal" cost of work were no wider community interest to apply to that building or place.

The Heritage Study should be re-assessed at not more than ten year intervals. This is necessary because community attitudes towards cultural significance change with time, so the listing criteria will have altered. Also, it is probable that policy objectives will change, either through being substantially achieved, or through being altered by 1 changes in the external environment (political, social and economic).

Consideration should be given to setting up a Sullivans Cove Planning Advisory Committee, to review and assist in the decisions of the Planning Authority, and to support the Heritage advisor in both proactive and statutory roles. This could be based upon the Battery Point Planning Committee model.

Non Statutory Recommendations:

There should be continuing efforts to inform the users, residents and visitors to the Study

Area of its Heritage significance. Public debate as to how the community responds to this significance should be encouraged.

The Heritage Advisor in particular should be charged with taking a proactive role in this, encouraging appropriate development and conservation within the area.

The Heritage advisor (proposed under the Statutory recommendations) should be available to assist building owners and developers within the area by providing them with early information and guidance as to how they can best achieve their aims within the framework of the Heritage Policy for the area."

3.2.6. FORM : THE SETTING:

Provisions for The Setting Form shall be in accordance with the Principles (see 2.10.2, 2.2).

In its consideration of any development application, the Corporation shall have regard to the effect of the development on the setting of Sullivans Cove. In particular, it shall consider the effect of the development:

- (a) From the water towards Battery Point, the City and the Mountain, and the Domain; and
- (b) from the City and surrounding hills towards the water and the Eastern Shore.

3.2.7. FORM : SPACES AND BUILDINGS:

Provisions for Spatial and Building Form shall be in accordance with the Principles (see 2.10.3, 2.3).

In its consideration of any development, the Corporation shall ensure that new development shall:

- (a) Define the containing edge to the Main Space;
- (b) ensure that space making buildings are built to the street edge or define the property alignment with a plinth, wall or fence of a style which is characteristic of Sullivans Cove;

(c) ensure that facades of space making buildings forming Primary Spaces (Main Space or Radiating Street) have a street facade proportion to street width maximum ratio of 2:1;

(d) extend Secondary Spaces (small streets, alleys and courtyards) in street blocks behind the Main Space and Radiating Street frontages;

(e) have frontage and entrance oriented to the street;

(f) ensure that freestanding buildings within formed spaces shall have consistent all round frontage;

(g) ensure that building heights respect heritage items;

(h) ensure that building height is appropriate to the vicinity and within precise specified limits.

(i) ensure that plot ratio be a maxima of 2.25 (12m height limit), 3 (15m), 4 (18m) and 5.5 (25m);

(j) ensure that building bulk is complementary to Sullivans Cove forms through building detail, articulation and respecting natural land forms.

3.2.8. URBAN DETAIL : SPACES AND BUILDINGS:

Provisions for Spatial and Building Detail shall be in accordance with the Principles (see 2.10.4, 2.4).

The Corporation shall ensure that urban detail is in accordance with the guidelines in this Report.

3.2.9. IMAGE, AMENITY AND SAFETY:

Provisions for Image, Amenity and Safety shall be in accordance with the Principles (see 2.10.5, 2.5).

In its consideration of any development the Corporation shall have regard to the need to maintain the image of Sullivans Cove by:

- (a) Maintaining identified vistas and views to landmarks, the Cove and its setting;



- (b) grouping facilities at and intensifying identified nodes;
- (c) protecting and accentuating identified landmarks;
- (d) reinforcing the edges between Sullivans Cove and adjoining districts;
- (e) reinforcing the edge of the Main Space of the Cove and the edges to other major spaces by maintaining the building form with building edge to the street alignment, building orientation to the street and building scale similar to the identified characteristic forms.

In its consideration of any development, the Corporation shall have regard to the need to maintain the amenity of Sullivans Cove by:

- (a) Ensuring the comfort of users of Sullivans Cove through the provision of pedestrian shelter, access and through site links;
- (b) ensuring that sunlight and daylight penetration is maintained in public spaces and overshadowing minimised;
- (c) ensuring that wind speeds and wind turbulence at street level do not make public areas dangerous or uncomfortable for pedestrians or cyclists.

