Beyond Urban Conservation

in Inner City Areas

by

Michael Hogan

Dept of Urban Design.

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This professional project contains no material which has been accepted for the award of any other degree or diploma in any tertiary institution and to the best of my knowledge and belief, this paper contains no material previously published or written by another person, except where due reference is made in the text of the paper.

ABSTRACT

The post-war period has seen attitudes towards the future of inner city areas change diametrically. The immediate post-war optimism for a prosperous future which saw some inner city areas being totally redeveloped following a Modernist approach has been replaced by a static notion of urban conservation which is quickly being accepted as conventional wisdom.

This project moves towards resolving the conflict between development and conservation in Australian inner city areas by introducing theory which links history, place and culture and through a practical case study of Battery Point in Hobart

CONTENTS

The concept of sustainable development now forms the basis for planning in Tasmania. Moving towards this end will require significant changes to the way we conceptualise of, plan for and develop cities. A fundamental challenge for urban planning under this concept will be resolving the conflicts between culture, ecology and the economy in the development and use of urban places.

The models which planners use to conceptualise cities must be consistent with the principles of sustainable development.

In the post-war period two dominant normative models have shaped planning actions and outcomes.

The model of the 'city as a machine' sees planning and design focus on function and efficiency. Under this model, form follows function and efficiency is paramount. In practice this has resulted in the traditional form and structure of local place being fragmented and lost by development of buildings based on different views of how streets and places are formed.

The second model sees the city as an autonomous 'organism'. Under this model the city is able to grow independently of the ecosystem of which it is a part. A line may be drawn around an urban place which can be preserved independently from the regional context. The place may be viewed as a cultural artefact contained independently of the ecological regional context.

In recent times, a new understanding of cities and their role in the systems of the earth has emerged. It is clear that the earth is a closed system and that life on earth depends on natural processes.

Like natural ecosystems cities are complex and interconnected. The processes of cites, the flows of energy, material, people and waste closely resemble and are a part of natural ecosystems. The inhabitants of cities are able to add a cultural dimension to natural ecosystems. They are also able to learn from their past, are capable of change due to conscious intervention in the physical environment and of purposefully directing their future.

A new model of the city which links ecology with culture is needed to help fulfil the principles of sustainability.

The post-war period has seen Australian cities (like those in other developed countries) grow and develop in a low density manner which has had negative social, ecological and economic consequences at a regional level.

'The low density sprawl which characterises Australian cities is not sustainable.' (Newman 1988)

New strategies for the future of Australian cities are needed to address the issues arising from low density growth.

Two of the strategies that have been developed to provide for a change away from low density growth are:

- 'Urban Consolidation' which encourages more efficient land use through more compact housing; improved diversity of housing in response to demographic changes; reduced cost of housing and infrastructure; and reduced ecological impact.

- 'Urban Villages' promote increased housing density and diversity and mixed use development linked with improved public transport. Urban Villages aim to reduce resource use, energy consumption and pollution and create more livable urban environments (mainly by reducing the need for private travel).

Implementing these strategies in Australian cities results in a significant change to our current form of settlement. A change in urban form away from low density growth has consequences not only for fringe areas but also for inner city areas.

Inner city areas are located in close proximity to major economic, social, environmental and cultural opportunities. In terms of consolidation and development of Urban Villages inner city areas are strategically located to provide housing for larger populations.

However, the post-war period has seen conflict between conservation and development in many inner city areas which means that increasing housing densities can be problematical.

In the immediate post-war period many inner city areas were widely regarded as 'slums'. Despite this, these places offered affordable and well located housing for lower socio-economic groups.

During the 1960's and 1970's the 'city as a machine' model was dominant. This period saw the development of functionalist apartment blocks in many areas. While this supported a goal of increasing medium density housing, this type of development radically altered the traditional form and character of many urban places.

During the 1960's and 1970's a re-appraisal of these places, by

people who were attracted by their 'historic charm' and convenient location, lead to a process of 'gentrification' in which a new middle class displaced earlier residents. During this period, populations fell due to smaller household sizes.

As a direct result of the changes occurring due to the development of apartment blocks, the new middle class in many inner city areas formed action groups to stop demolition and the development of new forms of medium density housing. Resident action groups of inner city areas combined with the urban conservation movement to protect the fabric and conserve the character of inner city places under threat.

The urban conservation movement is based on the belief that it is preferable to protect and conserve, in the name of cultural heritage, than to allow places to develop in response to changing needs and aspirations.

Current planning practice in many places stems from the model of the city as an organism. A line is drawn around an urban locality and its character and fabric is preserved and conserved independently from regional issues.

In many ways the conflict between development and conservation in inner city areas is a consequence of the dichotomy between culture and ecology. The promotion of higher population levels in inner suburbs aims to reduce the ecological impact of cities. On the other hand, conservation of urban places promotes the retention of cultural heritage. Moving toward resolving this conflict between cultural and ecological responsibilities is a key outcome of this project.

A synthesis which increases population while respecting culture must be found if we are to move toward developing more sustainable cities.

This project explores ways that the joint aims of developing sustainable forms of settlement and promoting an evolving sense of place can be pursued at the local level but within a regional context. The project explores these aims through a discussion of relevant theory and an analysis of a case study area in the inner area of Hobart, that is Battery Point.

The relevant theory can be summarised as follows:

Cities and Culture

In order to understand current theoretical approaches to planning and to set the scene for introducing an alternative approach, chapter 2 examines the models used by planners to conceptualise cities.

This section:

- reviews the dominant post-war models of the city as a 'machine' and the city as an 'organism'; and

- introduces Lynch's concept of the city as a learning ecology as a method of perceiving the city in a manner is that consistent with the principals of sustainability.

Place and History

Chapter 3 examines two extremes of theory which have lead to polarised debate about the future of inner city areas. It explores how the concepts of 'place' and 'history' have been used by:

- the functionalist movement based on a perception of the city as a machine; and

- the urban conservation movement based on the concept of an urban place as an organism.

The preservation of urban fabric and the conservation of character is often based on the belief that preservation and conservation will promote a 'sense of place'. This chapter explores what is meant by a 'sense of place' and introduces theory about 'place' as a means of resolving the conflict between development and conservation.

Urban Form and Contemporary Urban Strategies

Chapter 4 compares the current pattern of low density growth of settlements and strategies used to reverse this based on Consolidation and Urban Villages.

The last part of this paper examines this theory in the context of a case study of the inner city area, Battery Point in the greater Hobart region.

The experience of greater Hobart, while considerably smaller than many Australian cities, is similar to other Capital cities in terms of low density growth, and dependence on private transport. At a regional level this is leading to social, economic and ecological issues which are comparable to the issues being faced in much larger cities.

The study area of Battery Point also has similar characteristics to the inner city areas of other Australian cities:

- it was developed as a predominantly residential precinct prior to the advent of the car;
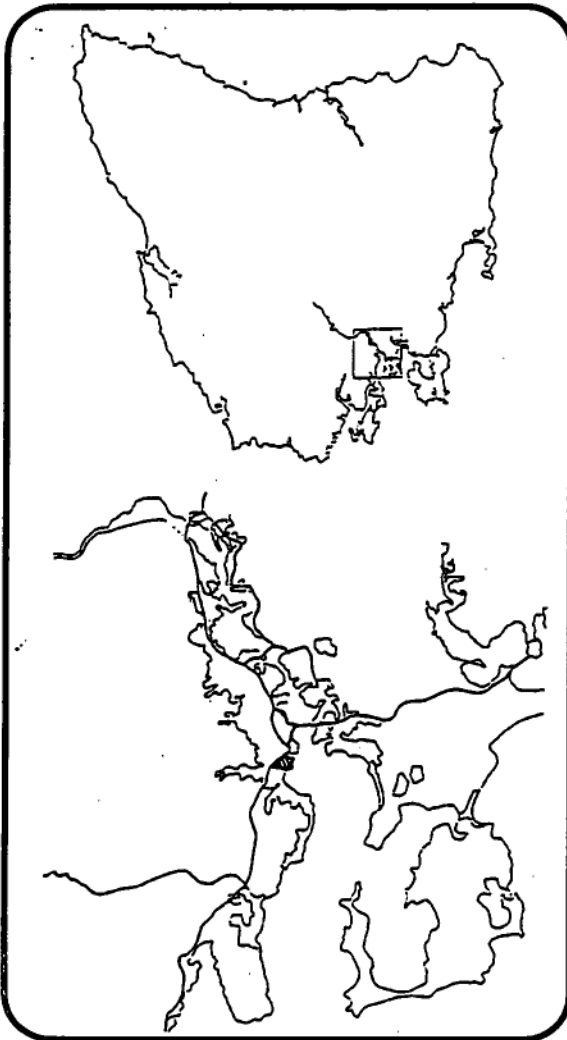
Figure 1.1 - Location Map

- it contains a wide variety of housing types;

- in the immediate post-war period the area was stigmatised in the view of dominant groups.

- in the late 1940's the vision for the place was for the wholesale redevelopment into 3-4 storey functionalist apartment blocks;

- during the 1960's and 1970's redevelopment occurred in a piecemeal fashion from the demolition of houses and development of apartment blocks;

- during the 1960's and 1970's the place began a process of gentrification in which older residents were displaced by a new middle class; and

- conflict arose between the new forms of development and the desires of the new residents to retain the character of the place.

As a result a new Planning Scheme was prepared in 1979 which aimed to preserve the fabric and retain the character of the place through the control of new development.

While some new development has occurred in the area since the introduction of the new Planning Scheme, Battery Point has undergone a significant and steady decline in population from 2 378 in 1976 to 1 994 in 1991 as household numbers have fallen.

Figure 2 shows the location of Battery Point strategically placed within walking distance of the Hobart CBD, the cultural centre of Sullivans Cove, the University of Tasmania and the Sandy Bay shopping centre.

If Hobart is to change its form of settlement away from low density growth then Battery Point is well located to support a higher population and more diverse range of urban housing types than currently existing.

By way of a case study the project will propose a new direction for Battery Point which :

1)   allows for an increased population;

2)   responds to regional ecological issues; and

3)   respects the heritage of the place.

Figure 1.2 - Strategic Location of Battery Point
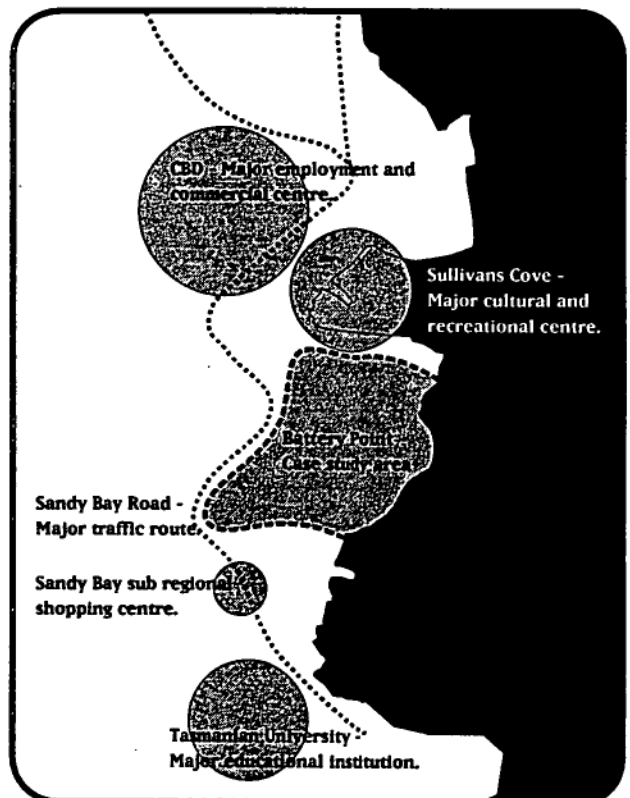
INTRODUCTION

This chapter begins by discussing the perception that nature is separate to culture. The division between nature and culture is one of the root problems which forms the basis of this project. It is this dichotomy which currently enables inner city areas to be preserved as a cultural artefact without regard to the impact this has on the ecological and social systems of a urban region. This false dichotomy, which is built into the structure of western societies, must be overcome if we are plan for sustainable cities.

The chapter goes on to review post-war urban models as conceptualised by Kevin Lynch in *Good City Form*. These theories have had general application over the post-war period and have specifically influenced the planning outcomes which have shaped the development of Battery Point. The way that planners perceive and understand cities will directly determine how they approach planning for urban places, the solutions they propose and the visions they hold.

In the twentieth century two dominant normative theories have shaped planning theory and practice. To some the city is a vast machine. According to this model, efficiency is paramount and the form of urban places should relate directly to function.

Others view the city as an organism. Under this model the city is a collection of urban places that can be viewed as autonomous entities. A line can be drawn around urban places and they can be preserved or conserved without considering the region as a whole.

The chapter concludes by introducing the concept of the city as a learning ecology, as a model capable of promoting the objectives of sustainability.

TIME, PLACE AND CULTURE

Prior to introducing Kevin Lynch's models of how cites are conceptualised, it is necessary to have a clearer understanding of what culture is.

Moonis Raza, in his paper Time, Place and Culture asks the question 'what is culture?' Many modern people view culture as the antithesis of nature.

> 'You have culture and you have nature, culture pits itself against nature and nature against culture.'

This model of culture is largely derived from the Bible in which people have dominion over the fish of the sea and every living thing upon the earth.

Genesis 1:28 "God blessed them, saying to them, 'be fruitful, multiply, fill the earth and conquer it. Be masters of the fish of the sea, the birds of heaven and all living animals of earth.'

This model of culture separates and places people above the earth and natural ecosystems. Human settlements are not viewed as natural forms interacting in larger ecosystems. They are cultural artefacts and separate from the natural areas which surrounds them. Such a concept of settlements cannot be sustainable.

Raza introduces an alternative model of culture which emphasises 'the capacity to live in harmony with nature, as earth citizens who share in common the republic of the earth with the rooted grass and the flying bird.'

Culture, the process by which we learn and develop, is then the result of the naturalisation of humanity and the humanisation of nature.

> The questions which arise out of living in harmony with nature as part of nature are crucial and must become an element of culture. If they become so, we will move towards urban development and planning in a completely new frame of reference.'

Following from this, people's interaction with the non human world forms a cultural identity.

> 'It is not how you conquer nature that provides an identity. All people who conquer nature live in the same manner. If you live in harmony with nature then the lifestyle you develop will vary between forest and desert.'

Each place requires planning of a different kind. It is the specificity of places and people which leads to cultural identities. Raza goes further to say that a culture can only develop out of good relations with the environment, and unless you are on good terms with the place in which you live your culture is not genuine.

SETTLEMENT FORM

Before exploring the relationship between people and place in cities it is necessary to decide what the form of human settlement consists of. We must be able to see the place in which people live as a social, biological, cultural and physical whole if we are to understand it completely.

Lynch in *Good City Form* defines the limits to settlement form

which signify the relations of people and place as the 'spatial arrangement of people doing things, the resulting flows of persons, goods and information, and the physical features which modify space in some way significant to those actions including enclosures, surfaces, channels, ambience's and objects.' Further, Lynch adds the cyclical and circular changes in those spatial distributions, the control of space and the perception of it.

METAPHORS OF THE CITY AS TOOLS FOR UNDERSTANDING

Cities are complete phenomena - so much so that people use metaphors to assist their understanding of them. However, these metaphors have taken on lives of their own as models for planning thought and intervention.

Whilst several metaphors have been used as models of the city, the two most influential in the post-war period are: the machine model, and the organic model. They will be considered here.

Machine Model

The conception of the city as a machine is not modern although it appears triumphant today.

The machine concept is seen in colonial cities which were generally built with central government intervention for clear functional reasons. The typical aim was to allocate land and exploit resources quickly and to provide access to them.

> The city form is the way to get on with it. Efficiency is paramount.
>
> The machine model is not simply an application of streets in a grid but a characteristic view about parts and their function. A city, this model, says is made up of small autonomous undifferentiated parts linked together into a great machine. The machine is powerful and may be beautiful, but it is definitely not a work of magic or a symbol of the universe.
>
> It is the machine model which lies at the root of how we deal with cities today through our practises of land subdivision, traffic engineering and zoning. The motives articulated are those of equity of allocation, good access smooth technical function, material well being and the freedom to exploit space and speculate in it.' (Lynch, 1981, p81)

One wonders if there may be more to cities than this. Is it any more misleading to think of the city as a machine than it is to think of it ecological system in which a culture develops?

Organism Model

The second great western normative model sees the city as an organism. This notion came with the rise of biology in the eighteenth century.

> 'If a city is an organism then it has some distinguishing features which separate living creatures from machines. An organism is an autonomous individual with a definite boundary and definite size. While it has a sharp external boundary its internal divisions are not so clear. Parts work together and influence each other in subtle ways.
>
> An organism is dynamic. It is self regulating and self organising. It goes through a cycle of birth, growth, maturity and death. Organisms are purposeful. They can be sick, well or undergo stress.
>
> There is a self supporting set of concepts of which the primary values are community, continuity, balance, orderly cycling and recurrent development, intimate scale and closeness to nature.' (Lynch, 1981, p89)

While this theory has probably influenced fewer settlements than the previous doctrines it is probably the most popular among professionals today.

Lynch sees the desire to be close to natural living things as one of the major attractions of the organic metaphor. However a major problem of this metaphor is the view that nature is the non human world. According to this, the farther one gets from civilisation the more natural one becomes. By this view wilderness is more natural than a hunting camp, a hunting camp than a farm and a farm than a city. But people and their cities are as much natural phenomena as trees, rivers , nests....

While the organic theory moves us towards a holistic understanding of human settlement, a theory which introduces culture and the ability to learn and purposefully change direction could provide a more coherent theory of human settlement.

Cities as learning systems

If culture is the human process through which we learn from our past, identify with our present and plan for our future, then evolving our culture in a manner which establishes a new relationship between people and place will be a central feature

of moving towards sustainable urban development.

Culture and nature must merge into the one circular process. As this happens, urban planning will proceed in a completely different manner.

Lynch's normative theory of the city as a "learning ecology" merges culture and ecology, and natural and human worlds into an holistic metaphor for understanding human settlement.

'The concept of ecology is concerned with very complex systems, with change, with organic and inorganic elements together with many actors and forms. However, in ecological systems nothing is learned and no purposeful development evolves. The metaphor of human settlement as a learning ecology provides for conscious actors to restructure materials and change energy flows and thus change the rules of the game. To the characteristics of ecology we must add values, culture, consciousness, intentional change, invention, the ability to learn and the connection between inner experience and outer action.'

Lynch sees the good city as one in which complex ecology is maintained while progressive change is permitted. 'The fundamental good is the continuous development of the individual, the small group and their culture; a process of realising new powers- intellectual, social, emotional, and physical, subject to environmental quality. If human life is a continuous state of becoming, then continuity is founded on development in a circular process. A good settlement is one which enhances connection of a culture to place and the survival of its people, increases the sense of connection in time and-space and spurs development.'

The introduction to Mumford's The *Culture of Cities*, provides a written description of a city as a 'learning ecology.' Mumford provides an insight into perceiving cities as places in which peoples' needs, passions aspirations and spiritual beliefs connect with space, time, the physical environment and ecological systems.

> "The city is the point of maximum concentration for the power and culture of a community. It is the place where the diffused rays of many beams of life fall into focus, with gains in both social effectiveness and significance.
>
> The city is the seat of the temple, the market, the hall of justice, the academy of learning.
>
> It is the city in which human experience is transformed into viable signs, symbols, patterns of conduct, systems

of order.

> Cities are a product of the earth. Cities are a result of the settled life which began with agriculture a life conducted with the aid of permanent shelters, utilities like orchards, vineyards and irrigation works, and permanent buildings for protection.
>
> Cities are a product of time. In the city time becomes visible; buildings, monuments and streets, more open than the written record. Through the material fact of preservation, time challenges time, time clashes with time; habits and values carry over beyond the living group, streaking with the different strata of time the character of any single generation.
>
> Layer upon layer past times preserve themselves in the city until life itself is threatened and modern man invents the museum.
>
> By the diversity of time-structures the city in part escapes the tyranny of a single present and the monotony of a future that consists in repeating only a single beat heard in the past.
>
> Cities arise out of peoples' social needs and multiply both their modes and methods of expression. In the city the remote forces and local intermingle; their conflicts are no less significant than their harmonies.
>
> The city is a fact in nature, like a cave, a run of mackerel or an anthill. But it is also a conscious work of art, and it holds within its frameworks many simpler and more personal forms of art. Mind takes form in the city; and in turn urban form conditions the mind.
>
> With language itself, it remains peoples greatest work of art.
>
> As Geddes points out ' the central significant fact about the city is that it functions as the specialised organ of social transmission, it accumulates the heritage of a region, and combines in some measures and kind with the cultural heritage of larger units, natural, racial, religious, human'." (Mumford, 1938, p1-2)

The city is the place where the people of a society, through cultural evolution create a meaningful settlement in which to live. The city and the people who live in it are part of nature which has been transformed into a meaningful 'place'.

The city is the product of the dynamic process of culture. The

city holds the clues to understanding our past and enables interpretation for future needs. The city is a living, learning environment. It cannot be preserved as a museum and still remain part of present and future life.

At both local and global levels social, economic and ecological issues in cities and regions are calling upon the depth of cultural processes to forge a new relationship between humanity and natural and built places.

The city is the place in life which holds the lessons of society and culture in the constantly changing mosaics of places which combine to form human settlements.

CONCLUSION

This chapter has reviewed the two predominant models which form the basis for how planners perceive cities. The effect that these models have had on the form of urban settlement shall be discussed in greater detail in the following chapters.

Another model has been reviewed which will provide an understanding and planning for urban settlements as a "learning ecology" may provide a better model for promoting the objective of sustainability. An improved conceptualisation of urban regions as "learning ecologies" will emerge as our understanding of dynamic cultural and ecological systems develops.

This project applies the principle of conceptualising the city as a "learning ecology" through a case study of the local area of Battery Point. It analyses the effect that planning for these areas as a machine and an organism has had over the post-war period. The case study concludes by conceptualising the place as a learning ecology and developing practical local planning actions which aim to increase the population of the place while respecting local heritage.

INTRODUCTION

This chapter proposes that 'place' and 'history' are important concepts in helping to develop an understanding and identity for localities capable of providing sustainable development. It is important to understand that until people develop a cultural identity the concepts of place and history can be used in a reactive way which may prevent beneficial change.

We have entered a period in which traditional western values of:

n   materialism, technological progress and modernisation;

n   private and individual dominance over public and social interests; and

n   cultural ethics which view nature as a resource to be exploited and discarded

appear to have driven cultural development in these countries over the last 200 years and are now found to be socially, economically and ecologically unsustainable.