In its consideration of any development, the Corporation shall maintain and improve the environmental quality and safety of Sullivans Cove by:

- (a) Ensuring that nuisances, including noise, and pollution are prevented;
- (b) requiring the proponents of major developments and developments with a potential for environmental impact or hazard to prepare an Environmental Impact Statement (EIS) to show that the proposal will have no adverse effect on the health, and safety qualities of Sullivans Cove;
- (c) requiring the proponents of any installation of a potentially hazardous nature to prepare a Hazards Analysis and Risk Assessment;
- (d) ensuring personal safety and property

security through a high level of public visibility and use of vandal proof materials and security measures.

Scheduled Premises as defined in the Environment Protection Act, 1973 or equivalent shall require an EIS in accordance with that Act.

Where the Corporation considers a proposed development which is not a Scheduled Premise (as defined by EPA, 1973):-

- Will have a significant impact on the environment;
- is controversial in nature;

OR

- is likely to create pollution which may adversely affect the development;

The Corporation may require the applicant to submit an Environmental Report setting forth the results of a study carried out by a suitably qualified person.

For non-Scheduled Premises, Council shall consult with the Director of Environment Control or equivalent relevant authority on the requirements for an Environmental Report and on the assessment procedure.

Depending on the nature of the development, the proponent may be required to assess physical, bio-physical, social, economic and hazard and risk impacts as considered relevant by the Corporation.

The proponent will need to show that the proposal:-

- Complies with any relevant regulations or requirements of relevant authorities;

OR

- if no regulations:-
 - That the emissions generated by the proposed use, activity or work at no time create a nuisance or hazard to other land-owners and land users.

- That the level of contamination of the site is acceptable for the proposed use.

The proponent should state the measures which will be taken to ameliorate environmental impact by either containing any pollutant within the site boundaries, or reducing its export to acceptable levels.

If the site is shown to be contaminated, the measures to be taken to decontaminate the site will need to be shown;

A Hazards Analysis and Risk Assessment shall identify the events that could lead to an unacceptable level of hazard, the routes by which a hazard could occur and the likelihood and possible extent of harmful effects.

Proposals to reduce the Hazard or Risk should be described and design changes made if necessary.

The proponent will need to show that the installation and transport of any hazardous and dangerous goods will comply with any regulations and will be granted any relevant approvals.

The disposal of hazardous wastes must be undertaken in a manner which has the approval of the Director of Environmental Control or equivalent relevant authority.

The Corporation shall not approve any development of a hazardous nature unless it has the approval of the State Emergency Service or equivalent relevant authority;

3.2.10 ACTIVITIES:

Provisions for Activities should be in accordance with the Principles (see 2.10.6, 2.6).

Activity Areas shall be delineated on the Plan within which particular activities shall be permitted with final definition to be determined by Hobart City Council.

Permitted Activities shall be those which will contribute to the particular functional character of an Activity Area.



Discretionary Activities shall be those which do not contribute to nor detract from the particular functional character of an Activity Area. They shall only be permitted at the discretion of the Corporation when they are ancillary to, and can be shown to support the permitted activities and when their implementation would not change the overriding functional character of an area or compromise its future use for a permitted activity (see 2.6.4 for character statements).

Prohibited Activities shall be those which would detract from or erode a particular functional character of an Activity Area.

Activity Areas and their Permitted Activities are:

(a) Recreation/Tourism:

This area is Hobart's major tourist destination and has a readily identifiable image. Its role as an area for recreation, tourist retailing, entertainment, markets, public gatherings and inner City residential living must be maintained and reinforced.

- Cafe
- Car Park
- Community Building
- Markets
- Recreation
- Residential Uses
- Restaurant
- Retail/Commercial
- Taverns
- Tourist facilities and information
- Tourist accommodation

(b) Maritime:

This Area contains the operational Port of Hobart with cargo handling, fishing industry, cruise liners, ferries, recreational boating, world class yachting events and other maritime activities. Its role as a maritime gateway and working Port must be maintained and reinforced.

- Port operations
- Fish sales

(c) Park:

This Area contains important community

symbols including the Cenotaph, Boer War Memorial, and the Domain. Its ceremonial, civic and recreational roles must be maintained and reinforced.

- Passive recreation
- Temporary fairs/carnivals
- Civic ceremonies

(d) Government and Administration:

This Area contains Government and Judicial activities. Its civic function must be maintained.

- Office
- Professional Services

(e) Transport:

This Area at the northern gateway to the Cove and the City contains a terminus of State rail system and is adjacent to the Port and a State highway with a link to the airport and other links to the east and north of the State. Its role as a transport interchange should be strengthened.

- Car Park
- Industry
- Port Operations
- Storage
- Transport interchange
- Warehousing

(f) Culture:

This Area contains a concentration of cultural and educational facilities. This role should be maintained and reinforced.

- Educational/Cultural establishments
- Galleries
- Museums
- Taverns
- Theatres

(g) Institutional/Finance:

This Area is the financial heart of Hobart and contains prestigious office accommodation. Its role as Hobart's main financial area should be reinforced.

- Bank/Finance

- Office
- Professional Services

All Permitted and Discretionary Activities shall comply with all the requirements of the Planning Scheme.

Failure to comply with all requirements of the Planning Scheme will deem the use to be prohibited.

All developments shall contribute to pedestrian amenity by ensuring leisure retailing or services (cafes, restaurant, taverns etc.) and visual interest at street level.

Residential uses shall be encouraged in new development in all Activity Areas as a support to permitted activities if public safety and health can be ensured. Incentives for their inclusion should be explored with various levels of Government.

3.2.11 MOVEMENT:

Provisions for Movement shall be in accordance with the Principles (see 2.10.7, 2.7).

In its consideration of any development, the Corporation shall ensure that:

(a) Development does not interrupt the efficient passage of Port related movements;

(b) development does not generate a degree of vehicle traffic which is detrimental to other movements in Sullivans Cove;

(c) developers provide or contribute to car parking with the number, design and location of spaces and access determined by the Corporation;

(d) developments be designed to incorporate on-site vehicle parking only to the extent that car parking does not direct the design of the development and does not have a detrimental effect on the form and character of Sullivans Cove or on its pedestrian amenity and activity;

(e) proponents of developments which cannot contain the car parking which they generate within the design of the development shall



contribute through cash in lieu payments to parking accommodation in shared car parking facilities in locations in Sullivans Cove nominated by the Corporation;

(f) car parking facilities shall be designed to complement the form and detail of adjacent buildings and have a continuity of street level activity and/or visual interest;

(g) vehicle access to buildings shall be designed and located so as to minimise footpath crossovers and disruption to footpath movements;

(h) vehicle access to car parking facilities shall be discrete and where possible located so as to not disrupt traffic flows along traffic streets through queuing;

(i) pedestrian access into and through Sullivans Cove to the waterfront shall be easily available;

(j) new development shall incorporate through-site and cross block links, as required by the Corporation.

3.2.12 ADMINISTRATION:

Provisions for Administration shall be in accordance with Principles (see 2.10.8, 2.8).

(Because the successful operation of the non-statutory Sullivans Cove Development Authority over several years in terms of providing a forum for negotiation/co-ordination of all the interests in the Cove, it would be appropriate for a similar body to continue to operate perhaps as an Advisory Committee to Council. It is recommended that the Sullivans Cove Planning Act 1991 address this premise).

In addition to any information required by the Corporation for assessment procedures all development applications for new buildings or proposals requiring change to the external appearance of a building in the planning area shall include three dimensional illustrations and a model constructed to a scale of 1:500.

(This is to enable placement on the Sullivans Cove model for assessment).

The demolition of any structure shall not be permitted unless a replacement development has been approved except where it can be shown that the demolition is required for public safety or by statutory order.

If a structure is demolished unlawfully development of the site shall be subject to a penalty to be determined by the Corporation (eg. development prohibition for a period of up to say two years from the date of demolition, contribution to a heritage fund, etc.).

(This is to avoid additional "Lost Space").

(It should be noted that "Demolition" is to be included within the definition of "Development" and therefore require Development application and approval).

Specific Departure.

(This provision provides for spaces or buildings as identified on a Plan to be developed in ways that are not otherwise provided for under the Scheme, for example, exceptional design.

The Corporation will need to make application to the Commissioner for Town and Country Planning. The Specific Departure shall be processed as if it were an amendment to the Planning Scheme and be publicly exhibited.

Exceptional proposals should be assessed by a panel of prominent practitioners in urban design, architecture, planning, etc. with at least one independent representation (ie. with perhaps one member from outside Tasmania). This panel should be appointed for a nominated term.

It will need to be ensured that the exceptional proposal is within the spirit and intent of the principles.)