The processes leading to the adoption of the 'sustainable development' ethic as a basis for life can be viewed as a culturally evolutionary process in terms of the changes which are required to bring it into being.

The process of change in this era has been commented upon by Mackay (1993), from a social research perspective, in his book *Reinventing Australia*. He sees people as increasingly anxious, stressful and dissatisfied with the seemingly directionless changes occurring within and around them. These problems are viewed as resulting from a confused and diffused sense of cultural and personal identity.

'The big angst' is the result of people individually and collectively understanding the existing void in our social, cultural and economic directions and our place within natural and built systems. The lack of, and search for, cultural identity will lead to further change, adaptation and new responsibilities. The current era is viewed by Mackay as an age of redefinition. It is also the age of reflection on our history and reactive resistance to changes which alter traditional concepts and practises.

Gaining an understanding of the present necessarily involves an interpretation of the past. An understanding and knowledge of history is essential to be able to plan for the future.

'A people's cultural identity is forged and evolves, in part, through the interactions with the environment, part of which

becomes existential or lived in space.'(Relph 1976)   Through a circular process the established cultural identity contributes to new visions which can influence future environmental interactions. Being able to move towards sustainable development will necessarily involve people, at an individual, local, regional and global level developing an identity within time and place - a cultural identity. An important element of this is 'a sense of place' developed at different scales. Encompassing a range of emotions, 'sense of place' expresses one-ness or connection with the environment rather than the externality of the environment.

An understanding of history and a sense of place are interconnected and critical elements in human culture evolving
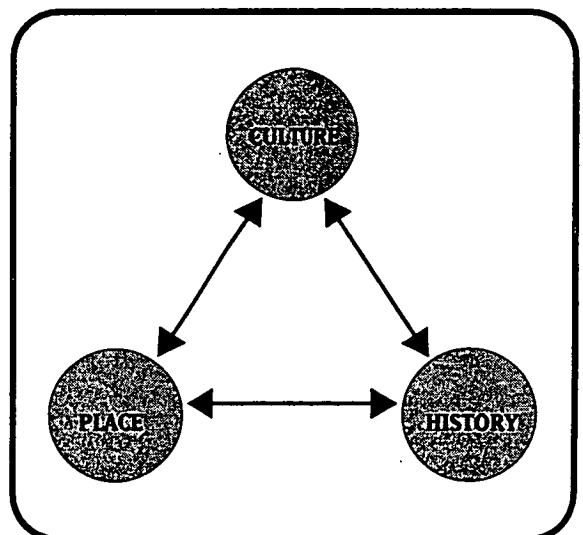

Figure 3.1. Circular Process Contributing to Change

towards a sustainable future in which people belong.

Figure 3.1 shows that culture, place and history are three aspects of a singular interdependent process of change. A 'sense of place', an understanding of history and cultural identity are linked elements in people being able to purposefully develop in a direction which fulfils essential human needs.

A period of reflection on a place and history is a necessary and healthy period in the age of redefinition. However, anxiety in the present resulting from the past should not result in a fear of change. Rather than pretend people can ignore the future by preserving the past, effort should be directed towards an understanding of the forces which have shaped change in the past, and enabling people to take responsibility to develop plans which promote sustained cultural development.

Lynch's theory of *Good City Form* indicates, 'the values on which a place is judged can be equally applied to a culture. In either case there will be an inherent tension as well as a circularity between continuity and change between the stabilities and connections needed for coherence and the ability to change and develop.'

However, Lynch also says, the 'blue ribbon' must go to development so long as it keeps within the constraints of continuity in time and space.

This chapter is compiled of three parts.

The first part builds upon the model of the city as a learning ecology and explores Place and History. Specifically it examines:

- what place is;

- the meaning of 'sense of place' and how it can be maintained; and

- how place and history interact.

In the second section the meaning of Place and History in planning practice is examined and two extremes in the debate concerning place and history are reviewed. These are that:

- planning and design based on functional and modernist concepts effectively removes 'place' and 'history' from the equation of urban development; and

- planning and design based on the principals of urban conservation/preservation see place and history in a static and purified sense.

The final section draws upon the concepts introduced in the first part and moves towards developing a theory of place which enables planning and design to foster change in the urban environment by way of:

- building upon the vital aspects of our heritage;

- promoting an evolving spirit of place; and

- encouraging a sustainable form of settlement.

PLACE AND HISTORY

The Meaning of Place and a 'Sense of Place'

Places in essence are the natural and manmade environments which result from complex human interactions over time.

A 'sense of place' relates to the emotional and spiritual connection which develops between people and the places they have experienced.

> 'This association seems to constitute a vital source of both individual and cultural identity, a point of departure from which we can experience, and identify and orientate ourselves in the world.'(Relph 1976)

The review of place in this project is based on the research and understanding of people who have viewed the experience of place from a phenomenological stance. It also draws upon the writing of socio-economic geographers.

> 'The study of place involves understanding the complex web of inter-relationships and connections that are in a constant state of flux. The phenomenologist allows these to come forward and be revealed in their own terms; rather than bracketing them for example with statistics which results in a loss of each particular relationship . An immersion in the world results from a bonding between humans and the environment one which is intensely personal and profoundly significant. ' (Relph 1976)

The geographer Relph (1976), sees people's united experience of place as manifesting itself through their interactions and design of the environment. This consists of the direct and unselfconscious translation of a culture, its needs and values as well as the desire, dreams and passions of the people through their design of the environment and interactions in it.

The experience of home within a house, a town, a village or a region is a central point of existence from which the world is experienced by all people.

However, a dichotomy has grown between modern places and those of indigenous peoples. For indigenous and vernacular cultures both practical and spiritual feelings about a place are interwoven, and there is a deep multifaceted connection to a home. In contemporary cultures, life has been dissected. Specialisation and compartmentalisation has lead to the separation of working life, home life, religious life, and place being split apart. Home has become solely the location of your house.

This view is typified by the writings of Le Corbusier, which see a house as a machine made to live in. 'You change your machine as you change your bicycle...' The designs of Le Corbusier maximised functional efficiency, for example, by designing apartments to maximise solar access.
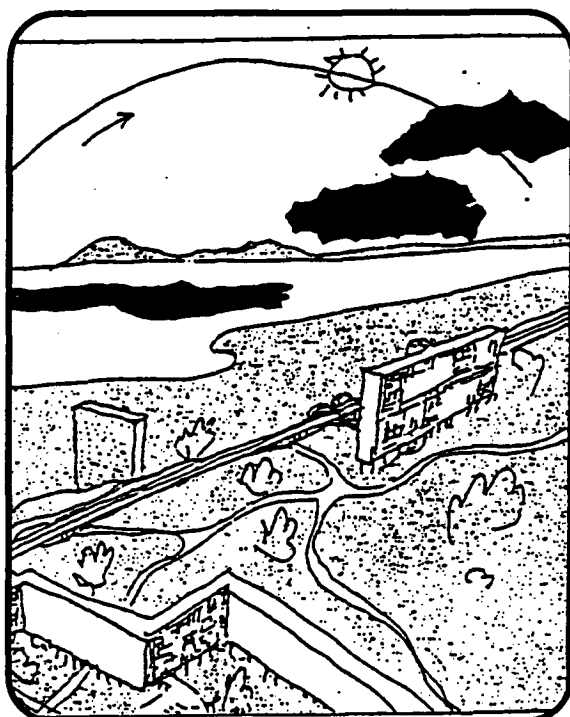

Figure 3.2 Le Corbusier's City Goverened by the Course of the Sun.

In opposition to this modernist view, Relph sees human identity as being understood as an interconnected relationship between people and place which gives life meaning. Ultimately a place is identified by meanings - one does not recognise the significance of a place until one understands or senses the human meanings associated with a place.

The phenomenon of place is gaining increased attention by Marxist geographers whom for the last thirty years have been concerned with understanding reality through time, space and social relations.

Massey in her article *Global Sense of Place* (1982) views an experience of place as something which is increasingly difficult. 'The time - space compressions occurring through the geographic stretching of time and space in modern social relations have changed peoples connection to place. That is, the ability to travel much greater distances, within a given time,

has led to a more transitory experience of place to many.'

One of the results of time-space compression, is the insecurity and unsettling impact it has on people. From this Massey concludes that the search for a sense of place, for locality, of unearthed heritage is, in part, a response to the need for security of identity in the middle of movement and change. In this context, search for a sense of place is necessarily reactionary. It is a retreat from the unavoidable 'dynamic change of life which we must seize if we are to make things better!'(Massey 1982)

Massey perceives a false dichotomy in the concept of an inside and outside of local places. Places cannot simply be defined by putting a line on a map. In planning practice this occurs when a specific urban place is identified and planned for as a separate entity to the region of which it is a part. Any specific place can be conceived and experienced when it includes a conscious link with the broader world. A sense of place should come in part through the linkage to the wider region of which it is a part.

Spence(1994) in an unpublished paper Response to Place and the Making of Place discusses the concept of place from the perspective of indigenous place design. He links place and identity with the environment and culture as three parts of the one existential process of making places in which people feel they belong.

Spence sees white Australians as more recent arrivals to the place called Australia. White Australians have relied on their European origins in the planning and building of places. While people's relationship to place and their cultural identity is emerging, to call Australian 'places indigenous suggests that we have a regional culture that relates to the place in as sophisticated way as traditional Aboriginal cultures.' (Spence 1994). He indicates that to some extent all industrialised countries have lost the traditional integration between culture and place which enables a people to develop in a sustainable manner.

In mainstream Australian culture, people are prone to experience the character of particular regions and localities in a static context which should be preserved at all costs. However, like the natural systems of which urban places are a part, human-modified places are in a constant state of flux.

Spence contrasts an introverted respect of traditional urban forms which has grown out of unsustainable practices with the

traditional cultures whose built form has emerged in response to the changing needs of the people.

> 'In building places within Australian cities we should look widely for inspiration but also ensure that the place responds to the needs and positions of local people and the phenomenon of local place. We must be sensitive to a particular locality but also be courageous on the making of new places which will enrich that locality and the lives of the people within it!' (Spence 1994)

The Norwegian architect, Christian Norberg - Schultz's, perceptive work *Genius Loci - Towards a Phenomenology of Architecture* takes a journey through natural and man made places to arrive at a meaning of the true qualities of places and indicate how they can be recovered.

The spirit of a place is conceptualised as Genius Loci - the spirit which gives places and people their life essence. The phenomena of place is described in terms of landscape and settlement and analysed through the concept of space and character in which:

- space denotes the three dimensional organisation of place; and

- character denotes the general atmosphere which is the most comprehensive quality of any place.

To define space, Norberg-Schultz draws upon the concepts of

- inside and outside;

- mode, path, edge and district;

- extension and exposure;

- enclosure through figural form; and

- (in relation to building) floor, wall, ceiling and opening which are in, on or over the ground.

Character is discussed as the phenomenon of place which gives things meaning to human life.

The spirit of place is conceptualised as the Genius Loci. This concept is clarified by returning to the fundamental properties of place, character and space. When people dwell they are simultaneously located in space and exposed to environmental character.

> 'To gain an existential foothold people have to be able

to orientate themselves and also identity themselves with their environment, ie. to know where and how she is in a certain place'. (Norberg-Schultz 1980)

Identification is seen as the basis for a sense of belonging while orientation allows people to visit. Developing orientation will involve establishing an image of the place. This will rely not only on the spatial properties of the place but space must have character which is meaningful to people.

> 'More necessary to dwelling is the quality of identification with the environment'. (Norberg-Schultz 1980)

In indigenous cultures even the smallest environmental details have meaning and make up a complex and changing system. However Norberg-Schultz believes that in a modern society the essential nature of identification has been left to chance. The focus on the functional properties of orientation has resulted in people being alienated from place. To Norberg-Schultz identification means people becoming friends with the environment, and being connected to their life world.

Interaction of Place and History

A review of place has shown that time and history are integral in knowing and experiencing a 'sense of place'. Planning for the relationship between people and the environment brings the reality of change through time to the surface, as planning, by its nature, involves a vision for the future, often different from the circumstances of present day.

The problems of change and development appear to have been approached from two diametrically opposed positions. Firstly, the market centred attitude of modern times implies that change and progress are explicitly good and that people should adapt to the forces of change. Under this attitude the model of the city as a machine is dominant. The city is planned on the aims of efficiency and functional performance. Secondly, in reaction to the worst excesses of the above attitude, is the urban conservation movement which promotes an appreciation of history as an end in itself to prevent change. Urban conservation stems from a perception of urban places as autonomous organisms. Under this model a line can be drawn around urban places and they can be conserved as a separate entity to the surrounding settlement. Urban places may thus be removed from the broader urban regional and global context.

However, if human identity presupposes an identity of place,

then urban places must be viewed as a natural part of an evolving culture, a learning ecology. Thus cities should promote development which is directed to furthering the current and future needs of human life at local through to global levels. The preservation of Genius Loci is dependent upon places remaining open to development which is responsive to heritage, contemporary issues and future visions.

To do this, it is necessary to look into our own past to determine the live and vital aspects of our environment which have meaning for contemporary values which should be taken into the future.

In planning for places it is necessary to understand how history is perceived in planning.

Sudjic (1992) in *The Hundred Mile City* views attitudes towards urban conservation as resulting from the prospect of a city's future rather than from an attachment to the past. He cites the example of western cities in the 19th Century which preserved a few buildings charged with symbolic meaning. It was only later in the 20th Century when threats came from the outside, that conservation of all symbols of past times became important.

In the early 20th Century, a belief in the idea of progress, with its equation of prosperity with change, was a powerful one. But when the prospect of the future darkens, change seems more threatening. Buildings start to convey a sense of continuity and stability amidst all the directionless change. When the future is not clear and past experience of change conflict with people's world views, people cling to present things, including the built environment, for fear that what replaces them will be worse.

At a more pragmatic level there may be justifiable economic reasons for a society to value its cultural heritage. When economies start to crumble cities start to rediscover their own history in a favourable light. This new view of heritage may be used as a catalyst for economic development. Heritage may become the basis for a new industry.

From the writing of Sudjic, it is clear that the role of history in urban evolution has as much to do with the cultural identity of people as the significance of the heritage to be conserved. Our perception of heritage while shaped by the past, is more significantly shaped, in threatening times, by our anticipation of the future.

The past is indeed everywhere. It is omnipresent. 'The past is a foreign country' begins C.P. Hartley's *The Go Between* 'they

do things differently there'. The past is just that - past. We can reflect on, interpret and derive important meanings from the past. Our cultural identity and our spiritual, physical and mental well being will be derived from the past. The lessons of human history are written and communicated from the past. Our responsibility however is to our future. The past only has meaning if it is relevant to our present and future needs.

Place and history are central concepts in determining the future of cities. Cultural identity is reciprocally shaped by place and history in a circular process. However, this also means that the properties of place and history can be used as a negative force which prevents people responsibly planning for the future.

THE MEANING OF PLACE AND HISTORY IN PLANNING PRACTICE

The Modernist architectural movement has abstracted concepts of time and space within a functionalist framework. A critical reaction to the excesses of functionalism is the urban heritage conservation movement which has promoted maintenance of the status quo in the name of historic place preservation. The two movements have diametrically opposing views of the roles of place and history in planning for cities

A critical review of the above movements should open opportunities for developing a theory of place which supports understanding the city as a learning ecology to fill the void in current planning practice.

Planning and Design based on Functionalist and Modernist Concepts

Functionalism

Functionalism in planning and the modernist movement in architecture have been the subject of critique for the past 40 years. It is important to determine how these movements viewed space and character, the elements of place introduced by Norberg-Schultz.

Functionalist theory is based on the concept of the city as a machine. While not explicit, all functionalist theory and practice contains value assumptions about planning and design which are related to function. The focus of functional planning means it is unable to deal with issues of environmental quality, the texture and grain of city form or the full meaning of places.

Lynch (1981) sees functionalist theories as inherently aimless

due to their 'incapacity to see the city as the result of the purposeful behaviour of groups who learn and change their aspirations and ideas'.

Modernist Architecture

Modernist architectural forms have been criticised as one of the major factors leading to a change in the traditional continuity of urban form and character. However, to understand the Modernist movement it is necessary to look at the theoretical and ideological roots of the major practitioners and schools from which it originated, two major influences being the Bauhaus School and the work of the architect Le Corbusier. A brief overview of each of these is given below.

a) The Bauhaus

'The aim of the Bauhaus School was to unite art and technology under a purified aesthetic which removed ornament and articulation from form and stressed the beauty of exposed function'. (Trancik 1986) The Bauhaus was a critical reaction to many of the perceived excesses of the bourgeois city. There was a strong ideological belief behind the movement. Ornament was considered as decadence as it conflicted with the pure expression of function through form. The symbolic relationship between private and public was to be replaced by the transfer of all urban land in common ownership.

The school imagined that the exposure of function and materials used in construction would represent working class values. It was not until the early 1970's and work such as Venturis' *Learning from Las Vegas* that it was shown that by removing graphics and sculpture from architecture that modern design had unconsciously created buildings that became ornament and sculpture.

Buildings tended to become sculptural objects in themselves, separated from the context of the place. The words 'context' and 'place' appear to have escaped the philosophy of the Bauhaus. It assumed people's attachment to historic forms, this was a false consciousness which it was thought could be overcome by education.

b) Le Corbusier

Le Corbusier, like the Bauhaus School, took the need to create a better environment for people to dwell as the basis of his philosophy for urban planning and design. Le Corbusier analysed the consistent elements which constituted urban life as:

living;

working;

cultivating the mind and body; and

moving around.

The form of settlements was broken down into the minimum number of elements needed for each urban function. Equity through efficiency was a paramount concern. This resulted in linear and nodal buildings as large scale urban elements. Movement in the city was separated vertically. The urban landscape was opened up to allow for free flowing space, sun and light (see figure 3.2).

Despite the intentions of Le Corbusier and others the movement failed to capture the essence of a place in which people can dwell. Cities were not able to accommodate the concept of free flowing space which would break down the barriers to public and private land. The dichotomy between public and private was an integral element on which traditional cities had been formed. However, the idea of freestanding buildings floating in open space was an attractive proposition to commercial developers. This trend in development was mirrored by the idea of internationalism which meant that architecture should not be local or regional but should follow the same principles everywhere. When applied by technicians through the market for urban development the ideas of the Modernists had significant consequences for vernacular and traditional places in cities.
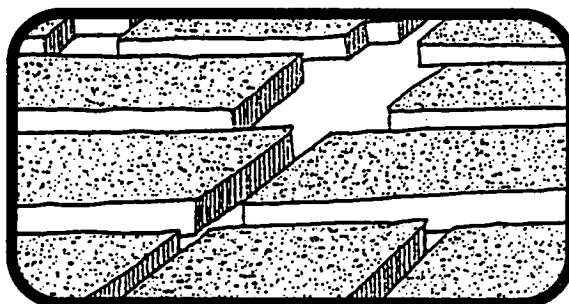

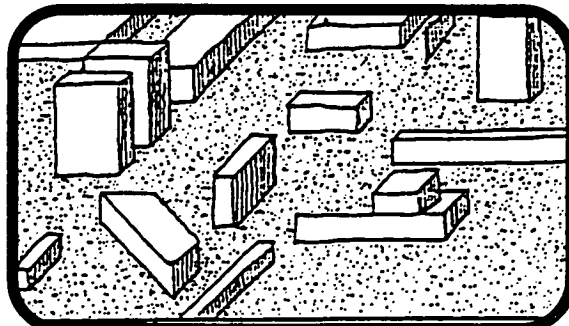*Figure 3.3 Traditional Urban Form*

Figure 3.4 Modern Urban Form

Spatially settlements do not possess enclosure and density. Instead they began to consist of buildings freely placed within parklike space or at least open space. 'Streets lose their traditional form, and the urban figure ground relationship became fragmented.' (Norberg-Schultz 1980)

The character of the place and the meanings to be conveyed was focused on the functional realities of built form. Indigenous, vernacular and traditional expressions of identity were replaced by buildings and spaces which had no particular relevance to their place or people.

In established cities, the context of place was disrupted by implanting urban forms and philosophical ideas which had little relationship to local places or people. The juxtaposition of old and new made a meaningful connection to the history of the place more difficult. The ideas forming places did not come from the local culture. Intellectual solutions were parachuted into local cultures and environments which did not correlate to the changing needs and identity of people or place.

Although rarely analysed, the loss of place resulting from the excesses of the Modernist movement can be viewed as an environmental crisis which affected people's sensibility, understanding of, and spiritual connection to place.

Planning and Design based on the Principles of Conservation of Urban Fabric

Origins and Growth of the Urban Heritage Conservation Movement

To adequately explore the emergence of conservation planning and urban heritage preservation, it is necessary to understand the origins of the urban conservation movement.

The philosophical position of current conservationists has evolved over a relatively short period in the history of Australia. In 1788, Europeans come to a place which had been inhabited by indigenous people for over 40 000 years. The culture of the people and their spiritual connection to the land were little understood by the European occupiers. The two cultures were diametrically opposed in their attitude to place.

The settlers, predominantly from the United Kingdom and Ireland, brought their own values and cultural traditions, to a place and to people with an existing identity. They transplanted their own perspective of history and the past to Australia. They then proceeded to establish their own culture in Australia at the expense of the indigenous cultures and people.

The first environmental conservation movements to emerge in Australia were primarily concerned with nature conservation in worked landscapes. During this time romantic notions of the bush 'created a false consciousness of what it is to be a people living in cities'. (Russell 1988) At the same time Australian towns, cities and suburbs were neither perceived sympathetically nor visually experienced as a personal environment.

The English notion of urban conservation gradually distilled itself into Australia through an elite, which established a romantic attachment to monumental buildings. At this time Australians held a particular attitude towards the ownership of property which meant that the 'group, the street, the district, was dismissed as a collection of other peoples concerns'. (Russell 1988)

The art historian, Bernard Smith, gives recognition to the painter Sali Herman as the first person to see the suburb in art and depict it as a personal environment. He painted inner city areas of Sydney during the 1940's and 1950's when the places were widely regarded as slums. He defended his subject thus 'houses are part of life as it is, just as human beings are. An old man or woman may not be attractive but may have beauty in their character, so it is with houses.' (Young 1984)

The emergence of the idea that an entire town or district was worthy of preservation occurred in the early 1970's. Gentrification of inner city suburbs was lead by the politically active newer residents of inner city areas. The new residents resisted changes, which would disrupt the traditional character of places, by conserving areas due to their historic value.

It has only been in more recent times that the urban conservation movement has turned its attention to the social, as opposed to historic, values of places. This change stemmed from a recognition of the relationship between physical and social change in cities and the essentially politically-driven processes behind heritage conservation and town planning. An understanding that people's connection to place revolves around a combination of social, historic, aesthetic and spiritual factors is now evident to many urban conservationists.

Understanding that places are valued for their social experiences and meanings may help the urban conservation movement instill some notions of social justice into its framework. To some extent this has occurred already in a few places such as the Glebe in Sydney, where government assistance has enabled low income groups to maintain their social networks despite the pressure of gentrification.

The lack of a deeper vision for the environmental qualities of place has been explored by Bernard Smith. Smith (in Young 1984) sees Australians as still having a considerable way to go in the development of a historical awareness as 'a kind of perception, an ability to see the past as one of the qualities of existing things, and to appreciate that all environments are to some extent historic, thereby being encouraged to seek more knowledge of the surroundings as an aspect of self knowledge '

Young (1984) indicates that to establish a broader picture of the material history of places, the awareness of place must involve broader sections of local communities. 'In order to perceive our own environment as an historical and contemporary reality then all people need much more knowledge about it'. As we are part of our environment, an inability to experience the meanings of place becomes an inability to perceive ourselves.

Constructing Culture

Duncan's study (in Anderson and Gale 1992) of cultural reproduction in Shaughnessy Heights, an elitist suburb in Vancouver, provides an important insight into the socio-political process behind the urban conservation movement.

The suburb was developed as an exclusive residential area based upon the English model of mansions in private gardens. Changing economic realities in the post-war period meant that greater profits could be made by demolishing mansions to develop more compact housing.

In 1960 formation of the Shaughnessy Heights Property Owners Association (SHPOA) enabled the elite of the area to band together as a political force. One of the first planning activities of the SHPOA was to introduce measures which would enable them to protect the exclusive character of the area. The Government's objectives of local determination linked with an aim of historic preservation enabled the SHPOA to reflect their views through the planning process. The goal of maintaining the English country house in the garden was implemented by preventing small lot subdivision, providing financial assistance to prevent demolition and by encouraging guidelines which would preserve the English country garden ideal.

Duncan's study showed that the actions of the SHPOA, while in direct conflict with the interests of the working class, were not viewed as such by working class people. In a society where there is a belief that anyone can succeed if they have the correct personal qualities even working class people supported urban conservation.

Duncan demonstrates the ability of an elite group to reproduce a culture through the political system. The ability to communicate values and beliefs through the planning system is related to the power relations in a society. Planners must recognise this if they are to achieve ideological goals.

Jane Jacobs in *Inventing Places* (1992) writes about the tendency in Western societies for dominant cultures to interpret history and preserve urban heritage which signify dominant values.

> ' In recent years the interest in the past has taken a particular new form in western societies. Museums burgeon, the tourist industry actively promotes and enhances history, shopping malls are designed to look like village high streets and products of all kinds are wrapped in the imagery and rhetoric of past times(Anderson and Gale 1992).'

Jacobs shows that the past is becoming a commodity to be packaged and sold.

The thrust of her approach is to emphasise that the urban environment communicates meanings and that these meanings will be the result of a political planning process in which urban conservation is playing an increasing role.

Proudfoot (1991) has argued that conservation planning is a powerful tool which can be used by politicians for various ends.

> ' Its definitions can be expanded exponentially and it can be applied to almost every part of the physical environment, if the cause is argued carefully. Moreover it can be used for all sorts of motives: for such things as preserving the status quo and preventing dynamic change in our towns and cities'.

The danger is that if we do not like the aesthetic face of change we now have the means to prevent it so easily.

TOWARDS A THEORY OF PLACE

The concepts of place and history and the functionalist and conservation movements have been discussed. It is now appropriate to take a step towards developing a theory of place which is capable of achieving the concept of sustainable development, through planning for urban settlements as a learning ecology.

The earlier review of place raised several propositions which have meaning for planners.

Place is the coming together in time and space of people and the natural and physical environment through the purposeful actions of a culture.

Place embodies the deepest human needs as well as peoples' passions, aspirations and spiritual beliefs.

The spiritual connections between people and place are the essence of place and exist through time.

The sensory experience of place will change through time, and develop in an unfolding manner as values and belief of individuals and cultures come and go.

A sense and understanding of place, on any level, is an essential element of our life world which brings meaning to our own existence and enables people to continue on a path to fulfiling individual and collective future needs. An identification with, and understanding of place, is an essential source of self and cultural identity.

This connection always occurs and evolves in the present. The connection with place is forged by moving between the past and the future. The connection with place is a means to understanding and learning from our past to enable a preferred future to be realised.

In an urban context, the creation of space and character, the properties of place, reflect the bringing together of a diverse variety of people and things within a natural ecosystem unique to that place. While the essence of place will be continually derived from people's spiritual relation to the landscape and ecology, the development of settlements adds to the landscape through the transformation of cultural values and beliefs into a physical place in which people can dwell and belong.

As previously discussed, in colonial settlements we have seen the transportation of the physical properties and beliefs of one culture to another place. The traditional urban form resulting in those settlements, while not indigenous, was a vernacular expression resulting from the culture of the people and the place which they inhabited. This connection was broken in many cities through the global spread of functionalist ideas and a perception of the city as a machine. In many areas people reacted to this by retreating into a false identity of history by conserving heritage precincts as autonomous organisms.

Sense and Settlement

To plan for an unfolding connection between people, culture and place it is necessary to understand how people perceive

places. Lynchs' criteria 'of sense' gives an insight into how planning may incorporate these propositions into a performance related system.

By the sense of a settlement Lynch means 'the clarity with which it can be perceived and identified, and the ease with which its elements can be linked with other events and places in a coherent mental representation of time and space, and that representation can be connected to non-spatial concepts and values'. (Lynch 1981)

The forms of sense which enable people to recognise the pattern of time and space, are identity and structure.

Identity is the extent to which a person can recognise or recall a place as being distinct from other places - as having a vivid or unique or at least particular character of its own. The experience of being in a place which is accessible to all senses and engages a person's perception is a special feeling.

Structure at a small scale is the sense of how parts fit together, and in a larger city, is the sense of orientation. *Orientation* has clear practical benefits for efficiency and visitors. However, there are also deeper physiological benefits deriving from knowing where one is and having a mental map to enable you to move to where you are going. There is also orientation in time, as well as improving co-ordination. This includes a deeper sense of how the present is linked to the past and the future. Environmental sequences are a means for extending temporary orientation.

The other qualities of sense help us to connect settlement form with other qualities of our life. The first level of those qualities is *congruence*, the formal match between environmental structure and non-spatial structure. A place's sense of congruence is determined by the match between the abstract form of the place and the abstract form of functions. For example, are private ownership and social roles matched by divisions and domination in the built environment? Congruence is the quality through which we perceive a meaningful environment.

Transparency is another element of sensibility. This quality relates to the ability to directly perceive the operation of functions, activities, flows and natural processes. The transparency of a settlement conveys a 'sense of life'.

Legibility is the degree to which people in a place are able to accurately communicate to each other via symbolic physical features. The urban environment is a medium of human communication. The system of environmental signs derive from

society and are intelligible to cultures. The signs of a place may be rooted in time and space with the activities and peoples to which it refers, or it may be abstract and free flowing. This language of place extends our capabilities for spatial communication.

The *symbolic significance* of a place is the degree to which a settlement and place is a complex symbol of human values, life processes, human history or the nature of the universe to its users. Cities thus have holistic meanings to people. Symbolic connection will be made between places and a person's central beliefs.

A good place could be one in which specific people and cultures are able to forge a connection between the past, the web of life, and the universe of time and space in which they are contained.

Having an understanding of the elements of place, it is important to add that the criteria of sense should not be separated from the reasons for which a settlement is planned and developed. It may be that the unconscious creation and design of places may in fact promote the qualities of sense which are appropriate to a people in any place and time.

Being able to understand and read place should be an important aspect of gaining an identity at a social, cultural and spiritual level which is capable of promoting sustained human development. In Lynch's utopian vision in *Good City Form*, everyone is trained to read a place just as people are trained to read a book.

'Reading a place means coming to understand what is happening there, what has happened and what might happen, what it means, and how it is connected to other places (Lynch 1981).'

PLACE THEORY CRITERIA

The analysis in this chapter has identified criteria for urban planning and design, based on a theory of place, which are relevant to the case study examined in this project.

i) The properties of place include:

- location;
- spatial form and configuration;
- characterising materials and design;
- human activities; and
- movement.

To these properties can be added people's perception or sensory experience of place.

ii) Planning for local places should occur within the context of a regional understanding of the city as a learning ecology and regional strategies which promote a sustainable form of settlement.

iii) Planning and designing future forms of settlement should encourage and be derived from creative participation at the regional and local level.

iv) Preserving the spirit of place should focus on encouraging evolving cultural relationships with place. It should primarily be concerned to maintain the structure of built and spatial form and character which conveys changes in cultural values and identity and, in addition, ensure that contemporary values can be expressed through design.

v) Understanding the identity of place, through an analysis of built and spatial form and the settlement's history, will enable the vital aspects of a place to be revealed.

These criteria aim to incorporate a theory of place into planning and design in a way which resolves the inherent conflicts between functionalist development and urban conservation/preservation. These criteria form the basis for the case study and intervention sections of the project. By adopting this approach the project aims to link the concept of the greater Hobart region as a learning ecology with a theory of place which strengthens the essential spirit of Battery Point and allows it to grow and change.

CONCLUSION

It is clear from Lynch (1981), that place involves far more than the physical spatial properties of the environment. Places derive from the purposeful actions of a culture in a region. The connection between place and culture, past, present and future, is circular and should be unfolding to enable people to meet their needs, passions and aspirations.

Creating places will involve a synthesis of the whole environment. The objective should be to create an evolving form of settlement which provides for the best fit between the ecological and cultural context of the place and the needs and passions of the people. Trancik (1986) terms this an ecological approach to design. This sits comfortably with Lynch's concept of the city as a 'learning ecology'. 'For designers to truly create contextual places they must specifically explore the local history, the feelings and needs of the local people the traditions of craftsmanship and indigenous materials and the political and economic realities of the community'. (Trancik 1986)

Having said that, it is important for planning and design to forge a better role in the creation of places. In the past too much zoning or too detailed design may have prevented the unselfconscious individual or collective expressions of culture in a place.

On the other hand, cities which evolve out of a laissez-faire attitude and colonial capitalism, or which convert to reactive heritage preservation will fail to achieve the ethical basis for peoples relationship to place.

A 'sense of place' is fundamental to understanding our heritage and how people and the environment have related in the past. More importantly a sense of place is necessary to evolve a cultural identity which will enable a new relationship between people and the natural and built environment in the future.

The connection between people and place can be achieved either through changing city form or by changing mental conceptions. People and place cannot be separated when understanding a sense of place. Any study of place must focus on the images, perceptions and activities of users as well as the qualities of the physical environment.

Perhaps humility, empathy and a new working relationship are needed to allow a culture to better forge its own identity through its relationship with the environment. The present and future community are ultimately the ones who will need to take a greater responsibility for their environmental interactions in fulfiling human needs.

INTRODUCTION

The concept of sustainable development is providing a challenging new ethic for planning solutions for the problems of cities. There is a growing awareness that the earth is a closed system. Cities are critical parts of natural systems. They are the places where most of human life unfolds. They are the places which consume most of the earth's non-renewable resources. The world's cities are the places which produce the largest amounts of waste and pollution. Cities are also the places where human culture can develop in harmony with regional ecosystems.

In the past, cities have been viewed as a complex machine with various functions, services and infrastructure, each of which must be used efficiently to maximise the smooth functioning of the city. Chapter 3 proposed that cities should be thought of as a learning ecology which is dependent on the health of natural ecosystems but which is able to learn and purposefully change direction.

There are many factors affecting the form and sustainability of cities. These include cultural preferences about space and privacy, infrastructure provision, transport technologies, pricing policies, planning structures and topography. The combination of these and other factors leads to a diverse range of urban forms each of which has specific environmental, social and economic outcomes.

The post-war period has seen the development of a low density form of settlement. The social, economic and ecological issues resulting from this form of regional settlement appear contrary to the objectives of sustainable urban development. This chapter reviews alternative forms of settlement capable of redirecting the form of cities and contemporary strategies to achieve more sustainable cities.

ARCHETYPAL URBAN FORMS

The 1992 National Housing Strategy Background Paper focused on urban form and development strategies. It outlines seven archetypal urban forms. Three of these typical forms are of relevance when considering Battery Point and the greater Hobart Region and are described below.

1 Current Low Densities

Maintaining the current trend towards low density outward development. Hoey (1992) shows that Hobart is typical of Australian capital cities, with a density of around 15 people per gross hectare. This is similar to many major American cities but far less than European and Asian cities.
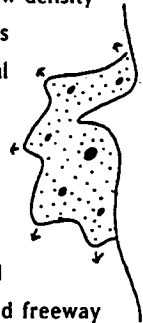
The archetypal Australian city developed around a single centre with a public and freeway system radiating from it. The coastline, location of rivers and topographical features lead to regional variations to the radial pattern.

At the micro level the urban form of Australia was based on a regular grid layout of street in inner areas and curvilinear streets in suburban areas, again modified by topography. In the post-war period the growth of car based suburbs and rural residential areas have lead to the exponential growth of many cities.

2 More Compact Form

This would entail making the current urban shape, whatever it is, more dense by increasing the number of people per hectare. Resultant densities would be closer to the European pattern of 50 - 60 persons per hectare. Normally the emphasis of this approach is on the middle and inner suburbs which should reduce pressures for fringe expansion.
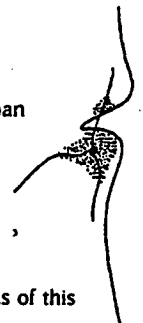
3 Nodes within the existing urban fabric, (also called Urban Villages)

This form has concentrations of higher intensity development (residential, services and employment) at favoured places within the existing urban area. Usually 'nodes' are built around public transport interchanges. The nodes are seen as self sufficient in terms of employment, local services and recreational opportunities.

URBAN STRATEGIES

Planning for the sustainable development of cities must be a central concern in all urban areas around the earth. In Australia there are several strategies which show the way forward in planning for cities. Achieving higher population densities through urban consolidation and creating more livable urban environments through the development of Urban Villages are mutually supporting strategies which may provide an alternative to low density city growth.

Urban Villages

Urban Villages address the problems of urban sprawl by mixing uses and housing types in a compact form that works compatibly for pedestrians, cyclists, cars and public transport. The concept of Urban Villages is focused on medium density residential development in combination with commercial retail and community facilities within walking distance, served with public transport.

Filling gaps in suburbs and encouraging smaller lot sizes has not transformed our cities into sustainable places. Cities have failed to reap the transport advantages such as reducing car dependence and encouraging walking and public transport use that could flow from higher density land use. Urban Villages provide a vision of how higher quality life could be achieved through compact development.

The Urban Village concept should not be thought of as a nostalgic return to 19th Century planning, nor bringing ideas to cities in Australia from other places. Urban Villages are a revitalisation of the successful elements of urban life in a modern concept to provide better urban living in our future cities. There is a need for an image of urban villages which is specific to Tasmanian cities and evolves within the form of existing places.

The key design principles underpinning urban villages are -

Permeability: the choice of where people can go and where they cannot. Key elements include:

- interconnecting grid layout of routes;
- small block dimensions;
- clearly defined fronts and backs to buildings; and
- visual permeability.

Variety: the range of activities available on site relates to the mix and location of uses on site.

Legibility: the ease with which people can identify with a place

and understand what opportunities the environment offers. The key elements used to express legibility are paths, districts, nodes, edges and landmarks.

Higher Density Design: in Australian cities developing Urban Villages will mean achieving higher densities. The local area or precinct is viewed in terms of its current form and character and new higher density development takes design cues from the context of the existing precinct.

Urban Consolidation

The National Housing Strategy (Commonwealth of Australia) has found that

> 'Australia is a highly urbanised country whose metropolitan areas are facing difficult problems of growth and size.'

However, a study by the Green Street Program in 1991 found that

> 'few people in Australia appreciate the costs urban sprawl incurs. Invariably personal or family interest comes before the good of the community as a whole and individual financial concerns take precedence over macro-economic arguments.' ·

Hogue's (1993) analysis of urban consolidation strategies in Australia indicates that most attempts to achieve urban consolidation have occurred in mainland capital cities where the effects of urban sprawl are most apparent. 'Hobart and Darwin are the only two capital cities which have not adopted a policy of consolidation.' This lack of intervention is largely due to the lack of regional planning structures and an uncertain State role in urban and regional issues. Hogue lists a number of mechanisms for implementing urban consolidation.

1 Dual Occupancy

Dual Occupancy is a planning policy which, subject to certain development controls, allows the development of two separate dwellings on any land (with a prescribed area) where previously only a single dwelling would have been permitted. In New South Wales a blanket State Policy approach was used. This policy led to conflicts with local authorities as local environmental characteristics were not taken into account.

2 Model Codes for Residential Development.

Model Residential Codes provide a means of reforming the technical elements of planning and engineering regulations.

The first Code, AMCORD, had a minimum target of 15 dwellings per gross hectare for new areas. This code was criticised by some as simply compacting suburbia rather than providing a vision for a new urban environment.

Subsequent model codes AMCORD: Urban and AMCORD 95, use a performance criteria approach to achieve densities of 15 to 80 dwellings per gross hectare.

In Tasmania, the Department of Environment and Land Management released a second draft of a Tascode in June 1994 which covers single lot subdivision and development through to medium density development.

3 Demonstration Projects

The majority of the demonstration projects in Tasmania have been medium density public housing projects. An example is the Better Cities housing project in North Hobart. The North Hobart project, in Lefroy Street, amalgamated under-utilised land within an inner suburban block to develop medium density housing based on AMCORD: Urban criteria.

In other states many demonstration projects have catered for the top end of the market and have consequently been criticised on social justice grounds.

4 Education and Awareness Programs

The Commonwealth government Green Street program has provided information concerning the advantages of, and need for, urban consolidation. The program is currently being reviewed. Tasmania is the only state that did not have a Green Street Officer.

ISSUES ARISING FROM ATTEMPTS TO INCREASE URBAN DENSITIES

Hogue raises a number of issues which have arisen from attempts to implement consolidation. Several of these issues are of specific relevance to this project.

1 Attitudes to Increased Urban Densities

Over the past two decades a major impediment to consolidation has been resistance from engineers, local councillors, local communities' and planners.

'Many Australians object to medium density housing on the grounds that it is inferior and really just a poor man's version of suburbia. They worry about the loss of space and privacy and escalating social problems. In the 1960's and 70's unimaginative infill developments and six pack flats did little to promote a positive image of urban living.' (Judd 1993)

Studies under the Green Street Program show that while 40 to 50 percent of Australians accept that changes in housing densities are necessary, most do not want them near their own homes. However, medium density housing does not have to be unattractive. Much depends upon the quality of thought given to urban design and architecture. As Sarkissian observes

> 'there are many examples in other countries where people have done good inner city housing but we don't know how to do it in this country... we keep drawing our conclusions from poor examples.'

2 Planning Approval Systems

Hogue indicates that planning approval for medium density housing usually takes much longer than for a single dwelling due largely due to the more complex design issues involved. Many planning schemes promote low density development and prohibit higher densities. There is an urgent need for improved policies which removes obstacles to medium density housing.

To a large extent the problem results from local planning schemes which control development, by setting minimum standards for new development rather than establishing objectives for aspects of new development and performance criteria to meet these objectives.

3 Lack of Integrated Regional Approach

In order to improve the quality of our urban environments there is a need for coordination and common objectives between all spheres of government.

If State and Commonwealth Governments increase the capacity of roads on the fringe of the city then history has shown that new low density development will follow. This makes any overarching strategy to achieve consolidation impossible to achieve.

There also needs to be greater coordination between local Councils. For example greater Hobart is fragmented into six to eight Council areas, each with a vested interest in attracting new development to increase its rate base. A framework for regional planning is needed if a strategy such as consolidation is to be achieved.

4 Land Development Costs

The real costs of developing land within urban areas is not reflected in the market price for land or housing.

In Tasmania, research into Development Impact Costs and Infrastructure Pricing (department of Environment and

Planning) in 1991 has shown that the marginal public sector cost for infrastructure at the urban fringe was in the order of $17 000 per lot.

The market has a built-in tendency to under value new development in established areas due to a cross subsidy given to development at the fringe. The true costs of providing physical, transport and social infrastructure at the fringe is usually not paid by the developer or the purchaser but comes from general revenue and is incurred following housing development.

KEY DESIGN ISSUES

The significant changes required in urban form and housing to create more compact and sustainable cities will demand much higher standards of urban and housing design.' (Newman 1992)

Given the mainstream perception of medium density development, designers and planners will have to demonstrate that increases in density, diversity and affordability can be achieved while maintaining high standards of identity, privacy, security, internal and external spatial quality and climatic design.

Closer attention to detailed design solutions which ensure environmental fit will be required to ensure that the fears of residents about the possible degradation of their neighbourhood environments through medium density development, are not realised.

Judd (1993) reviews ten key design issues which are critical to achieving higher urban densities. Several of these issues are specifically relevant to this project, the redevelopment of existing places and the case study area of Battery Point.

Urban and Neighbourhood Design

Changing Hobart's urban form will require a transformation of many existing neighbourhoods. This will demand a new approach to the design of residential areas.

Twentieth Century urban planning has been dominated by exclusionary land use zoning and has seen the segregation of residential and other land use types.

In the post-war period the dominant paradigm for the design of residential areas has been the Radburn idea of the superblock with its curvilinear, hierarchical, cul-de-sac road system and its separation of car and pedestrian traffic using a backbone of parkland with pedestrian underpasses.

In more recent times, designers have turned to traditional models of urban settlement for inspiration. In many places this has focused on high density, low rise, mixed-use develop-

ment using an historical urban typology and a strengthened public domain.

In Britain, Bentley et al (1985) have developed the concept of *Responsive Environments* as a basis for socially conscious urban design. This concept is concerned with seven design criteria which are useful in the creation of urban environments responsive to human needs:

Permeability: providing a choice of movement through the urban environment;

Variety: providing a choice of experiences through a variety of experiences;

Legibility: making environments easy to read;

Robustness: providing places and buildings which can be used for a variety of purposes;

Visual Appropriateness: providing visual cues and hence meanings for users;

Richness: increasing the choice of sensory experience in the detailed design of the environment;

Personalisation: making it possible for people to individualise the design of their environment.

Environmental Fit

> The ability of new higher density development to fit into its urban context is an important criteria. Many of the inner suburbs appropriate for redevelopment have a character and form which is highly valued by residents.
>
> Attitudes to change tend to be reactive and conservative with residents preferring stability to change.
>
> An experience of poor quality residential unit developments during the 1960's and 1970's has engendered a fear that increases in density mean an erosion of environmental quality.'(Judd 1993)

Judd indicates that the performance based approach of many contemporary residential codes may offer a flexible and useful approach as aspects of design including 'building appearance' and 'streetscape' are addressed.