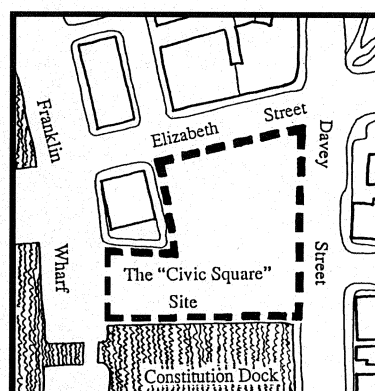


THE STRATEGY APPLIED TO AN EXAMPLE SITE

With the Design Principles established, these may be applied to any site in Sullivans Cove to give a clear set of design guidelines.

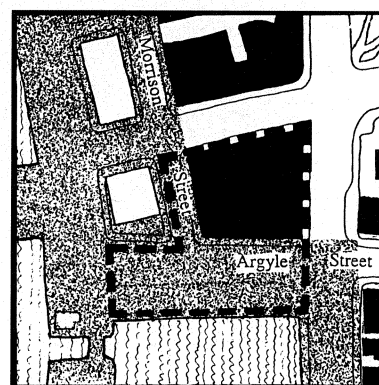
As an example, the once proposed Civic Square Site is taken.

THE SITE:



The "Civic Square" Site is the area bound by Constitution Dock, Franklin Wharf, Davey Street and Elizabeth Street, excluding the site of the Marine Board Office Tower.

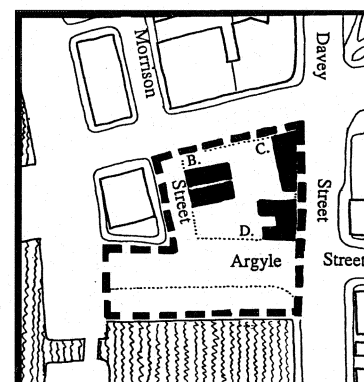
THE SITE AS PART OF THE WIDER STRUCTURE OF THE COVE:



The basic components of the Site are:-

1. The **Street Block** bound by Davey, Elizabeth, Morrison and Argyle Streets
- and
2. Two short sections of Morrison and Argyle Streets which, at these points, are part of the Main Space of the Cove.

HERITAGE (PANEL B):



There are several building complexes on the Site which have been established by the Historical Site Survey - Civic Square as being of heritage significance:

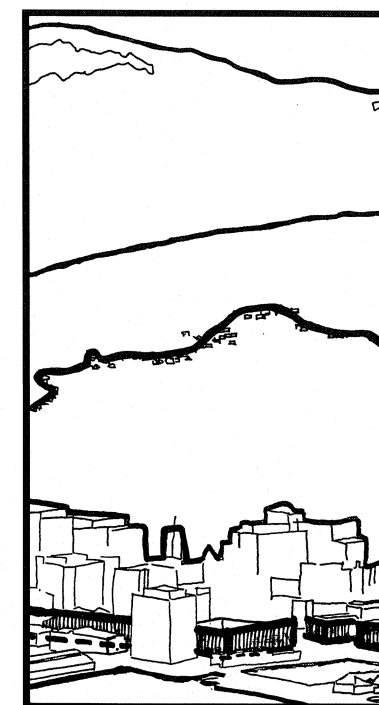
- A. 3 Morrison Street.
- B. 5 Morrison Street
(A rare Hobart example of Art Deco)
- C. 6-10 Davey Street.
- D. 10-14 Argyle and 2-4 Davey Streets
(only surviving evidence of the port's timber industry).

Their retention is desirable and these should be incorporated in any development proposal.

Removal may only be considered if the replacement designs contribute more to the structure and character of the Cove as it is identified in this report.

If buildings of significance are removed, then they should be fully recorded.

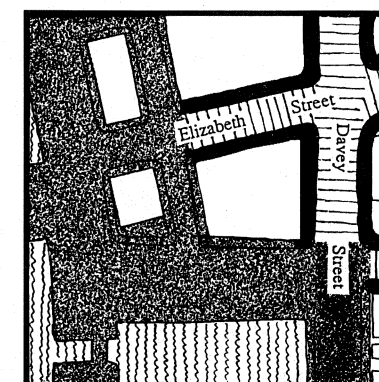
SETTING (PANEL C):

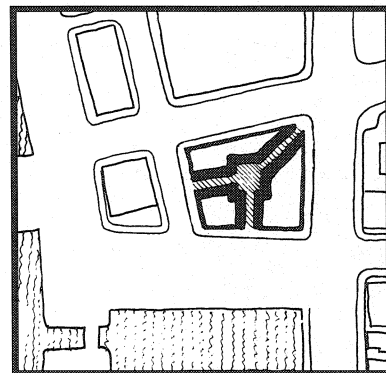


Buildings on the Morrison and Argyle Streets frontages shall form a part of and reinforce "the Wall" around the Main Space of the COVE.