An approval process which encourages early communication between stakeholders at the preliminary design stage may be useful in ensuring the views of local residents are incorporated prior to final plans being lodged with planning authorities.

SUMMARY

In a regional sense urban consolidation and developing Urban Villages within the existing urban fabric, show alternative urban forms which may help redirect development away from urban sprawl. Strategically located inner city suburbs are ideal places where these urban strategies may be pursued.

In the post-war period debate concerning the future of inner city areas has been polarised between the development of functional apartment blocks and urban heritage conservation. Currently many inner city areas are planned in isolation from the regional context and regional strategies. Realising regional strategies aimed at promoting a more sustainable form of settlement will be dependant upon changes at the local level. For example, the development of medium density housing in inner city areas is a core aspect of both consolidation and developing Urban Villages.

Strategies to achieve a new form of city must be approached from a local, regional and state level. To be effective, strategies must be multi-faceted and mutually reinforcing across all spheres of government.

In learning through past experience, it appears, an approach to planning which links local plans to regional strategies and promotes good design that builds on the vital aspects of local urban places is needed to resolve current conflicts between cultural conservation and sustainable resource use.
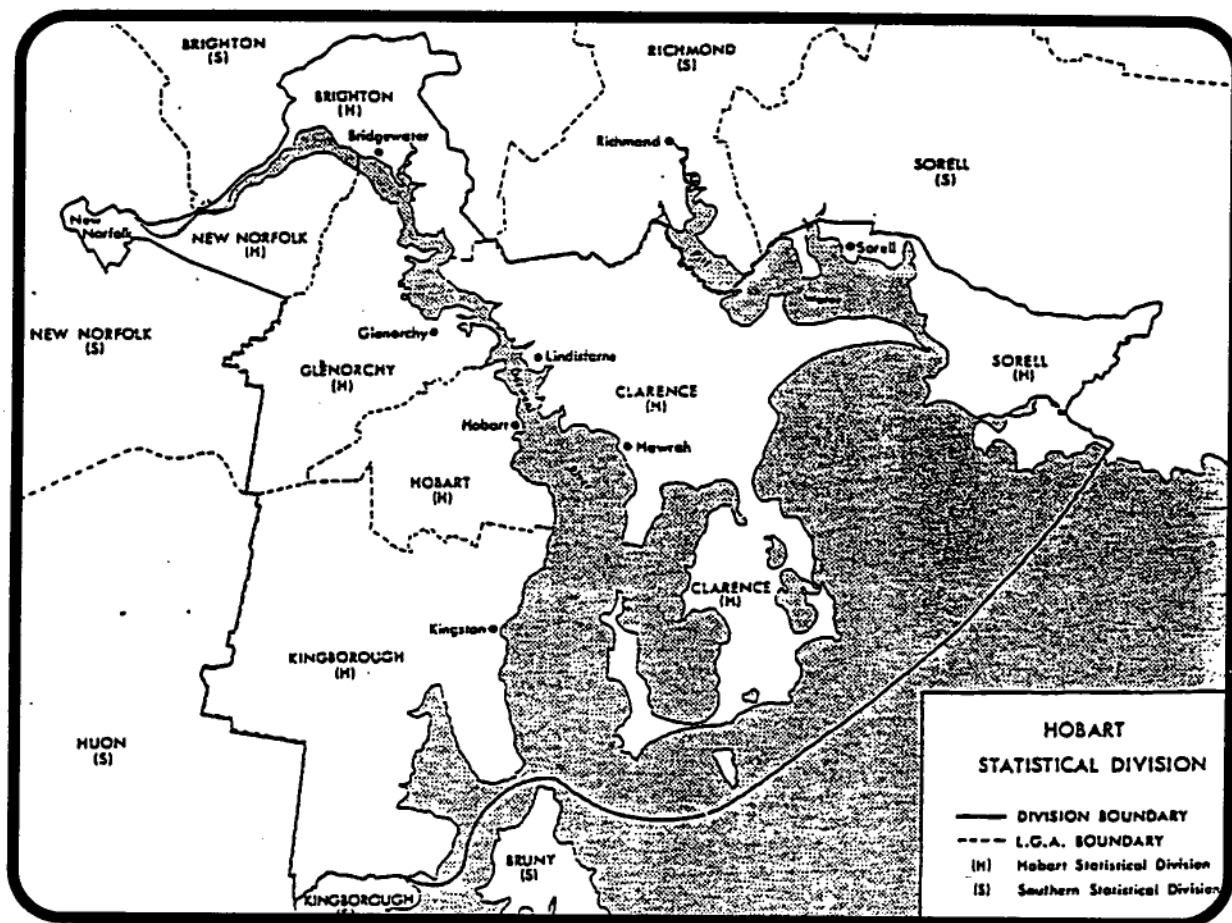
Figure 5.1 Extent of Greater Hobart area

INTRODUCTION

A fundamental proposition of this project is that plans for the use, development and protection of land at a local level should be directly related to contemporary strategies for sustainable settlement at a regional level.

Currently the greater Hobart region is comprised of 6-8 Council areas. Each local Council prepares planning schemes in isolation from the regional context and with little strategic forethought at a local or regional level.

Perhaps due to the past failure of Master Planning Authorities in the State, a framework for regional planning has not been established in the recently introduced planning system. If a picture of the region is to emerge and regional strategies are to be developed mutual support and an ethic of partnership will have to evolve between all stakeholders.

This chapter moves towards developing an understanding of the history and current issues in greater Hobart. To do this the chapter draws upon existing information to paint a picture of greater Hobart's settlement in historic, spatial, social, economic and ecological terms.

This regional context will provide the basis for developing strategies which aim to promote a more sustainable form of settlement.

HOBART'S DEVELOPMENT

The link between urban form and transport technologies is perhaps the primary causal factor underpinning urban growth. Before industrialisation, cities were compact because the principal mode of transport was by foot. Therefore workers had to live close to their place of employment. As a result, activities were mixed and development was compact as people had to be able to walk to receive goods and services, to earn a income and to socialise. This form of settlement is still evident in inner city areas such as Battery Point.

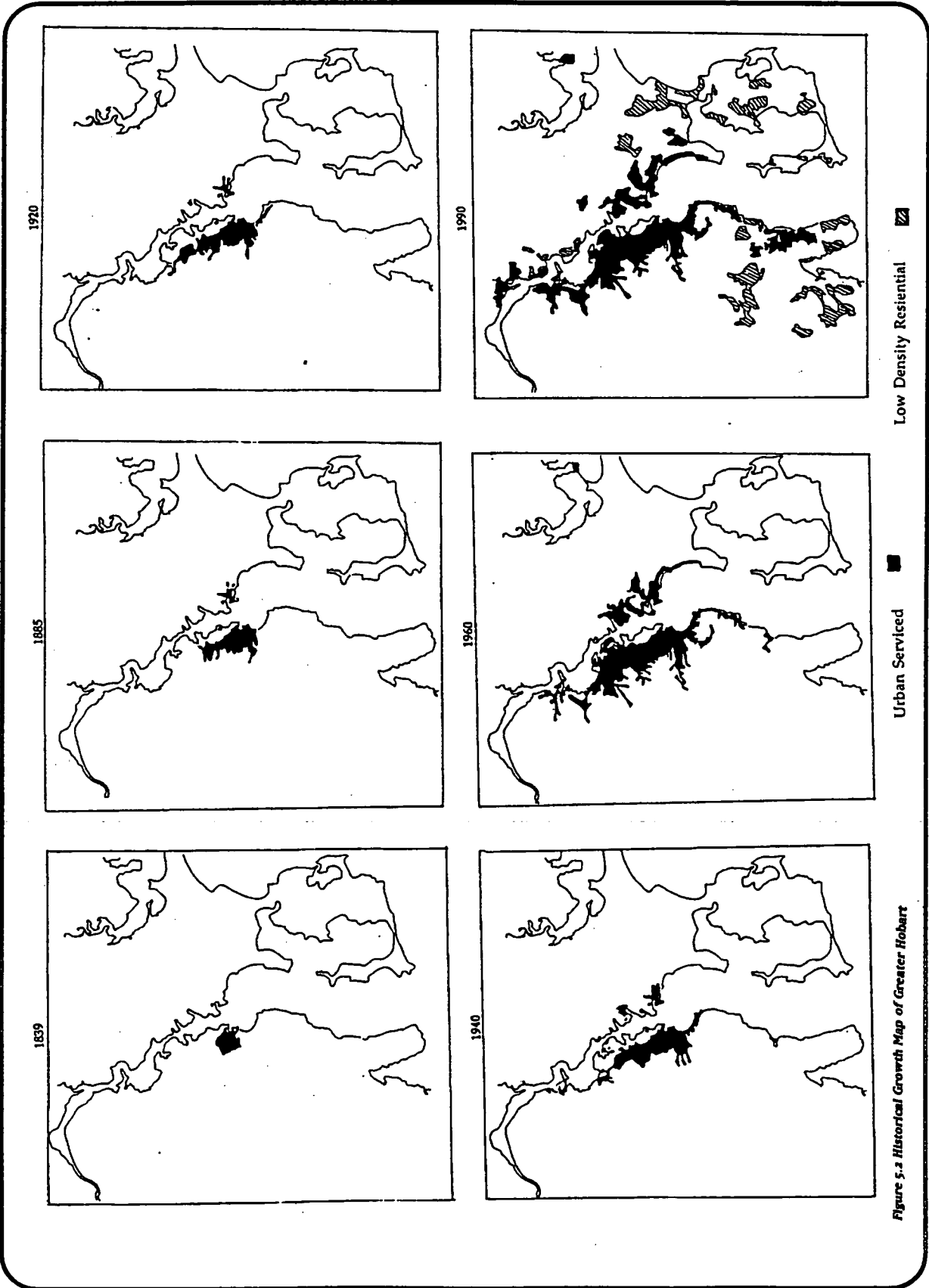With the advent of rail and tramways, the mobility of the pop-

Figure 5.1 Historical Growth Map of Greater Hobart

1839

1885

1920

1940

1960

1990

Urban Serviced

Low Density Resiential

ulation increased. Employees were able to live further away from their place of work. The more affluent were able to fulfil their desire for detached housing on large suburban lots while still maintaining close links to the city.

Suburbanisation was speeded up by the introduction of the car. Suburbs could now develop away from fixed transport lines. Large tracts of rural land were converted into suburban housing. In recent decades the State Government pursued a strategy of developing public housing suburbs on the fringe of the city. At the same time there was substantial investment in roads and highways.

In the 1970's a desire for a semi-rural lifestyle within the urban system was realised through the development of low density settlements in rural areas.

Figure 5.2 shows that the spatial growth of Hobart from 1839 to 1990. With a population growth rate of around one percent in the post-war period. The maps graphically show the exponential spatial growth of the city in relation to its population.

Population And City Growth

The population of the greater Hobart Statistical Division has increased from 168 369 persons in 1981 to 181 838 persons in 1991(McMullen 1994). With a population growth rate of around one percent per annum it could be expected that the settlement was growing spatially at the same rate. However, building rates have been closer to two percent. Within this period there has been significant dispersal of the region's population to fringe areas.
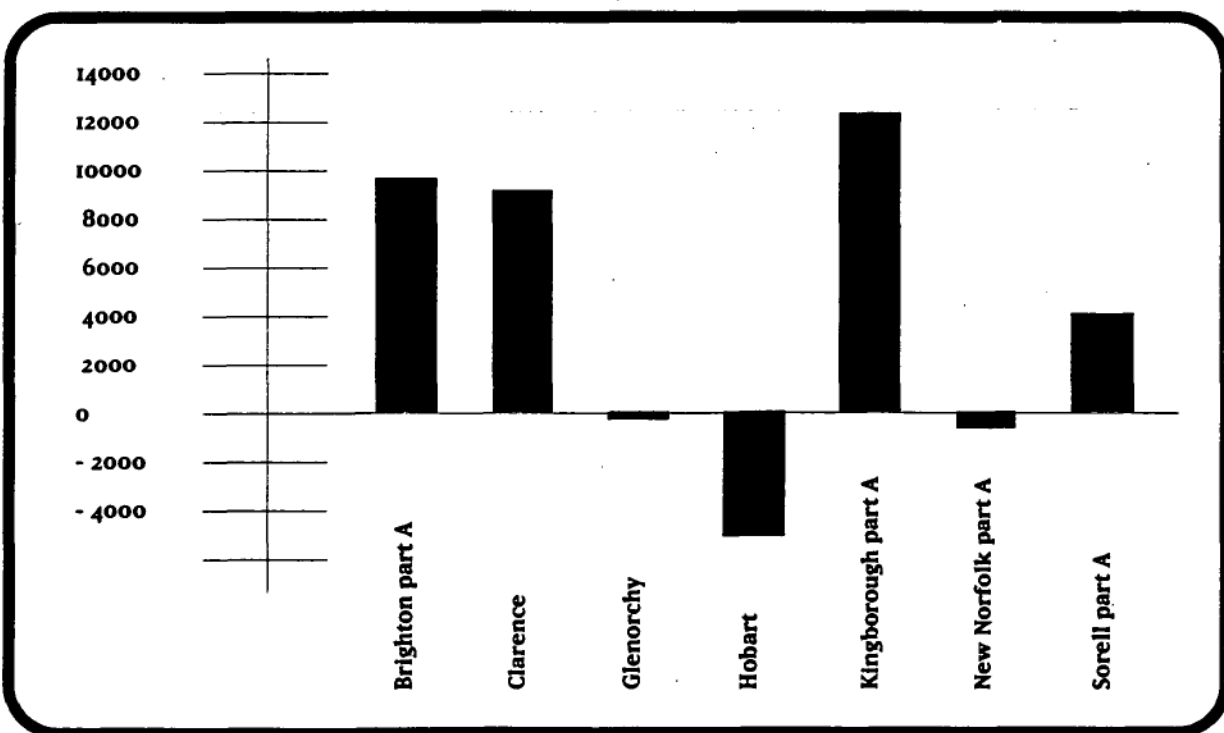
As indicated by Figure 5.3, the older cities of Hobart and Glenorchy have lost population during the period from 1971 to 1991 despite continued housing development. The fringe urban areas have significantly increased their population over the last twenty five years.

Figure 5.4 shows that Hobart, like many Australian cities, exhibits the 'doughnut effect', with declining inner city populations and high growth at the urban fringe. This drift of population has an effect on access to and provision of services in settlements and the vitality of urban places.
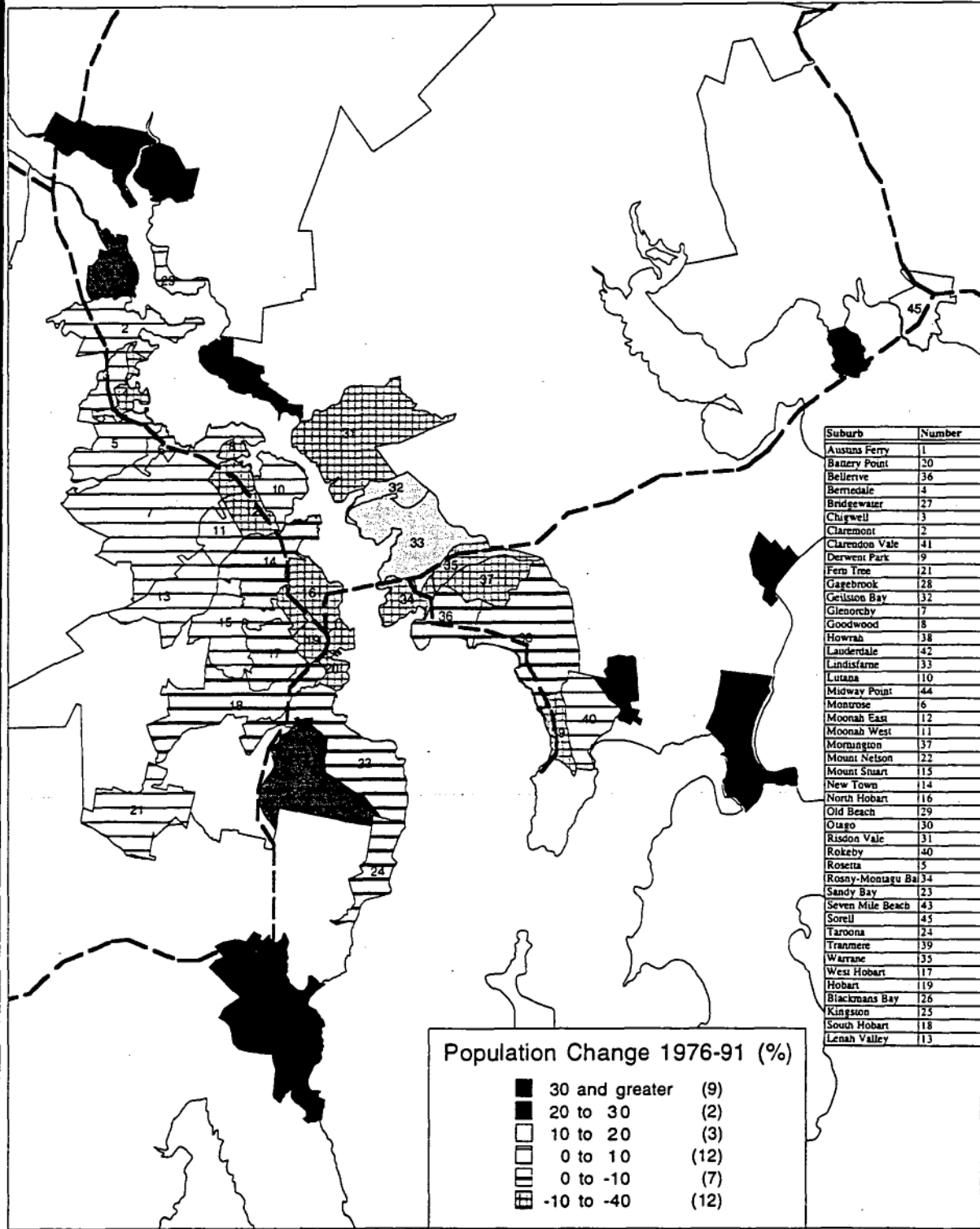
Inner city areas may have underutilised services while growing fringe suburbs may be poorly located in relation to services placing a demand on public investment in fringe areas to provide physical and social infrastructure.

Figure 5.3, Population Change by Statistical Local Area, Hobart Statistical Division, 1971-1991   *Source: McMullen, 1994*

Figure 5.4: Population Change, Hobart Suburbs, 1991

Suburb	Number
Austins Ferry	1
Battery Point	20
Bellerive	36
Berriedale	4
Bridgewater	27
Chigwell	3
Claremont	2
Clarendon Vale	41
Derwent Park	9
Fern Tree	21
Gagebrook	28
Geilston Bay	32
Glenorchy	7
Goodwood	8
Howrah	38
Lauderdale	42
Lindisfarne	33
Lutana	10
Midway Point	44
Montrose	6
Moonah East	12
Moonah West	11
Mornington	37
Mount Nelson	22
Mount Stuart	15
New Town	14
North Hobart	16
Old Beach	29
Otago	30
Risdon Vale	31
Rokeby	40
Rosetta	5
Rosny-Montagu Bay	34
Sandy Bay	23
Seven Mile Beach	43
Sorell	45
Taroona	24
Tranmere	39
Warrane	35
West Hobart	17
Hobart	19
Blackmans Bay	26
Kingston	25
South Hobart	18
Lenah Valley	13

Population Change 1976-91 (%)

■	30 and greater	(9)
■	20 to 30	(2)
□	10 to 20	(3)
▤	0 to 10	(12)
▤	0 to -10	(7)
⊞	-10 to -40	(12)

Households and Housing Stock

The post-war period has seen an ageing of the population and increased rates of household formation, which have contributed to a reduction in household size in Tasmania from 3.2 persons per household in 1971 to 2.5 in 1991(ABS). Judd indicates that this is from 'an increase in smaller non-traditional, non-nuclear households including singles and couples without children, single parent families, the over 55's and divorcees.' (Judd 1993)

The number of nuclear families is declining and now comprises around 30% of all households while single parents have increased dramatically in the last decade and now comprise around 14% of all households. These social changes should translate into a demand for a more diversity in the housing stock, including an increase in medium density development. However, in a market focused on the production of single detached dwellings a response to social changes has been slow to emerge.

TRANSPORT AND URBAN FORM

In the post-war period, the private car has become the dominant form of movement which has shaped the pattern of Australian settlements. The form of settlement is also linked to the public investment in arterial highways, a cultural preference for larger privatised residential spaces and a segregation of recreation, work and home.

Hoey's (1992) study of automobile dependence shows the inverse relationship between urban density and car use.

Figure 5.6
Gasoline Use per capita
versus Urban Density
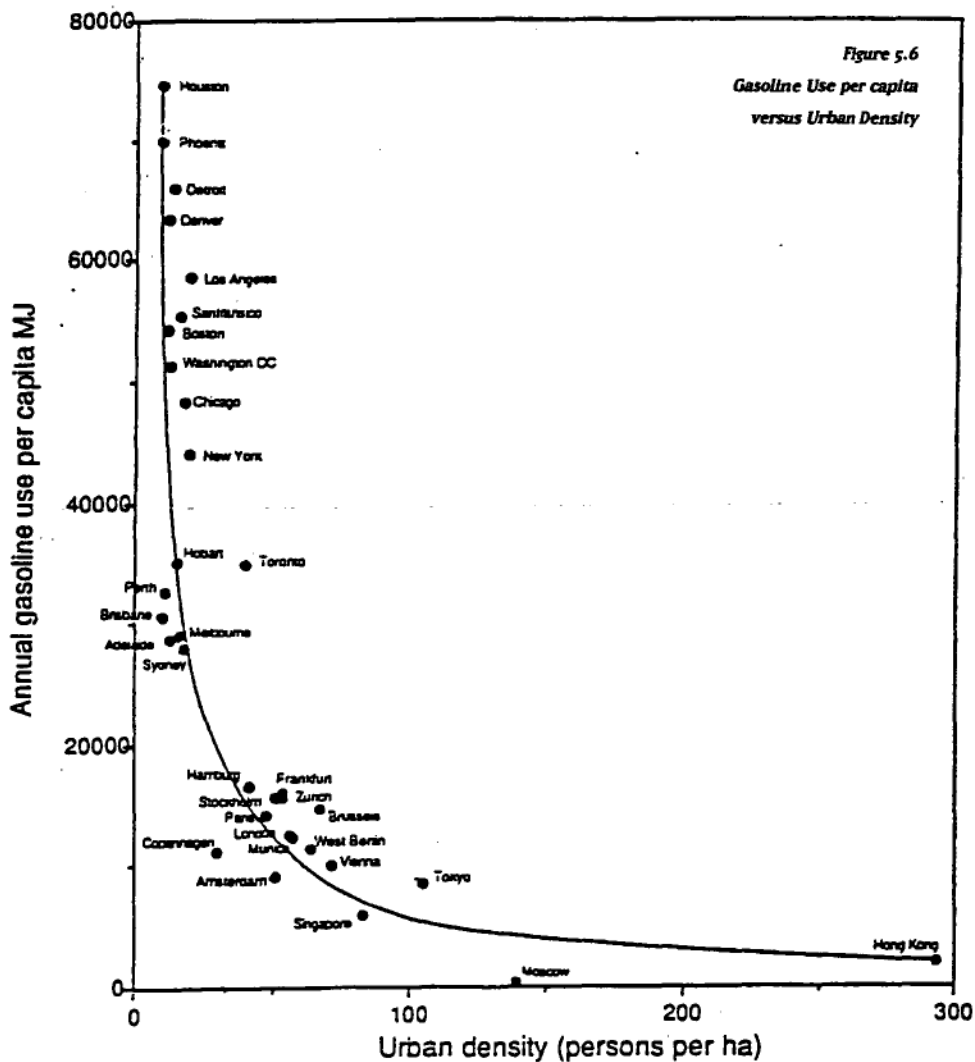
Source: Hoey

Figure 5.6 - Urban Density and Automobile Dependence, greater Hobart, 1950 to 1990

Year	Population	Urban area (ha)	Urban density	Car ownership (per 1000 persons)	Transport fuel use (MJ per person per year	Hobart MTT trips ('000)
1950	92 600	na	na	91.7	na	na
1955	106 280	3686	29.5	143.3	14381.1	na
1960	120 750	5025	24.9	188.0	17987.3	19667
1965	133 320	6219	21.5	259.7	22810.2	16781
1970	143680	7608	18.9	310.0	27308.4	14687
1975	155 430	9050	17.1	386.1	31777.6	14889
1980	160 630	10032	16.1	432.4	34188.9	12550
1985	168 710	10920	15.4	462.1	33248.6	10219
1990	173 740	12450	14.0	481.1	34579.1	9442

n.a. - not available

Source: Hoey (1992)

The study shows that for the period 1960 to 1990 greater Hobart experienced:

- a population increase of 34%;

- a metropolitan area increase of 150%;

- an urban density decrease of 55%;

- a petrol use increase of 170%; and

- a public transport trip decrease of 65%

Figure 5.5 graphically illustrates the relationship between urban density and petrol use in Australian, American, Asian and European cities. Currently Australian cities sit midway between the low density and high fuel consumption of American cities, and medium density and low fuel consumption of European cities.

The choice for cities such as Hobart is whether to continue to follow the American model or to learn from the experience of European and Asian cities and derive solutions which are relevant to our place and culture.

SOCIAL JUSTICE

Cities can be perceived as places in which goods, services and environmental resources are distributed to groups in the community.

The National Housing Strategy states that:

'in a market economy that government policy should both redistribute the general benefits created by the market and should help overcome problems created by the unrestrained functioning of the market itself.'

The form of urban settlements has a direct consequence for people in terms of equity, access and participation. This is especially the case for low income households who : may have difficulty in funding housing appropriate to their household and life cycle needs; and may have little choice but to live in areas with poor services and less access to social, cultural, and economic opportunities.

Public and private investment in a form of settlement which is based on the dominance of the car as a means of access often results in locational disadvantage and social isolation for households and groups without access to a car.

Figure 5.7 Location Plan of Primrose Sands Study
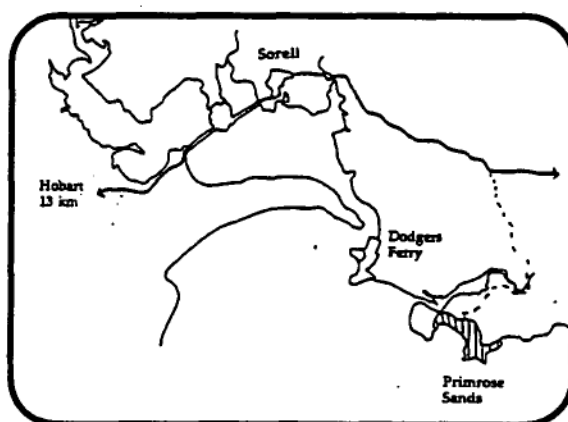
A study focusing on the Hobart urban fringe area of Primrose Sands, highlights the social issue of locational disadvantage (Penny 1991). Primrose Sands is currently undergoing a significant population growth.

The area is located in Hobart's southern beaches area and is around 55km by road from the Hobart CBD.

The study found that while people moved to the area because of the affordability of housing, living in the area resulted in a range of other social costs. The disadvantages experienced by this community include:

- *quality and extent of services*- lack of physical infrastructure such as reticulated water and sewerage and a lack of services such as shops, public transport, health care and child care.

- *car dependence*— owning a car was essential to maintain the high level of personal mobility necessary for living in the area.

- *employment*- lack of local employment opportunities

- *gender inequality*- women are more likely to experience service access difficulties.

- *income*- people on low incomes experience greater access difficulties.

ECONOMIC CONSIDERATIONS

At a time in which economic rationalism appears to be the dominant paradigm at all levels of decision making, it is crucial that social and ecological factors are incorporated into urban analysis, policy formation and planning. In a market based economy the role of planners should be to inform and contribute to debate allowing for the allocation of resources in a way which promotes the 'common goods' of equity, livability and ecological sustainability.

The low density growth of greater Hobart has lead to inefficiencies and high costs in providing physical and social infrastructure. At a time of reduced public expenditure resulting from external debt and deficit issues, the traditional expectation of private capital appreciation through public investment must be questioned when it promotes unsustainable outcomes.

A study prepared for the Department of Environment and Planning in 1991 found that the marginal public sector cost of urban fringe development in Tasmania ranged from $19 000 to $21 000, per lot. In contrast a subsequent study by the Indicative Planning Council in 1992, based on similar methodology, found that the marginal public sector cost of consolidated development to be around $1 500, per dwelling unit. While the public sector costs of consolidation will be site specific and depend on the need for upgrading existing infrastructure it appears that the public savings derived from this form of development may be significant.

ECOLOGICAL SUSTAINABILTY

Urban settlements resemble ecological systems. A primary concern of urban planning should be to encourage a form and pattern of activities and movement in cities which contribute to the sustainability of regional and global systems. Below are some ecological issues which need to be considered.

Oil Vulnerability

The National Housing Strategy cites oil-vulnerability as one of the long term factors which urban planning must address.

> 'There is an inevitability about the depletion of oil: the world will adjust to using less oil when it has to.'

Australia is dependent on limited foreign reserves for continued oil use. Australian cities are price takers in the market for oil, which are relied upon for the main energy source for transport. Australia is likely to be dependent on foreign technology which fills the void when the oil is gone.

Greenhouse Gases

At a global level there is significant concern and research about the accumulation of greenhouse gases and the effect it may have on the earth's climate. The Commonwealth Government has adopted the Toronto targets for reducing greenhouse gases which aim to stabilise these gases at 1988 levels by the year 2000 and to reduce these by a further 20% by 2005.

Hoey (1992) recognises that, due to the high quantity of energy Tasmania produces from hydrological sources, if the State is to meet the Toronto target then it will be required to focus on the transport sector more than any other state. The form of urban settlement has a significant role in reducing the current dependence on car transport which is a major source of carbon dioxide emissions.

Loss of Farm Land

The post-war spatial growth of Hobart has seen the conversion of many rural areas, once used for productive agriculture, to residential use. Good quality agricultural land has been lost for a variety of reasons. These include:

- a cultural preference for a rural lifestyle;

- fluctuating viability and changing economies of scale for farming enterprises which makes a short-term financial gain through residential subdivision attractive; and

- incremental residential development in rural areas resulting in land use conflicts which may result in the abandonment of farming operations.

At a time when, at the global scale, the unequal distribution of wealth and food see many people go hungry, the conversion of good quality agricultural land to residential use may also be an ethical issue.

Air Quality

The contribution of private car based urban transportation systems is a major environmental issue.

'The major air pollutants in urban areas are carbon monoxide, nitrogen oxides, hydrocarbons, lead, particulates, and photochemical smog'. (Commonwealth of Australia 1992)

Hoey (1992) highlights the contribution of the car to air pollution. The car contributes approximately:

n   75% nitrogen oxide;

n   50% hydrocarbons;

n   90% carbon monoxide; and

n   95% lead

of the detectable levels of these compounds in Australian cities.

Emissions from cars contribute to air pollution on three levels:

n   locally- pollution from cars in heavily used areas. Carbon monoxide and lead are typical examples;

n   regionally- pollution results where emissions contribute to reduced air quality across a city; this normally occurs through photochemical smog; and

n   globally- where emissions add to the atmospheric burdens of gases which contribute to the global warming and the depletion of the ozone layer.

Loss and Degradation of Native Habitat

In the post-war period, urban growth has occurred through the piecemeal development of fringe suburbs and through low density development in rural areas. Rural land not cleared for agriculture is being converted for residential use. The major impact for native habitats occurring through this form of development include:

•   pollution of water through inadequate methods of sewerage and sullage disposal;

•   destruction of habitat by way of clearing for residential development and bush-fire hazard minimisation; and

•   introduction of pests, feral animals and weeds into native ecosystems.

LIVABILITY

People must strive to plan and design cities to meet human needs and values. Cities should not merely provide for material production and consumption but should focus on furthering needs for human belonging and mutual support.

Livability links the behaviour, perceptions and values of a local culture through the concept of place.

The criteria of 'sense', analysed in chapter 3, is a fundamental aspect of the experience of a place as a meaningful environment. In terms of sensibility a livable environment is one which remains open to the physical expression and interpretation of the needs, values, beliefs and aspirations of the local culture and its individuals.

The National Housing Strategy (Commonwealth of Australia 1992) recognises several other criteria which are important in planning for a livable urban environment. These include:

•   variety- the range of options available;

•   diversity- the range of options in a particular locality; and

•   robustness and flexibility- the ability of built form to fit social needs while maintaining its physical integrity.

Designing a place to encourage positive social interactions also enhances the livability of that place. Engwicht (1972) argues that by building our settlements based on movement by car, the opportunities for unplanned exchanges between people are diminished. The potential for unplanned access is greatest on bicycle, foot and public transport where there is direct contact with other people and the environment. It is at its lowest inside a car.

'Urban design and planning based on the car significantly reduces the possibilities for accidental interactions between people and significant parts of the environment by making it essential to be in a car for most trips.'(Commonwealth of Australia 1992)

CONCLUSION

This chapter has reviewed the post war development of greater Hobart and considered some of the resultant social, ecological and economic issues. It is beyond the scope of this project to recommend a comprehensive set of strategies to address these issues. However, in terms of urban form, housing and transport policies several directions appear clear. These include:

- housing densities should be considered at the regional as well as local level;

- plans should aim to promote more compact urban form and housing, especially in places close to employment, commercial and social opportunities;

- projects which provide for the coordination of housing and associated services should be encouraged;

- planning schemes should focus on performance criteria for design rather than setting standards or discriminating against housing types;

- car dependence should be reduced by giving priority to public transport, cycling and walking and increased densities; and

- urban places should be open to development which draws from the successful elements of our cultural heritage and promotes a living spirit of place.

It is also apparent that the coordinated relationship between urban planning and urban management is critical to achieving sustainable urban development. Agencies at State and local levels, involved in the provision of physical and social infrastructure, must coordinate action through a process of strategic urban management and planning.

Regional strategic planning which seeks to produce sustainable outcomes has implications not only for the urban fringe but also for inner city suburbs. The following chapters review and analyse the development of the inner city area of Battery Point. The project concludes by making recommendations which aim to promote sustainable urban development and a living spirit of place.

In order to gain a better understanding of the history of Battery Point this chapter provides an overview of the development of the area up to the Second World War. This chapter draws upon historical research undertaken by Hudspeth and Scripps (1990).

PEOPLE, PLACE, ACTIVITIES AND IDENTITY.

Development of the Place

The first site of permanent European settlement in southern Tasmania was on the northern flank of Sullivans Cove which was established in 1803. This area was chosen due to its supply of fresh water from the Hobart Rivulet and opportunities for safe harbour close by.
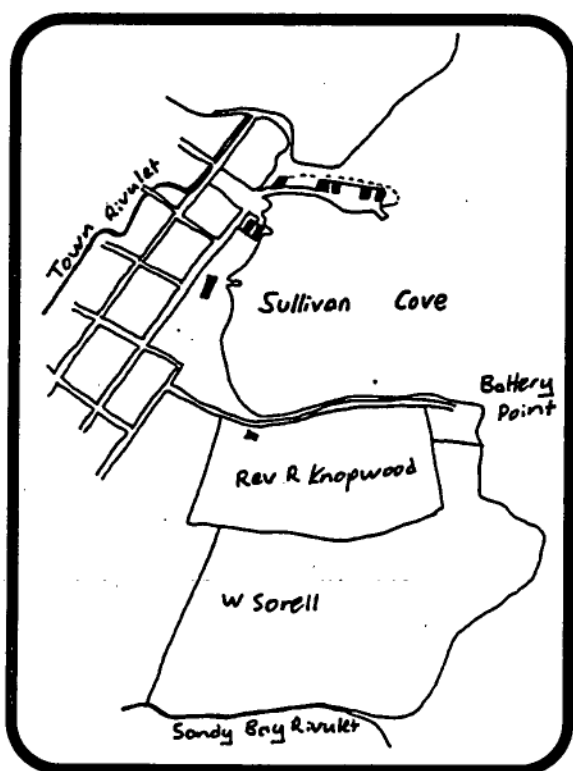

Figure 6.1
Battery Point in 1826 (based on Land Commissioners' Map)

For the first twenty five years of settlement the area now known as Battery Point experienced little development. In 1825 the only occupant was Reverend Knopwood who owned a 30 acre farm. The principal use of the area for the colonists was as a strategic site for defence

In the early 1830's several events occurred which shaped Battery Point's early development:

- the southern side of Sullivans Cove was recognised as an attractive site for a new wharf due to deep water and the shelter it offered;

- the land held by Sorell and Knopwood became available for sale and subdivision; and

- reticulated water was supplied to the area.

By the time the warehouses were constructed on the 'New Wharf', Battery Point had begun to take form as it exists today. The people who owned land during the area's early development included Government officials, merchants, whalers, traders, members of the ruling class and professional people. Their decisions, acquisitions and disposals largely determined the physical form of the area's settlement and the location of activities.

The development of the area was largely controlled by, and designed to cater for the needs of, the affluent who wished to reside in the area and the merchants who needed access to the wharf. Development was determined by two groups, the merchants who owned land but were principally concerned with production and trade, and land speculators who sought to profit by development. Many of the early land owners recognised that the housing needs of the workers in the area provided a market for their land. For example: Sprent's map of Hobart in 1841 shows 22 small allotments on the merchant James Kelly's grant.

As large estates were subdivided the compact development of row houses and small cottages ensured that the gradual infill process provided affordable housing for the workers involved in the labouring jobs within the waterfront economy.

The development of the wharf, slipyards, ad hoc businesses and dwellings continued in a piecemeal fashion, with the occasional burst due to subdivision, as Hobart's population continued to grow.

By 1920 much of the land formerly containing paddocks and open spaces was substantially developed with a mixture of terrace, detached, double and single storey houses fronting onto a mixture of wide and narrow streets, which characterise the current housing stock and street design.

In the preWorld War II period the mixture of dwelling forms and styles reflected the socially mixed nature of Battery Point. While the popular image of Battery Point is of a mariner's village inhabited mainly by gentry, in reality the area always housed a large proportion of working class people. This social mix of people was a characteristic of many of Hobart's inner city suburbs prior to large public housing schemes and the resultant market segmentation in the post Second World War period. In Battery Point, the proximity to both cultural opportunities, industry and maritime activities intensified the variety of dwellings, people, values and activities.

Economic Activity

During the preWorld War II era the commercial and industrial activities of the place were much more closely intertwined with the every day life of the population than they are today. A variety of small industrial and commercial enterprises provided goods for the people of Battery Point and the wider Hobart region. The segregation of land uses which added to the removal of many businesses did not become significant until the 1960's.
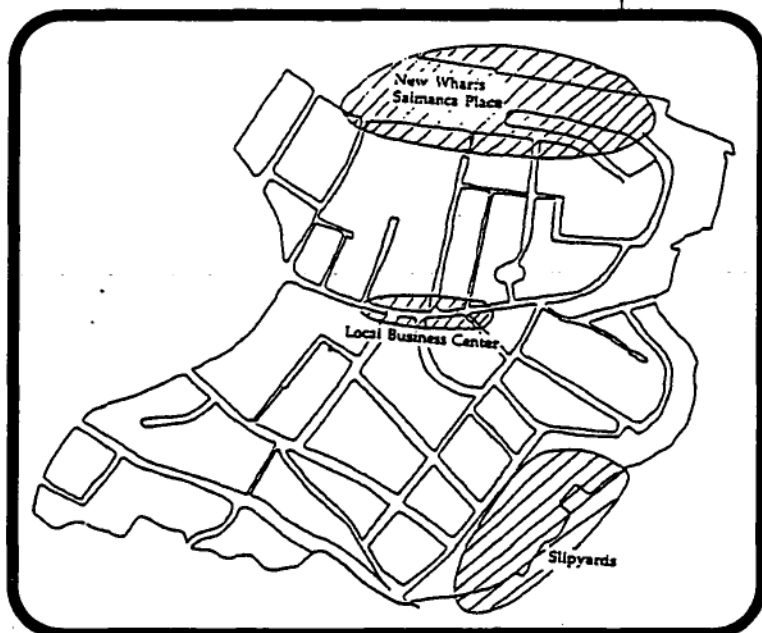

Figure 6.2. Economic Areas

Local Business Centre

The majority of the businesses established in Battery Point during this period catered for the daily needs of the local residents. The main shopping centre was (and still is) centred on

Hampden Road between Arthur's Circus and Sandy Bay Road.

During the 1840's and 1850's Battery Point was becoming more of a compact community rather than a scattering of well spread houses. By the late 1850's there were two grocers, a butcher, a baker, a general dealer, a dressmaker, and three shoemakers. By 1890 there were more than twice as many local businesses in the area reflecting the increased population. A similar mix of activities continued up to the 1940's.

New Wharf Businesses

The warehouses along the New Wharf in Salamanca Place were built between 1834 and 1850. The buildings were designed for the performance of traditional crafts or as storehouses for trade. The area also contained a number of public houses to cater for the passing trade and local workers.

By the turn of the century, changes in transport technology and industrial processes were starting to alter the function of the New Wharf.

The Old and New wharfs had been built during the whaling boom to cater for the shipping in the days of sail. The introduction of steam ships required larger and faster wharfing and cargo handling facilities. Finger piers and covered wharfs were built in the central cove during the early 1900's. Later, handling moved out of the cove to Macquarie Point as transport technology became more economically efficient.

The character of Salamanca Place changed from maritime to industrial and by the 1940's many of the buildings along Salamanca Place were falling into disrepair.

Battery Point Slipyards

The other significant industrial activity in Battery Point is the Slipyards.

Due to Tasmania's isolation and dependence on trade, shipbuilding was a important component in the development of the settlement.

Shipbuilding activity was concentrated off Napoleon Street in the 1850's and 60' and is still used for maritime activity.

Identity and Meaning

A key proposition of this paper is that experience of, or identity of, a place or development will have an important role in determining future urban plans for a community or dominant group.

The meanings people derive from a settlement at any time will relate to the physical properties of place and location, and will be shaped by social, political, economic and cultural forces. The cultural identity of a place will be used by dominant groups through political processes in the continuing process of urban development.

> ...even though we gather together at the same instant, we cannot see the same landscape. We may generally see the same elements - houses roads hills - ...but such facts only take on meaning through association...any landscape is composed not only of what lies before our eyes but what lies within our heads.' (Australian Heritage Commission 1992)

Prior to World War II the identity of Battery Point was given meaning in opposing ways by those who lived and dwelled within Battery Point and those who saw the place from the outside.

Hudspeth's interviews with the people of Battery Point highlight the conflicting identity of the place.

> 'it was regarded as a slum area...while the people were friendly, you were told not to go into certain parts such as Arthur's Circus. I don't really think they had anything to worry about - people just got the idea because it was a working class area, and in the 1930's there was a lot of poverty. At one stage the city Council said the best thing to do with Arthur's Circus was to run a bulldozer through it' (Hudspeth and Scripps 1990).

To the people of Battery Point in the pre-war period the social identity of the place would have been paramount. A diverse range of people, their activities, and economic and social relations were focused on the place in which they lived. Social networks developed which enabled people to live more fully and better provide for their daily needs.

While physically depressed it was a place which enabled large families and the poor to develop their lives within their own social and physical environment.

The meanings derived from the environment would have focused on contemporary issues and daily needs rather than the cultural traditions and heritage values of the place.

The 'sense of place', the meanings people attached to the place, was largely derived for its value in providing a livable environment for a wide range of people. It was the living vernacular relationships, adaptations between the people who settled and worked in the place and the urban environment which created the character of place.

The identity of Battery Point to the people outside the area corresponded to dominant cultural forces. The depression of the 1890's and the lack of investment in housing during the two World Wars had a significant impact on the physical quality of working class areas. It was during this time the ideals of 'garden city' suburban housing were being promoted at the extreme of consolidated inner city living. This period saw urban reform based largely on moral and sanitary grounds which usually involved clearance of blighted areas. The dominant values resulting from the negative cultural identity of inner city areas such as Battery Point and another inner area of Hobart, Wapping, became conventional wisdom. With little opportunity to participate in the political processes which determined urban redevelopment the people in many places had little chance to express their attitudes towards the place in which they lived.

By the 1930's much of Battery Point was regarded as a 'grey spot' suitable for redevelopment. Changes in the built environment were sought by people outside the area on paternalistic, aesthetic and commercial grounds. Later this paper will show that it was not until the 1970's that the identity of the people of the place was considered in the planning and development process.

CONCLUSION

The history of Battery Point starts with and is linked to the fortunes of the settlement of Hobart. The period, reviewed in this chapter was is that preceeding external planning controls and can be viewed as a period of vernacular development.

The physical identity of the place is linked to its topography, the pattern of roads, composite streetscapes, individual building forms and styles and its location in relation to the port and the city. The cultural identity of Battery Point changed with the changing economic fortunes of the city and the people who lived in there.

By the end of the Second World War Battery Point was at the cross roads. The people who lived there did not have the political power to express their connection to the place. Others saw the place as providing the opportunity for whole-sale demolition and replacement with high rise towers.

The planning system played a central role in determining Battery Point's post-war development. The following chapter shall focus on the plans which have shaped Battery Point.