They will provide the first step upwards in the amphitheatre-like setting which rises dramatically from Water to Wellington.

SPATIAL FORM (PANEL D):





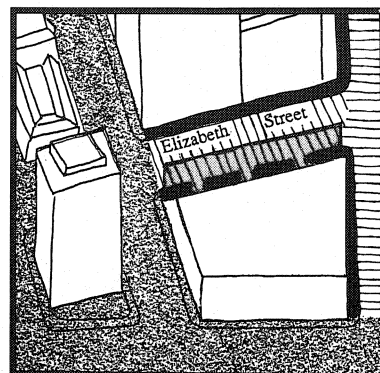
The **Primary Spaces** within or adjacent to the site are:-

- (i) The Main Space of the Cove which includes short sections of Argyle and Morrison Streets;
- (ii) Elizabeth Street as a Formed Radiating Street; and,
- (iii) Davey Street, another Radiating Street.

These spaces should be defined by hard straight building lines up to the street edges.

But within the Street Block are opportunities for **Secondary Spaces** (alleys and/or arcade connecting with a possible courtyard).

BUILDING FORM - Orientation and Alignment (PANEL E):



Given that there are three spaces about the Street Block (Main Space, Elizabeth and Davey Streets), the buildings should address each of these in different and distinctive ways, consistent with each space.

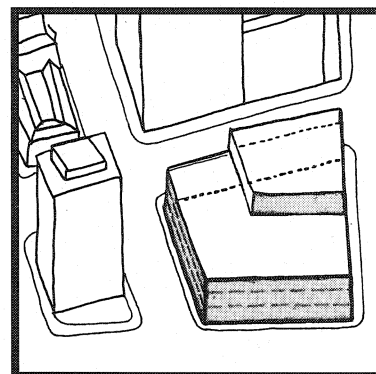
"The Wall" (Argyle and Morrison Streets) is very important.

Elizabeth Street is also important, traditionally the spine of the City Centre. While Davey Street is a lesser though by no means unimportant space.

If there are internal spaces within the Street Block, these shall "read" as secondary to the primary street frontages. (An internalised street block where the "polish" is on the inside at the expense of the outside shall be avoided).

Within the Main Space, there may be free-standing structures (eg. kiosks) which display an all-round frontage.

BUILDING FORM - Bulk and Height (PANEL F):



Street Block buildings fronting on to the Main Space (ie. those short sections of Argyle and Morrison Streets) shall maintain the scale of "the Wall" of which they are a part (ie. a maximum of 12m).

However, Street Block building behind "the Wall" (ie. on the western quarter of the Block) may rise to 15m towards the higher level of Macquarie Street and taller City buildings.

In the Main Space, there may be free-standing structures but these should clearly be of a size and location that they read as small "islands" within the longer formed space.

SPATIAL DETAIL (PANEL G):

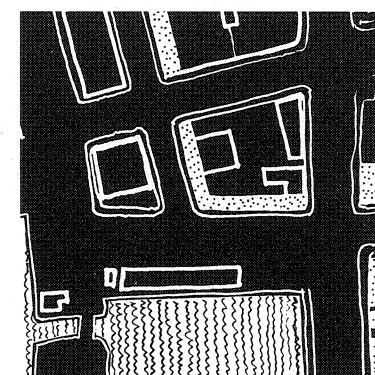
The design of ground surfaces and of detail elements such as seats and lights for the Main Space, which is the floor of the Cove, shall conform to those specified for the "Inner Cove Zone".

Similarly, the design for ground surfaces and detail elements in Elizabeth and Davey Streets shall conform to those specified for Radiating Streets in the "Outer Cove Zone".

Further, the lines of surface changes and the placement of detail elements shall not be random but parallel the main lines of the spaces such as building fronts and dock edge to reinforce their form. Trees are inappropriate.

However, within Secondary Spaces (alleys, arcades or courts) created within the Street Block, there is more opportunity for individuality, including greenery.

BUILDING DETAIL (PANEL H):



The detail composition in the elevations facing the Main Space shall be distinctive and different from that to Elizabeth Street and that to Davey Street.

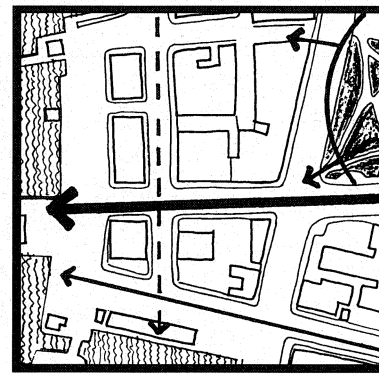
In other words, the building fronts shall be designed to reflect the spaces before them.



The buildings shall display "tops" and the signs shall conform to recommendations contained in Section 2.4.4.

The "Wall" about the Main Space (the Morrison and Argyle Street frontages) shall be FLOODLIT and therefore detailed to respond to this.

IMAGE, AMENITY AND SAFETY (PANEL I):



The **Corridor Views** from City to Water along Elizabeth and Argyle Streets, and also along Murray and Campbell Streets should be uninterrupted and strengthened through continuous street edge buildings.

The **Corridor Views** from Morrison Street to the Docks and Cenotaph should be opened. Views of Franklin Square trees, St. David's Tower and the Mountain from the Docks are important as is that from the Square to the Docks.

No major landmark should feature as the Street Block although the Street Corners which are:-

- (i) Diagonally opposite Franklin Square, and
- (ii) opposite Constitution Dock

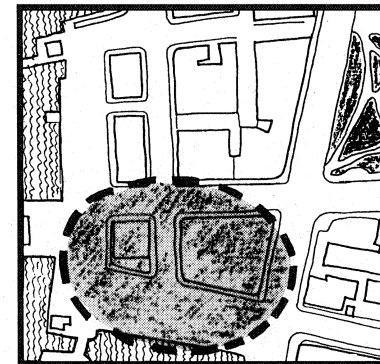
should not be reticent.

There is opportunity for seating, shelter and kiosks by the Dock.

The indoor and outdoor Activities of the site should be such to make it a major Node within the COVE.

Public safety is essential.

LAND AND MARITIME ACTIVITIES (PANEL J):

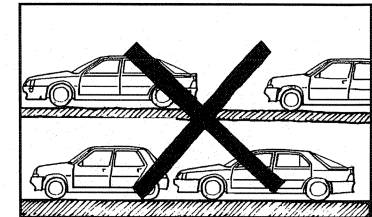
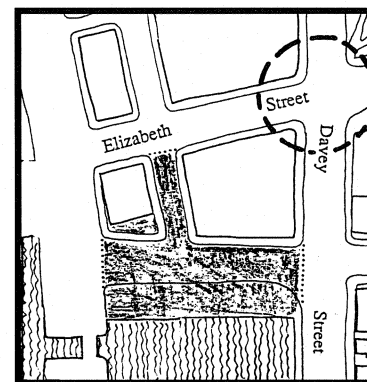


The Site, more than any other in the COVE, is at the meeting point of several identified Activity Areas : Tourism and Recreation, Culture, Maritime, Government and Administration.

The Site should therefore be an intensive mixed use NODE of small-scale indoor and outdoor activities.

All buildings at street level shall provide active street frontages, ie. fronts which are permeable and offer interest to pedestrians.

MOVEMENT (PANEL K):



Argyle and Morrison Streets should continue as vehicular thoroughfares for most of the time but be designed for road closure on festive occasions (eg. "Sydney to Hobart") to allow people to take over "the Floor" of the COVE between Street Block and Water.

The Dockside walkway should be improved consistent with walkways all about the waterfront.

While opportunities for walkways through the Street Block should not be missed, this must not be at the expense of on-street pedestrian movement about the perimeter of the Block thus preserving the integrity of the COVE's historic streets.

The Site occupies what is perhaps the most strategic and sensitive in the COVE. Two faces will form part of "The Wall". A third will face the main City to COVE spine (Elizabeth Street).

The fourth fronts on to a major highway; the whole will be an all-important Activity Node; and the scale is crucial to setting, views and shadows.

Therefore, CAR PARKING shall be minimal on the Site and mostly accommodated in parking structures at the edges of the COVE.



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