INTRODUCTION

In the post Second World War period Battery Point has been the subject of a number of plans aiming to guide and control human activity, movement and intervention in the built environment.

The plans for Battery Point were a direct reflection of the dominant values at the time they were produced. The first three plans correspond to the model of the city as a machine and embody a functionalist approach to planning and design. These plans are:

n   the City of Hobart Plan 1945, (produced by Fred Cook-a surveyor);

n   the Hobart Area Transportation Study (by Wilbur Smith-a traffic engineer);

n   the 1969 Battery Point Planning Scheme; and

n   the 1979 Battery Point Planning Scheme.

The forth plan, the 1979 Battery Point Planning Scheme corresponds to the concept of the place as an organism and embodies the urban conservation movement approach to planning and design.

An understanding of these plans may serve to clarify and resolve the conflicts between functionalist development and urban conservation as a way to developing an understanding of the city as a learning ecology and for a planning approach based on a theory of place.

THE 1945 PLAN FOR HOBART

The 1945 plan for the City of Hobart was the first comprehensive plan for a city in Tasmania. Mr F. C. Cook, a surveyor from the Planning Commission in Melbourne, was appointed to undertake the task of preparing the plan for the city.

The plan was based on a sound understanding of the factors affecting Hobart's future growth. The development of the Floating Bridge and continuing industrial development in Glenorchy no doubt concerned the Aldermen of Hobart as they saw future development diffusing out of their municipality.

The plan was functional in its approach and proposed outcomes. The plan showed little regard to the long term social or environment consequences of its implementation. It was, however, visionary in its scope and plan for Hobart's future.

Consequences for Battery Point

The plan envisaged substantial changes to the form of settlement in Battery Point.

It recommended comprehensive land use zoning and development standards for the city which aimed to seperate uses and thus break the traditional unplanned diversity of the city's activities and built form. The separation of residential, industrial and commercial activities was put forward as a fundamental measure in creating a livable environment.

A large portion of Battery Point was regarded as 'old and decadent'. Cook's Plan is a reflection of the values of the middle class social reform movement of the early twentieth century which saw slum demolition as an appropriate means of dealing with structural social issues.

Figure 7.1 "Old and Decadent" Areas Recommended for Redevelopment in the Cook Plan, 1945
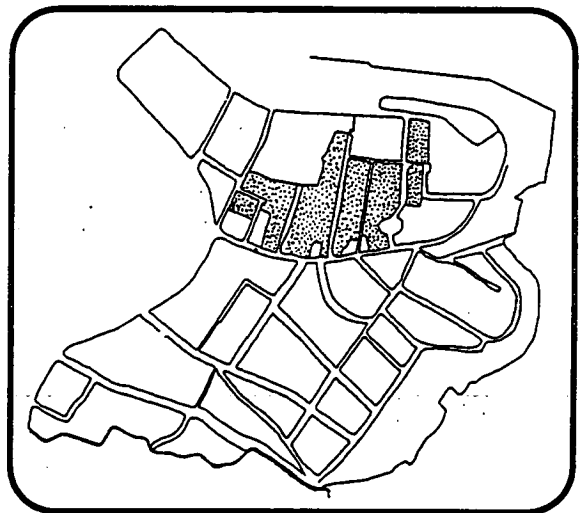
The Salamanca Place warehouses were marked for partial demolition. The warehouses were considered suitable for industrial use in conjunction with its proximity to the wharf area.

The plan promoted increased residential densities in inner city areas such as Battery Point. It provided for modern four storey apartments. To illustrate this, sketches were transposed onto a photo of the Battery Point waterfront in the plan.

The central elements of the residential zoning regulations were: a minimum lot size of 750 square meters; a building height of 11 meters; a setback of 3 metres; an unobstructed yard space of 325 square meters and a requirement for any buildings

over two storeys to be made of a fire resistant material. While the provisions allowed for up to four row houses they clearly reinforce the ideal of single detached houses on landscaped lots.
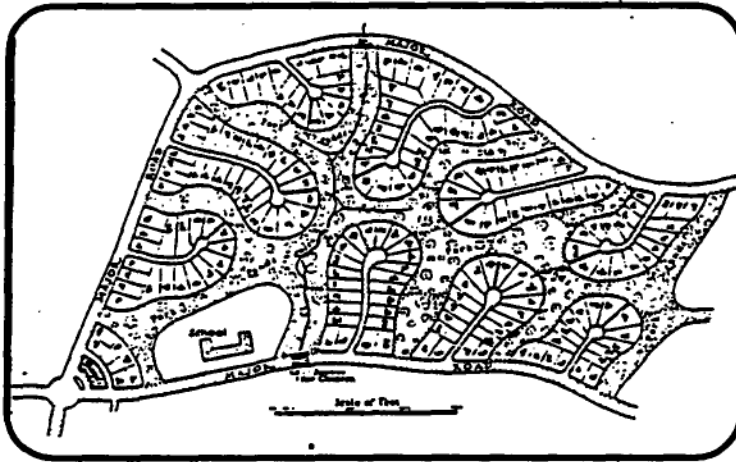

Figure 7.2. Land Subdivision from Cook's Plan.

Cook planned a new road/communication network for the city which included a ring road through Battery Point.

> 'The proposed ring road would permit the interchange of traffic between the various districts through which it passed'. (Hobart City Council 1945)

The road would have opened the foreshore of Battery Point to traffic and would have provided:

> 'a scenic foreshore drive as well as intercepting traffic in Sandy Bay road, enabling it to bypass the most congested part of this thoroughfare.' (Hobart City Council 1945)

Limitations of the Plan

The concept and practice of master planning in the post-war period, has been widely criticised by the next generation of planners. Criticism relates to factors including:

- the inability of experts to comprehend and address complex urban issues in a manner which promotes broad participation;

- an emphasis on creating a 'beautiful, efficient and orderly city' rather than focusing on current and future human needs;

- advocating urban renewal through slum clearance with little regard to the impact on personal or community identity;

- a disregard for the conservation of historically significant physical fabric and places; and

- advocating major road works resulting a car dependant form of settlement.

Cook's plan, like those which followed it, was a product of the time and culture in which it was written. The plan was based on a vision of Hobart as a prosperous, functional and efficient Capital city. A belief in progress with its equation of prosperity with change, modernisation and progress was a strong driving force in town planning in many western and eastern cities after the war. In this sense the plan is no less valid than those which followed it and which were able to benefit from the wisdom of hindsight.

THE 1964 TRANSPORTATION STUDY

Transportation studies emerged in America during the 1950's in response to the perceived need to plan for the changes occurring in the evolution of car based cities.

The 1964 Hobart Study (Smith W and Assocs, 1965) was commenced at the height of the popularity in transport studies in cities across the world. Hobart was the first city in Australia to undertake this type or planning. The study was prepared by Wilber Smith and Associates, consultants from America, who had previously prepared similar studies in the United States and England.

The Hobart Study followed the model approach of the time which is summarised as follows:

i) the existing patterns for different transport modes were modelled;

ii) the model allowed a trend analysis to be undertaken to estimate the transport demands for the next twenty years; and

iii) appropriate strategies were formulated to meet the requirements of the future transport system.

The recommended road works, resulting from the study, had significant consequences for Battery Point.

> ' The implementation of the plan would have resulted in the removal of half the houses in Arthur's Circus, the continuation of a curving road to be driven through the houses in Kelly and South Streets, and the

widening of Hampden Road which would have removed all of the houses between Colville Street and Wellington Crescent.' (Hudspeth and Scripps 1992)

The Hobart Transport Study was based on an engineering supply and demand ideology. It viewed Battery Point as little more than a place through which roads are developed and cars pass.

The study recommended that numerous freeways be constructed, radiating out of the city centre. This imposed simplistic trend driven solutions which failed to address the real social, economic and environmental costs of investing in a dispersed city dependant on private car use.

The plan did not attempt to address movement in cities in its totality and no mention was given to walking or cycling as forms of movement justifying public intervention.

BATTERY POINT PLANNING SCHEME 1969

To a large extent the 1969 plan can be considered as an extension of the Cook Plan which incorporated contemporary values concerning conservation. The plan conveyed the earlier vision for modernist apartments by establishing three tiers of residential zones relating to form, density and conservation value. The plan also continued Cook's vision of a foreshore esplanade.

The aim of the Planning Scheme was to encourage 'medium to high density residential development without compromising Battery Point's unique historic character'.

The consultants recognised that:

n   the area's topography and historical streetscapes were the key elements requiring planning solutions;

n   commonly imposed development controls in the post-war period which intended to create a 'garden city' form of housing were a form of residential typology which conflicted with the traditional character of Battery Point.

The plan intended to focus on, 'preserving the context of the streetscape rather than allow for the creation of lots for individually landscaped houses.'

Zoning and Development Controls

The zoning plan was broken into three residential, two commercial and one port zone.

A range of development controls including :

*   minimum lot size;

*   maximum lot coverage;

*   maximum plot ratio;

*   maximum height;

*   minimum landscaped space; and

*   on site parking minimum lot setback,

was applied to each zone.

The plan incorporated the following hierarchy of residential zones:

Zone 1 was the historic core area. The suggested redevelopment of this area was for clusters of two storey 'town houses'. This was viewed as a means 'of maintaining the current character and enhancing the intimately scaled street frontage'.

Zone 2 was described as the fringe of the historic core between the core and the water (mainly less than 30 metres above sea level). The suggested redevelopment for this site was for four to five storey residential buildings.

Zone 3 was the remainder of the planning area. No height controls were suggested for this area. Sliding scale plot ratio measures were used to encourage amalgamation of building lots.

> 'If tower blocks are built then they will provide a pleasant backdrop or frame for the first two zones. The character here will be of larger scale with more open development.'

Limitations of the Plan

The are a number of factors which are evident from a study of the plan.-

i) The plan in many respects was a reflection of the multi-unit housing boom occurring in major Australian cities in the 1960's and 70's. The consultants, from Sydney, no doubt transferred their experience of development in inner city Sydney to Battery Point. The recognition of the area as offering considerable opportunities to implement higher density living in an inner city location was being recognised by market forces at this time.

ii) The plan responded to an increasing concern for the conservation of heritage in two ways:

- it recognised four buildings in the area as worthy of preservation due to their historic value; and

- the physical form of the historic core was viewed as an area which should be conserved by maintaining the street space.

This view of heritage conservation was a positive development in comparison to the more traditional notion of preserving solely individual monuments at the expense of more vernacular, socially significant fabric and places. The form and character of public spaces was regarded of primary importance to conserve the heritage qualities of the place.

iii) The development controls in the plan were based on the application of minimum quantified standards. This functional technique in planning documents provided no insight as to what the standards were trying to achieve and promoted minimalist design solutions.

iv) The aim of promoting both traditional urban form and street space as well as modernist concepts of buildings in free flowing space was clearly conflicting.

Development control mechanisms such as plot ratio were not appropriate for the aim of conserving the traditional form of the place.

Plot ratio was used as a means of encouraging the desired density of development. Plot ratio originated in America where it was used to control the density of high rise office development in inner city locations. The consequences, in design terms, of using such a technique in an area such as Battery Point has been commented upon by Stanford Anderson.

> 'One of the problems with planning and architecture today is that the spaces between buildings are rarely designed. This is especially true in the case of the Modern Movement in architecture. In the nineteenth century, as buildings became more utilitarian in their organisation, the notion of function was gradually displaced from external space to the organisation of internal space, a building tended to become, in itself, more of an object, separate from its context' (Anderson 1978).

In hindsight, the consequences of the 1969 plan highlight the fundamental importance of public participation in planning. To the people of Battery Point the 1969 plan must have appeared to have emerged out of a vacuum. It was not based on any policies or strategies for the city or region nor was it produced through a public participatory process.

In retrospect, the 1969 plan is generally viewed as promoting a grandiose vision which was transported to Hobart and Battery Point from another time and place.

The problems arising from promoting development without regarding the people or the place would soon become evident.

The Emergence Of Urban Conservation In Battery Point

The introduction of the 1969 Planning Scheme and the developments which were approved under it, resulted in considerable controversy. Opposition to the changes occurring to the urban environment was lead by resident groups which brought together right wing conservatives and left wing socialists under the common banner of heritage preservation and urban conservation.

An action group to 'Save Battery Point' was established to inform the residents of the consequences of the scheme. A survey of residents in the area found that three quarters of residents did not know that they were included in the Planning Scheme.

The group claimed 'that the Planning Scheme would permit high density large scale residential development that would mean multi-storey flats which would create noise and traffic problems, and force up living costs'. (The Mercury)

Given that the gentrification process had already forced up land prices thus displacing many poorer residents from the area, the claims of the group and their motives for protecting existing residents at the expense of smaller, less affluent households must be critically questioned.

During this period the residents of other cities were experiencing significant changes in attitude towards the built environment and methods used to conserve it. The green ban movement saw the application by trade unionists of work bans to prevent development of properties with historical or environmental significance. (Young 1984)

The Battery Point Society sent a deputation to The Builders' Labourers Federation in an attempt to prevent further demoli-

tion. Additional support from other unions resulted in a green ban being placed on all large scale developments in Battery Point. (Hudspeth and Scripps 1992)

The political processes occurring in Battery Point should be contrasted to the processes of urban renewal which removed another Hobart working class inner city suburb, Wapping, a decade earlier.

This period also saw an ongoing battle of letters in The Mercury between 'pro development' and 'pro conservation' forces. A shortened transcript of such an exchange follows.

> 'It is hoped that the residents of Battery Point will have a more broad minded appreciation and a less misguided preconception of the scheme for flats in 7 Scheron Road than displayed by Dr Large.
>
> To say that between 1830 and 1860 people would not have built in such a manner is ridiculous. Grouped housing is a contemporary form of terrace housing.
>
> The scheme proposed is perfectly in keeping with the character of the environment, and would be better than the present building.
>
> It seems what some people mean by environmental preservation in the context of Battery Point is preservation of the status quo. A taste for a past era and a lack of aesthetic appreciation causes such people to fear change.
>
> Battery Point is an integral part of the Hobart metropolitan Region and should not be allowed to become a static core.'   B.P.
>   PLAN

In response to the above

> 'An area has been re-zoned for high rise development where both sites and traffic facilities are appropriate. The area is unlikely to become a stagnate core.
>
> We are just trying to point out that if you demolish a building in the historic zone, yet another house of period architecture has gone. If you fill that gap with apartments then the problem is confounded because the surrounding area becomes dominated by a new statement of architecture.
>
> We are not trying to preserve the status quo. We are trying to preserve the 19th century in case the 21st century is interested.

> As it has been the tendency to preserve heritage in western societies culture since the 5th century B C. it would appear that the preservation of culture is a responsibility rather than a misguided preconception.'
>   Large Following

In 1974 the Council proceeded to review the 1969 Plan in order to resolve the conflicts in the area.

THE 1979 BATTERY POINT PLANNING SCHEME

The 1979 Planning Scheme was produced by the staff of the Hobart City Council through a committee structure which promoted opportunities for residents of Battery Point to participate in the process.

The objectives of the scheme focused on; maintaining residential use, ensuring the dominant form of house and garden is continued, conserving the historic character of the area, and preserving historically significant fabric.

The regulation of use and development in the scheme is specifically designed to conserve the existing character of the residential areas. Controls relating to form, density, private open space, rear space, demolition and use ensure that new development conforms to the form and detail of an idolised notion of an earlier period.

Elements of the scheme which aim to achieve these objectives include:

- requiring a plot ratio of between 35% and 40% to ensure that the density of new development conforms to the existing average density of the area;

- restricting building height to two storeys;

- requiring new development to have a 'private garden' and a rear area of 35% of the total lot area;

- preserving the fabric of buildings considered to have heritage significance (list A includes over 100 places considered to have national heritage significance and list B includes over 150 places considered to be significant due to their architectural or historic merit);

- an 'appearance code' which aims to ensure that works which affect the streetscape are in conformity with the character and style of the area; and

- a 'siting code' which aims to ensure that new buildings are orientated and setback from the street in a consis-

tent manner, and maintain the transition from public to private space.

When considered in its totality the scheme is effective in ensuring that any new development conforms to the density, scale, form, and detail of the place.

Limitations of the Plan

The 1979 plan for Battery Point is widely acclaimed by planners as one of the first conservation plans for an Australian city. The goal of conservation of historic environments is still rarely criticised. We appear on the verge of accepting as conventional wisdom that amid all the change and issues confronting our cities our only means of planning for a meaningful place is to preserve and then redecorate parts of our settlement with some links to a past which no longer exists.

Lynch's analysis of the urban conservation movement indicates that it emerged from political roots but was quickly added to by a middle class appreciation of correct architectural restoration, archeological investigation, and tourist promotion.

> 'Places are now preserved in all western cities not only for tourists but at the bequest of permanent residents. Most often these are new residents attracted by the historic qualities of the area. The market responds to the influx by pushing up property values. Former residents on a low or moderate income are displaced by those for whom the historic quality is worth a price. In many places the gentrification process directly leads to lower population levels which planners try to redress with higher density living.' (Lynch 1981)

In Battery Point the preservation of heritage is fuelled by people with a new identity with the place. The forces of planning are called upon to prevent changes which would disrupt this pseudo-historic identity.

Lynch finds the concepts of natural and historic preservation to be a similar historic puzzle. Just as all environments are part of nature so too all things are historic, all have existed previously all have been connected with the culture of the city and so too all have historic meaning.

Lynch criticises historic conservation on three counts.

i) It often displaces the people living in the place before the changes to market values.

ii) It conveys a false, purified and static view of history;

iii) The values on which places are preserved are narrow and specialist.

To these valid criticisms of conservation planning in Battery Point can be added:

- Battery Point has been considered as an autonomous organism rather than as a place within a region;

- the plan is reactive in nature and aims to exclude clear pressures to achieve higher densities close to the city; and

- the plan focuses on the physical fabric rather than considering broader social and ecological criteria.

True to Lynch's criteria for *Good City Form* some of the contradictions of conservation planning fall away if the problem is seen as one of sensibility.

> 'We preserve things not for their own sake but as a way of enriching our image of time. It means connecting the process of the past to present change and values, instead of trying to detach it from them. The environment can deepen the residents sense of place and help them connect the past with their present and future. People can enter into dialogue to help themselves interpret and understand their place.' (Lynch 1981)
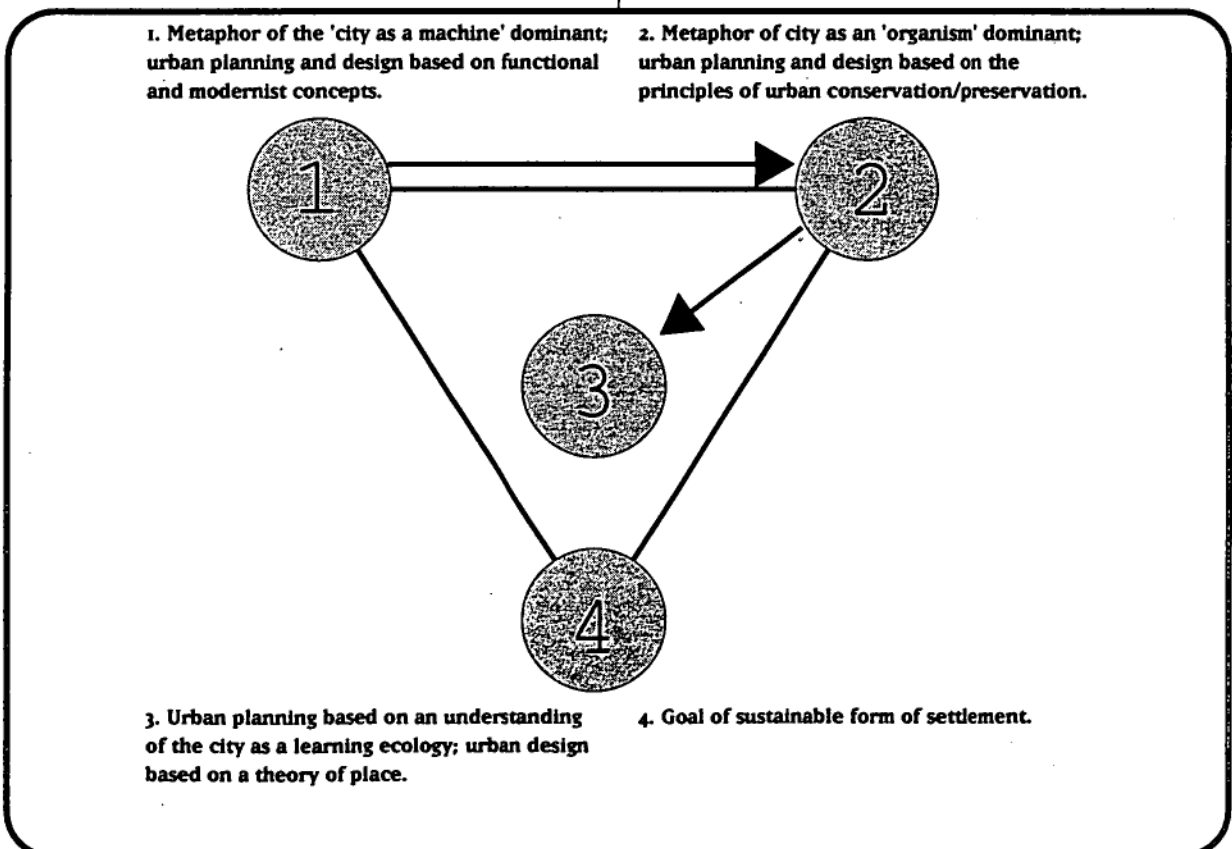
CONCLUSION

A review of the post-war plans in Battery Point provides a microcosm for understanding urban planning approaches in this period. Steps 1 to 3 in Figure 7.3 provides an overview of the influences on Battery Point during this period. The model of the city as a machine was paramount in the first three plans which adopted a functional approach to planning. The outcomes under these plans has had significant consequences for Battery Point. The aim of promoting higher density housing resulted in changes which conflicted with the identity of the place favoured by recent arrivals.

In reaction to these changes the Battery Point Planning Scheme 1979 was prepared. This plan saw the city as an organism separate to the region and based on the principals of urban conservation.

Moving to a concept of the city as a learning ecology and approaching planning and design based on a theory of place may enable the conflicts which have occurred in Battery Point to be addressed in a way which furthers the goal of a sustainable form of settlement. This is shown by the interaction of 1,2,3 and 4 in Figure 7.3.

Figure 7.3
Schematic Diagram of Urban Planning and Design in Battery Point.

1. Metaphor of the 'city as a machine' dominant; urban planning and design based on functional and modernist concepts.

2. Metaphor of city as an 'organism' dominant; urban planning and design based on the principles of urban conservation/preservation.

3. Urban planning based on an understanding of the city as a learning ecology; urban design based on a theory of place.

4. Goal of sustainable form of settlement.

INTRODUCTION

The previous chapters have explored the preWorld War II history of Battery Point and the post-war plans which have shaped its development. This chapter aims to build upon the criteria for Place Theory introduced in chapter 3. An analysis of the built and spatial form of Battery Point will promote a better understanding of how culture has translated its needs and values through design and interaction in the physical environment. This will provide a greater understanding of Battery Point as a 'place'.

As indicated in chapter 3, the phenomena of place can be analysed in terms of space and character in which:

- *space* denotes the three dimensional form of a place; and

- *character* denotes the quality of the place which gives meaning to human life.

In order to analyse and describe the properties of place this chapter analyses building typologies, from different periods of development which combine to contribute to the form and character of the place.

An understanding of the physical consequences of post-war planning in terms of character and space will provide the contextual information necessary for planning and designing future medium density housing in Battery Point as an important element of moving towards a more sustainable form of settlement.

BUILDING TYPOLOGIES

An analysis of building typologies aims to provide an understanding of the built and spatial form and characteristics of a diverse range of housing types in Battery Point.

It does not intend to rigorously analyse the different architectural styles nor explore in detail the cultural or historical significance of individual buildings. Rather, the analysis of building typologies and streetscapes of the place should provide the parameters for new design.

For the purposes of analysis, the built and spatial typologies have been broken into three discrete periods.

(1) The first period is termed 'Vernacular' and covers the period from European settlement to around 1945. While this period is not purely vernacular, development during this time largely resulted from the unselfconscious actions of a colonial culture establishing a settlement.

The vernacular period covers a range of architectural styles from 'Colonial' through to 'Federation' and a diverse form of housing.

Development during this period occurred prior to formalised town planning and before mass car ownership.

(2) The second is the 'Functionalist and Modernist' period which begins in 1945, about the time of the introduction of the Cook Plan and finishes around 1970 with the introduction of the first Battery Point Planning Scheme.

(3) The third is termed the 'Urban Conservation' period and covers development and preservation from 1970 until the present.
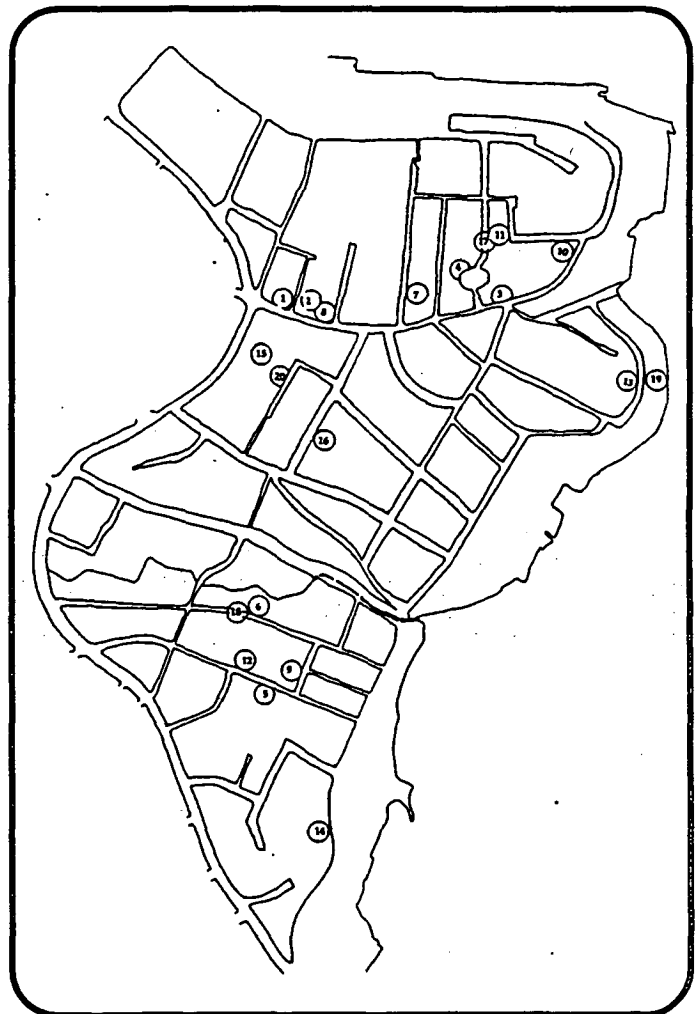

Figure 8.1 Location of Specific Buildings and Spaces Presented in this Chapter.

TYPOLOGY I: VERNACULAR

The earliest buildings in Battery Point were a direct reflection of the styles and technologies brought to the place by European settlers. The Georgian style buildings which were developed in Battery Point (and other parts of Hobart) represent a simplified form of the classical style of British architecture of the time.

Character and Description of Form

The broad characteristics of houses during this time include: simple rectangular and prismatic shapes, symmetrical facades, and brick or stone masonry exteriors.

Construction of buildings was based on traditional load bearing walls.

The form of dwellings ranged from mansions in ornamental gardens, to conjoined single and double storey dwellings and small detached cottages.

The general form was based on similar design principles. Dwellings were orientated to address the street, many were built close to the street frontage with a small front garden and low front fence, each dwelling had a clearly identifiable front entrance, and medium pitched roofs.

The form and character of dwellings from this period, together with an unplanned hierarchy of wide and narrow streets, formed the primary relationship between built and spatial form. Development from this early time provided the foundation of the traditional urban form of Battery Point.

The characteristic housing types developed in Battery Point up to 1945 are shown in Figures 8.2 to 8.10. This is the dominant form and is dispersed throughout the area.

Detached single storey cottages are the most dominant form of housing. Lot sizes for single dwellings commonly range from 300 m2 to 800 m2. The houses are normally sited towards the street frontage, providing private open space at the rear of the dwelling.

Conjoined cottages, sharing a single boundary wall, comprise around 8% of the traditional housing stock in Battery Point. This housing type has a smaller than average lot size.

Terrace houses comprise the third major dwelling type in this period. Dwellings in the form of terraces comprise only around 3% of the traditional housing stock in the area.

Figure 8.2 Dwelling in Hampden Road (Location 10
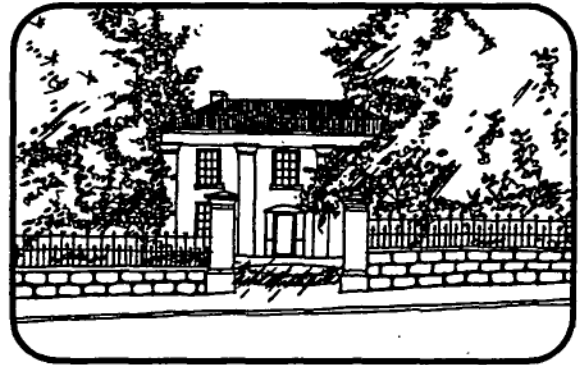

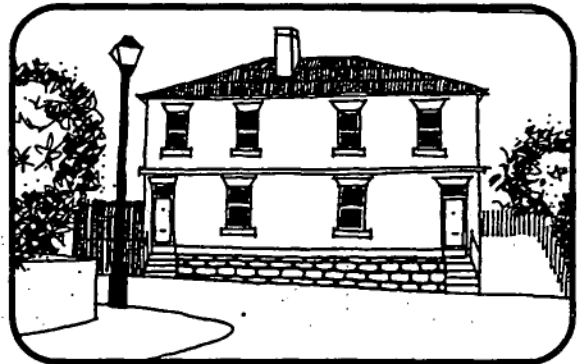Figure 8.3 Dwelling in Location 2

Figure 8.4 Conjoined Dwellings in Location 3

Figure 8.5 Dwellings in Arthurs Circus (Location 4)
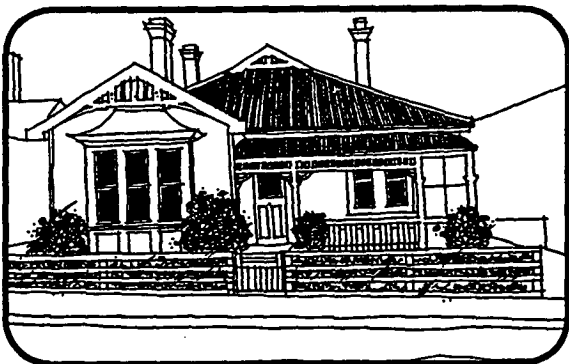
Figure 8.6 Dwelling in Location 5

Figure 8.7 Dwelling in Location 6

Figure 8.8 Conjoined Dwellings (location 7)
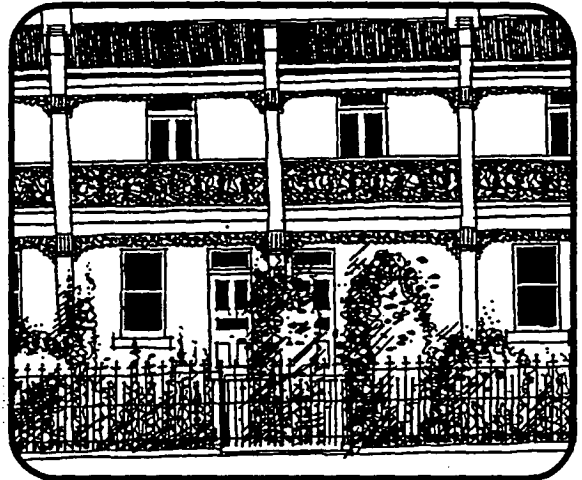

Figure 8.9 Two Storey Dwelling (Location 8)

Figure 8.10 Terraces (Location 9)

The three types of housing in this period generally follow the design principles established in early colonial housing.

- dwellings are sited towards the street frontage and are orientated to address the street;

- dwellings have a small private garden which provides a transition between public and private spaces;

- front lot boundaries have a small front fence;

- dwellings have a clearly identifiable front entrance;

- dwellings have a visible medium pitched roof; and

- many dwellings have a front verandah which connects a built living space to the street.

Variations on these three types of housing form and individual expression of consistent design characteristics combine to establish the vernacular identity of Battery Point.

Relationships between built and spatial form during this period followed consistent principles. This resulted in a sense of continuity in the built environment which is based primarily on the transitional relationship between small scale buildings and the public street space.

TYPOLOGY 2: FUNCTIONALIST AND MODERNIST

In the immediate post-war period, functionalist planning and Modernist architecture combined to initiate major changes in the built and spatial form and character of Battery Point.

The traditional principles of urban design, which evolved in the vernacular period, were replaced by a new ideology of design which promoted honesty through the pure expression of functional and efficient buildings standing in free flowing space. This new form of development created a sharp juxtaposition between: traditional and new; the traditional scale relationships involving buildings, street space and individual character; and modernist forms.

The principles of Modernist design were readily accepted by the urban development industry. It offered fast and economical construction based on the latest building technologies such as steel and reinforced concrete.

To urban planners of the time, this new form of development offered a means of achieving higher density housing in inner city areas. It offered affordable housing and increased housing choice close to urban facilities. Planning schemes employed development control techniques aimed at encouraging Modernist residential development.

Figure 8.11 Empress Towers (Location 10)

Empress Towers is the prime example of the functionalist/ modernist typology in Battery Point. It is an 11 storey apartment tower containing 35 units ,and with a basement containing 33 car spaces.

The development was the first major vertical element to break the traditional pattern of low rise buildings giving enclosure to the street.

Each unit is designed as a place in which to dwell. Communal open space is provided at the base of the building. The building is an ornament to function.

Prior to this development, the major vertical landmark in Battery Point was St Georges church. The church is located on the highest land of Battery Point and its spire is visible from the surrounding region. The development of Empress Towers established a new landmark in Battery Point. The building offered a glimpse of what the future may hold for Battery Point. The building is a continuing symbol of the values of the period.

The vision for Battery Point, is indicated in a report considered by the Council concerning the Empress Towers proposal. The report, written by the city Architect, indicated that high density living of around 100 persons per acre (240 per hectare) was appropriate for Battery Point.

Council was provided with the example of Kings Cross in Sydney where flats of up to 10 storeys had a density of between 100 and 160 persons per acre. At the time it was envisaged that 'when Hobart's population doubles in say the next 45 years and doubles again in say 30 years it is possible that Battery Point will emerge with a density approaching Kings Cross by which time there would be 100% redevelopment of the area.'
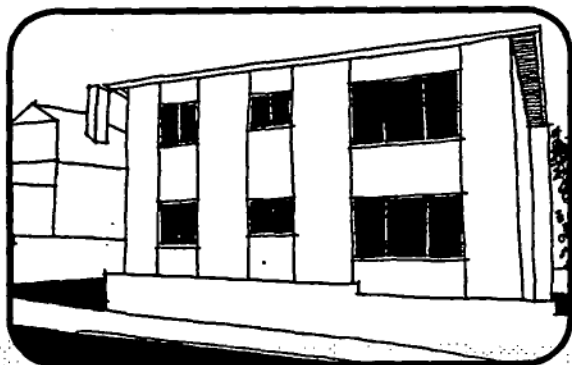
Figure 8.12 Apartment Block (Location 11)
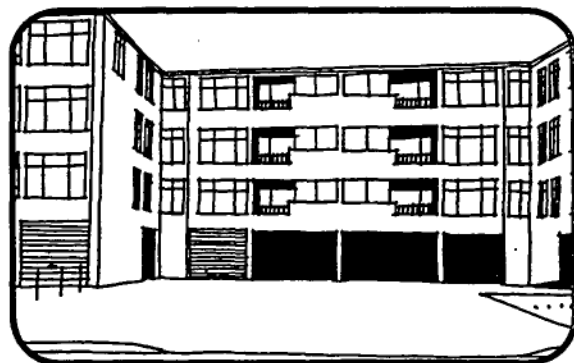
Figure 8.13 Two Storey 'Walk-up' Flats (Location 12)

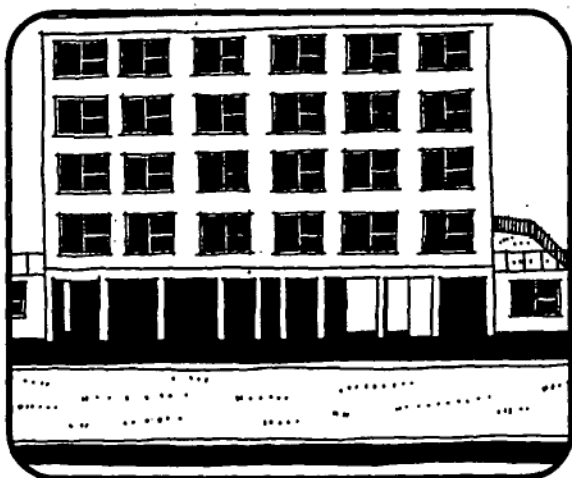*Figure 8.14 Apartment Block (Location 13)*

Figure 8.15 Apartment Block (Location 14)

Figures 8.11 to 8.15 show the most dominant type of functionalist apartment buildings.

In comparison to the traditional form and character of Battery Point a number of characteristic aspects of this building typology are evident, these include:

- they are designed as free standing buildings in communal open space;

- building form is based on cubist and geometrical design;

- buildings have a large bulk resulting from their height and volume;

- the building frontages are extended with little urban detail to break scale;

- they have flat rooves with no clear top;

- there is limited personalisation of dwelling exterior;

- the ground floor is dominated by a car park;

- there is a single entrance to the building with internal entrance to dwellings; and

- communal open space is unusable or unattractive.

While development during this period was successful in significantly increasing population density, the resulting changes in the identity of the place stigmatised medium density forms of housing and promoted urban conservation.

TYPOLOGY 3: URBAN CONSERVATION

The Urban Conservation period saw a turn around in the development of Battery Point. In reaction to the modernist forms of medium density housing, this period is characterised by development and works aimed at the authentic reproduction of heritage details. The collective actions of individuals, under the guidance of the National Trust, resulted in a shift of concern from urban from to urban detail.

Some have assumed a high moral stance and see urban heritage conservation as a fundamental imperative, while for others restoring and reproducing heritage characteristics has become a hobby.

In terms of residential places, this period has seen an emphasis on detailed development and works, including:

- the reconstruction of an 'historically significant' boundary wall in James Street which was originally removed by Council to open and provide visual connection to a public place;

- most dwellings and buildings are painted in heritage colours;

- a focus on historically correct architectural restoration; and

- incorporation of heritage design details such as letter boxes and outside lighting.

The design of new dwellings during this period has tended to replicate past housing forms, especially from the early Colonial period.

Figures 8.16 and 8.17 show two forms of housing developed during this period. Figure 8.16 shows some Georgian style cottages developed in 1993. Whereas Figure 8.17 shows a 1994 replica of a sandstone Georgian mansion.

Figure 8.17 New Housing (Location 16)

The form and detail of dwellings mimics those in Typology 1, which may be housing types relevant over 150 years ago. In terms of sensibility, development in this period does little to contribute to a sense of continuity in time or space.

In this period development has focused on the objectives of urban heritage conservation. This is rapidly becoming accepted as conventional wisdom when planning for the future of inner city areas.

The perceived cultural goal of conserving heritage has dominated the regional ecological goal of developing medium density housing in inner city places.

The outcomes of urban conservation in terms of promoting a more sustainable form of settlement or contributing to a living spirit of place appears to be rarely discussed in contemporary planning practice.

Figure 8.16 'Village on the Green' developed 1993 (Location 15)

STREETSCAPE

Complementory to an analysis of the building typologies is an examination of streetscape. This allows for a better understanding of built and spatial form.

Urban streets have a variety of roles including: providing access, forming a corridor for services, defining territorial space, providing for social interaction, as well as providing the sensory link in experiencing the urban environment.

Streetscape encompasses buildings, landscaping, street design, fencing, street surfaces and materials. The spatial arrangement of these elements and their individual form and character collectively determine the streetscape character.

Figures 8.18 and 8.19 show elements of the streetscape resulting from a combination of Modernist infill apartment blocks and traditional housing in Battery Point.

The contrasting effect on the streetscape from combining different forms of housing is evident as the treatment of the street space moves from Vernacular to Modernist. The built and spatial relationships from the vernacular period are characterised by a gradual transition from private to public. The private build interior opens on to a semi-public open verandah which leads to a semi-public front garden, bordered by low front fence, and providing an edge to the public street space.

The Modernist streetscape creates a sharp contrast between private internal and communal/public open space.

Fencing design has a significant impact on the streetscape. As discussed in the vernacular period, low front fences create semi-public front gardens. This opens houses to the public realm, promotes social interaction and provides for street surveillance.
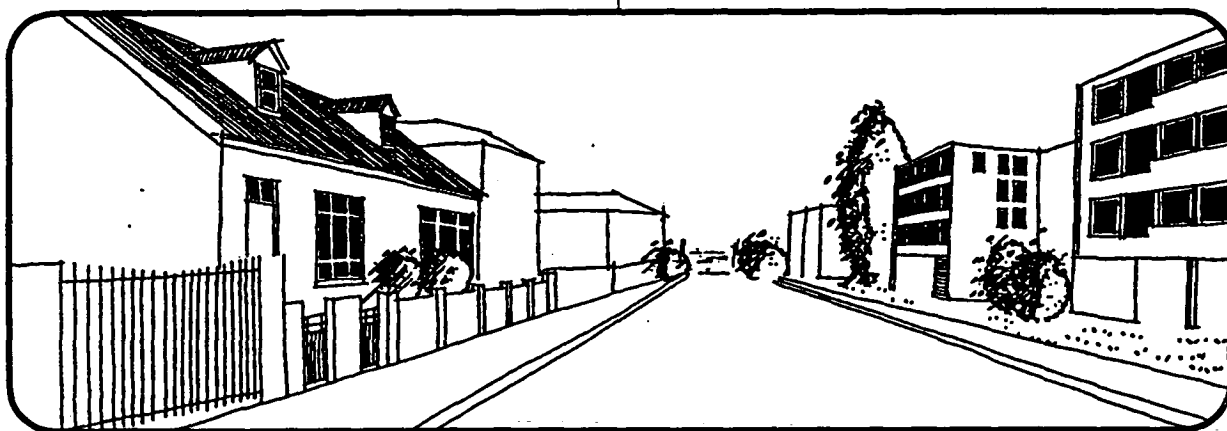

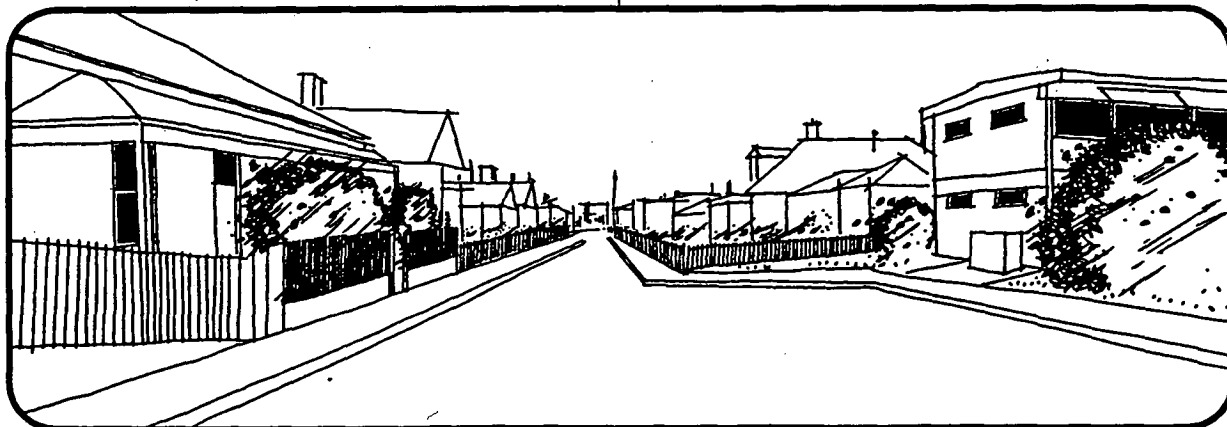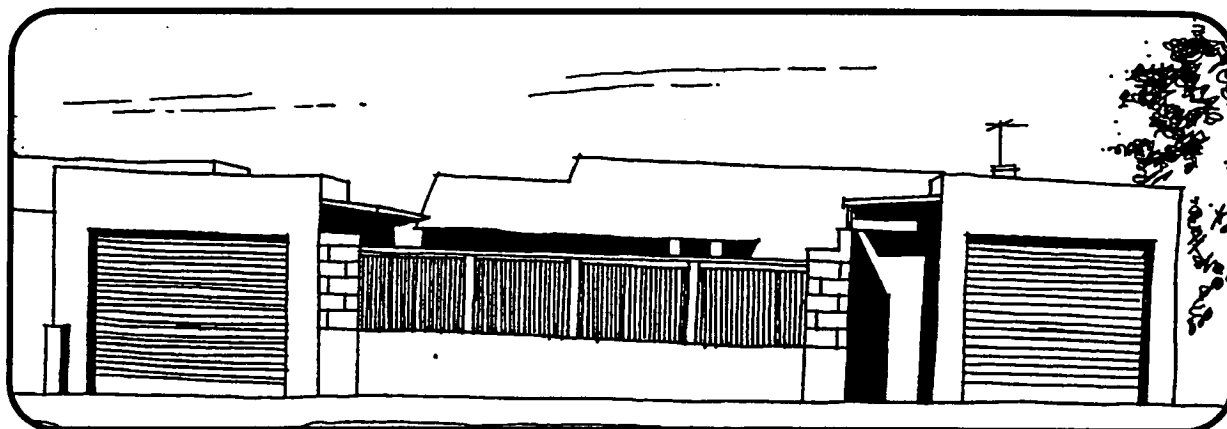*Figure 8.18 Vernacular and Modernist Development Streetscape*

Figure 8.19 Street Widening Emphasises Modernist Development

Figure 8.20 High Front Fence and Double Garages in Clarke Avenue.

(Location 19)

Figures 8.20 and 8.21 show high front fences and garages. This is a trend which has developed in the 1980's and 90's.

These fences and garages have been used to create an enclosed private open space.

The front fence dominates the streetscape and breaks the traditional visual and spatial connection of dwellings to the street.

Closed garages provide security for cars, but result in a blank wall to the street which also reduces the street space to a symbol of the dominance of private car ownership.

SOLID TO VOID ANALYSIS

As discussed in chapter 3 many urban areas in western cities have evolved via a process which has combined models of urban design based on inherently conflicting views of urban space.

Vernacular and traditional design, in places such as Battery Point, was concerned with continuity in the relationship between buildings and space. This resulted in the creation of formed public spaces.

The Modernist functionalist view of urban design sees buildings as individual entities existing in free flowing space.

The combination of these models, in places such as Battery Point, results in modern urban spaces losing their continuity in form and meaning.

Figure ground analysis is a technique which allows for the examination of the relationship of the building as solid mass (figure) to open voids (space). In Battery Point this analysis of built and spatial form may enable conflicts between models of design to be identified and, and therefore, resolutions can be found.
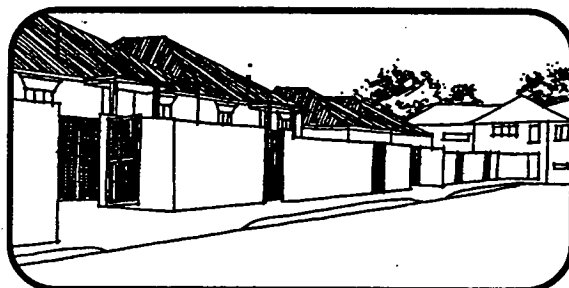
Figure 8.21 High Front Fences in 'Village on the Green' Development

(Location 20)
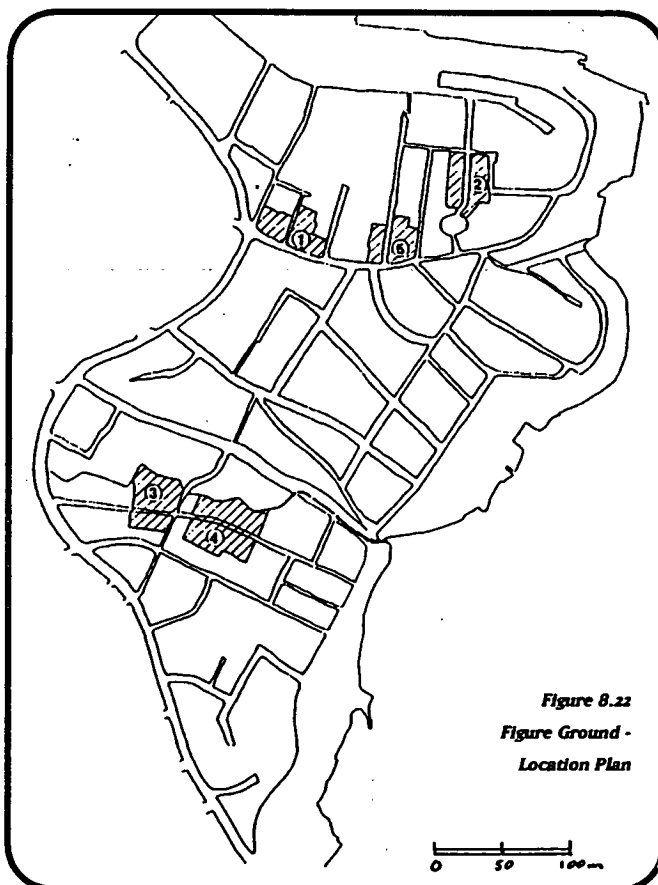
Figure 8.22
Figure Ground -
Location Plan

The location plan in Figure 8.22 indicates the five areas in Battery Point where the relationship between solid building mass and space is analysed. Areas 1,2,3 and 4 also correspond to diagrams presented in the preceding section. Reference to these diagrams may help the reader to better interpret the analyses.
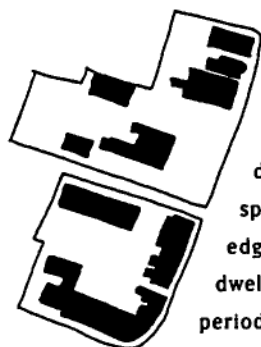
Figure 8.23 shows the relationship between solid mass and voids in an area developed in the vernacular period. The dominant form of public urban space is created through a hard edge of conjoined and detached dwellings fronting the street. This period also saw the development of mansions surrounded by large private gardens. Built and spatial form during this period largely responded to class distinctions.
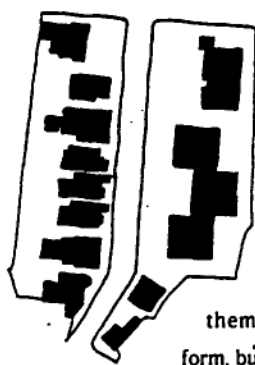
Figure 8.23

Area 1

Figure 8.24 shows the relationship between two modernist apartment blocks and traditional detached and attached dwellings.

The apartment buildings are setback from the street space, enlarging the space in front of them and drawing the eye to their form, bulk and detail.
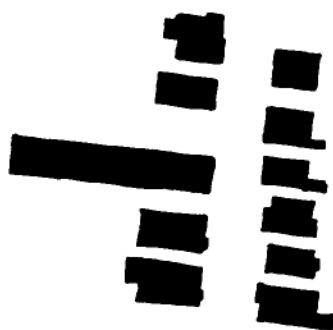
Figure 8.24

Area 2

Figure 8.25 shows a seven unit apartment building which is orientated and setback from the street space in a consistent manner. The space surrounding the apartment building consists of paved car parking areas.
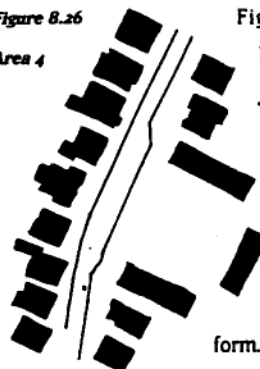
Figure 8.25

Area 3

Figure 8.26

Area 4

Figure 8.26 shows the contrast between:

· a modernist apartment building designed to be standing in free flowing space; and

· detached dwellings which front and address the street giving it continuity and figural form.

The diagram shows the widening of the street adjacent to the apartment development. Street widening was planned for the length of the street as an engineering solution to the expected increase in car movement resulting from redevelopment.

Figure 8.27

Area 5
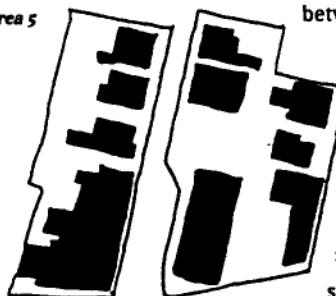
Figure 8.27 shows the relationship between a group of residential and commercial buildings.

The traditional buildings form a hard edge to the street giving the public space form.

The modernist hotel, surrounded by car parking was developed following the demolition of the former buildings to enable street widening.

The resulting urban spaces become a void- its meaning dominated by a functionalist approach to car orientated planning and design.

CONCLUSION

This chapter has moved towards developing an understanding of Battery Point through analysing and describing the building typologies and the relationship between built and spatial form resulting from the different periods of development.

The analysis provides the contextual background information for preserving the vital aspects of Battery Point's characteristic built and spatial form and detailed design which will contribute to the evolving identity of the place. Returning to the design characteristics which evolved during the vernacular period provides opportunities which will move Battery Point past the static and insular urban conservation period. Regional strategies will see new development which is responsive to the valued form and characteristics of the local place.

This analysis has been undertaken in isolation from community attitudes. Promoting local and regional community participation in the analysis of the vital aspects of the place will enable contemporary values to be incorporated into the design guidelines and promote a greater understanding of the place.

This section draws together earlier findings and conclusions and proposes practical planning solutions for Battery Point in the context of the greater Hobart region

SUMMARY OF KEY FINDINGS

I) Evolution of Battery Point

Battery Point was developed in an ad hoc manner by early European settlers. An unplanned hierarchy of wide and narrow, straight and curving streets resulted from a procession of individual subdivisions. Rows of compact single and double storey dwellings were built along side mansions. Dwellings housed large families and the streets were full of life. Commercial and industrial activities in and around the area provided for the people's daily needs and employment opportunities. Buildings followed styles which were contemporary to their time and expressive of their culture.

The location of the place, close to the town centre, was valued by the inhabitants. The identity and character is the result of the enclosure of the street space the density of development and the transition through public, semi-private and private spaces rather than any individual buildings.

Changing economic fortunes flowing from depressions and wars lead to a deterioration of housing in Battery Point. During the 1920's to 1940's the identity of the place, for those whom perceived it from outside, changed considerably. By the late 1940's it was regarded by many, including professionals, as being on its way to becoming a slum.

Later plans for the place were for wholesale redevelopment through the construction of Modernist apartment blocks. Planned functionalist buildings were the antithesis of the spatial form and character of Battery Point. This period saw demolition and redevelopment which had the potential to radically change the nature of the place.

The 1970's saw the start of a "gentrification" period in Battery Point. This process was to give the residents of the area a strong political voice capable of shaping the future direction of the area. The new inhabitants valued the historic character. Protecting the fabric and character of the place became of paramount importance when new forms of housing threatened its character.

During this period, the plans for the place shifted to protect

and conserve an elite interpretation of its cultural heritage. This period has seen: development conform to styles and forms of development which were contemporary prior to World War I; dwelling densities being maintained at levels established over a century ago; and an emphasis on the correct reproduction of a past environment through period painting and urban design details

The evolution of Battery Point has seen development change from vernacular, to functionalist, to heritage reproduction. The essential spirit has been lost through both the Modernist and heritage conservation periods of Battery Point's development.

The future vision of Battery Point must ensure that the vital elements of the place's form and character are strengthened and aim to re-establish the place as a living part of the greater Hobart region.

2) Post World War II Planning in Battery Point

Four major plans have been produced in the post-war period which have aimed to guide the form of settlement, location and type of activities and patterns of movement in Battery Point. The plans are products of the prevailing attitudes of the time they were prepared. These plans may be considered in terms of Lynch's review of dominant concepts of the city as a machine or organism (Lynch 1981).

The first three plans viewed the city as a 'machine' to be planned in response to technological innovations and striving for efficiency.

The Cook Plan and the 1964 Transport Plan embodied the latest Modernist principles of their time. The Cook Plan saw parts of Battery Point as 'old and decadent' and promoted wholesale redevelopment through the construction of functionalist apartment blocks. The Transport Plan was based on trend analysis and aimed to cater for universal car ownership through redevelopment of the city to provide for radial highways.

The 1969 Battery Point Planning Scheme attempted to promote both traditional urban form as well as Modernist concepts of buildings flowing in free flowing space

The fourth and latest plan for Battery Point, the 1979 Planning Scheme conceptualised the place as an 'organism' to be planned for independently of the city or region. The plan has

been successful in promoting the principles of urban heritage conservation. However, Battery Point is in danger of becoming a museum with little relevance to the future of the greater Hobart region.

This project proposes a planning model based on the concept of the city as a 'learning ecology'. Under this model local plans would be linked to regional strategies and a greater knowledge of our culture and ecology would enable the people of local areas, or the region as a whole, to purposefully direct their future in a sustainable and culturally responsive manner.

3) Greater Hobart - Context and Issues

The link between transport technologies and settlement, as well as strong geographical features have been the key features underpinning the location and rate of growth of the Hobart region.

Over time, Hobart has been transformed from a walking town, to a public transport city, to a car-based region. While Hobart is rapidly becoming a car dependant city the remnants of the former walking city and public transport city still exist and offer opportunities for strategies to alter the future form of settlement.

Currently the urban region is growing through low density sprawl on almost all fronts. The older established areas of Hobart and Glenorchy are losing population, and people are moving to the fringe which has been made accessible through the construction of arterial highways north, east and south.

Studies show that during the period 1960 to 1990 greater Hobart experienced:

- a population increase of 34%;
- a metropolitan area increase of 150%;
- an urban density decrease of 55%;
- a petrol use increase of 170%; and
- a public transport trip decrease of 65%.

The nature of greater Hobart's growth is resulting in a range of negative social, economic and ecological conditions. These are:

- social isolation in car dependant fringe areas with poor access to services, is occurring in some areas;
- the public sector is incurring high costs from continued low density fringe development during a period of high public debt;

- the city has developed a built-in dependence on private car use and consequently a dependence on imported petrol;
- increased car use is moving the region away from the Toronto Agreement regarding carbon dioxide emission reductions;
- potentially productive farmland is being converted into residential use.
- the native habitat of the region's wildlife is being destroyed through the spread of residential development.; and
- the livability of the city is being reduced as the city is transformed to cater for private car use.

In a regional sense, increasing the population in inner areas, especially those within walking distance to services and employment, appears a logical objective. Remnants of the walking city still exist in areas such as Battery Point and the populations of these areas must be increased if the city is to redirect its development away from low density sprawl.

4) Battery Point - Context and Issues

While some small scale infill development has occurred in Battery Point, statistics show that it has experienced a long period of population decline. Over the twenty year period from 1971 to 1991 Battery Point experienced a fall in population from 2 378 people to 1 994 people.

Despite population trends, Battery Point is strategically located for a higher population than that currently existing. Battery Point is within walking distance of the University of Tasmania, the Sandy Bay shopping centre, the CBD and Sullivans Cove. Popular events, like the Salamanca Market and the Summer Festival, which draw the largest crowds in greater Hobart, are located on the fringe of Battery Point.

Planning to promote a higher population is not new to Battery Point.

During the 1950's and 1960's Battery Point experienced the development of medium density development aimed at increasing the population. However, the form of the new housing conflicted with the traditional form and character. Development of apartment blocks effectively created a prejudice against medium density development and has set back opportunities to increase the population.

An analysis of the built and spatial form which has occurred over successive periods, provides an insight into design opportunities for future urban housing in Battery Point.

The dwellings developed during the 'vernacular' period generally follow the same design principles. These are:

- dwellings are sited towards the street frontage and are oriented to address the street;

- dwellings tend to have a small semi-private garden which provides a transition between public and private spaces;

- front lot boundaries have low fences;

- dwellings have a clearly identifiable front entrance;

- dwellings have a medium pitched roof; and

- many dwellings have a front verandah which connects a built living space to the street.

In the immediate post-war period a new ideology of functional buildings standing in free flowing space created a sharp juxtaposition between traditional and new urban form in Battery Point.

In the 'modernist/functionalist' period dwellings are characterised by the following design principles:

- they are designed to be freestanding in communal open space undifferentiated with the street space;

- the form is based on cubist and geometrical design;

- they have a large bulk resulting from their height and volume;

- they have flat roof without a defined top;

- there is little individualisation of dwelling exteriors; and

- ground floors are dominated by car parking.

The conflicting design of modernist and vernacular dwellings lead to a break in the traditional continuity of street form and character.

The third period of development is based on the principles of 'urban conservation'. This period is characterised by a shift in concern from urban form to urban detail and heritage reproduction.

The design of new dwellings during this period has tended to mimic past housing forms especially from the early colonial period.

This period has also seen the development of high front fences and closed garages which result in a blank wall fronting the street space.

In the current period the combination of historic character and heritage reproduction has seen Battery Point move towards becoming a museum or theme park.

A new vision of, and a new plan for, Battery Point which promotes new types of urban housing based on the fundamental principles of design established in the 'vernacular' period may provide opportunities to increase population while respecting the cultural heritage of the place.

A NEW VISION FOR BATTERY POINT

Planning for Battery Point as a 'learning ecology' would recognise that evolving a sustainable culture will only occur if we are able to learn from the past to forge a new relationship between people, urban places and ecosystems. Settlements, and people's spiritual and emotional connection to them, should emerge form contemporary needs and values.

Planning for the place as a 'learning ecology' would merge culture and ecology and move to providing a sustainable basis for human settlement. When this occurs a new form of vernacular design and development will emerge.

The future direction for Battery Point involves allowing the place to evolve in a manner which:

- is directed at achieving a higher population level;

- is responsive to built and spatial form and character which conveys the place's cultural heritage; and

- is clearly within the context of strategies for the greater Hobart region.

The settlement of Battery Point should evolve in a manner which fulfils the needs of the people of Hobart and the ecosystem of which it is a part. Such evolution will allow the genius loci, the spirit of place, to unfold in time and space through the actions of a sustainable culture.

Rather than viewing preservation of fabric and reproduction of period styles, forms and densities as necessary to maintain a 'sense of place', people shall welcome new development, a mixture of activities and medium density housing which enables more people to live in the place. Contemporary styles

shall also be welcome as this enriches the visible process of urban evolution.

New development shall strengthen the street space and enhance the streetscape so that there is continuity in the essential built and spatial structure of the place.

Implementation

The successful implementation of the future direction and recommendations for Battery Point will ultimately require the ongoing coordination and cooperation of all people and organisations involved in planning and managing Hobart's urban environment. For example, unless there is coordination between the plans of the six to eight Councils and the State Government infrastructure providers, it will be difficult to achieve any overall strategy for the region.

Implementation will also be dependent upon broad public participation in the planning process and support for the plans and policies which emerge. The conservative and reactive nature of Hobartians to change in the urban environment was demonstrated following the introduction of the 1969 Battery Point Planning Scheme.

The value of public participation in implementing urban transformation should not be underestimated. Participation should provide meaningful dialogue and outcomes for the benefit of all. However, the history of planning in Battery Point shows that a small, politically aware, and well educated group is able to dictate outcomes. While participation and self determination at a local level should be encouraged, it should not be at the expense of goals and strategies formulated at a regional level. Goals agreed upon at a regional level may well be questioned at a local level when it becomes clear that these mean change in a local environment. Planners must play a leading role in interpreting how regional plans can be implemented at a local level.

Transforming the form of our settlement, our culture and our perception of the place in which we live, will not occur at a radical pace in a slow growth and conservative place such as greater Hobart. While plans, visions and strategies may be bold and radical, moving greater Hobart and Battery Point towards a sustainable form of settlement will occur over a long period of time.

The recommended strategy for Battery Point is aimed at increasing the population of the place by 410 people over a thirteen year period. The strategy consists of two parts which covers the 'text' of the place as well as focussing on strategic

sites. The 'text' of Battery Point is that area which gives the place its characteristic feel. The 'text' has some continuity in the relationship between built and spatial form which creates the structure of the place. As outlined in chapter 7, in terms of built form, the 'text of Battery Point is characterised by buildings which:

- are small in scale;
- have a small street set-back;
- have a narrow semi-public private garden; and
- are orientated to address the street.

The plans for the text will aim to promote incremental development of medium density dwellings which respects the key design characteristics of the place but does not mimic past styles. The plans for strategic sites will provide guidance for higher density development at key locations within Battery Point.

Key Recommendations for Intervention in Battery Point

Implementing the vision for Battery Point will require a combination of actions all directed at achieving the same outcomes. In particular, the following aspects need to be addressed.

i Planning Scheme

The Planning Scheme, which has been in operation for 17, years requires substantial review and change.

ii Promotion and Consultation

Education and promotion though the preparation of design guidelines will help achieve local planning objectives. The Planning Scheme preparation process and development control process of the Hobart City Council should be organised to ensure that local concerns are addressed through early consultation.

iii. Application to other places

The approach of this project for Battery Point, an inner city area with heritage value, and greater Hobart, an urban region experiencing low density growth, may be applied to other places.

I. PLANNING SCHEME REVIEW

The 1979 Battery Point Planning Scheme was critically analysed in chapter 7. The plan has been successful in maintaining the existing density of development. It has promoted the conservation and preservation of urban heritage.

Implementing the objective of increasing the population of Battery Point, while respecting the cultural heritage of the place will require changes to the Planning Scheme. The recommended changes to the planning scheme are the key means through which a new vision for Battery Point will be implemented. The changes to the planning scheme are broken into four parts:

- 1.1 Intent;
- 1.2 Local Policies;
- 1.3 Residential Development Provisions; and
- 1.4 Strategic Sites.

1.1 Intent

The objectives of the current scheme are contained in section 2 "Intent". Currently this section aims to maintain the status quo. While it promotes improvements to existing buildings through renovations and additions, it maintains the historically established density of the place. It allows for small scale growth to the fabric of the place at a rate which will not result in a higher population.

The intent section will:

- outline the evolving nature of settlement in Battery Point; and
- provide a clear vision of new development aimed at increasing the population of the area while respecting the cultural heritage of the place.

The intent section will establish a target to increase the population of the area by 410 people by 2010.

The target population 410 additional people over a thirteen year period is based on:

- the development of six new dwellings per year in the area covered by the residential provisions; and
- the development of the strategic sites providing for an additional population of 230 persons.

1.2 Local Policies

A 'local polices' section should be included in the Planning Scheme and this should provide clear statements of policy which reinforce the intent of the scheme.

This section shall include statements such as:

- 'living in an inner city area offers proximity to the city which many people consider more important than

aspects of residential amenity in fringe suburban areas';

- 'no new non-residential development will be allowed where it displaces existing residential use of land';
- 'new forms of development should establish a design link to established patterns of development but not mimic or reproduce past styles of development';
- 'new development should increase the diversity of housing opportunities';
- n 'no on-site parking shall be required as part of new development of dwellings';
- n 'major extensions to existing development will demonstrate a clear contrast between old and new development'; and
- n the Council shall act to mediate a desirable design solution where there are conflicts over new development'.

1.3 Residential Development Provisions

The provisions for residential development within Battery Point are currently contained in section 5 of the Planning Scheme. The Planning Scheme employs a plot ratio control to maintain the existing density of development. For infill development the plot ratio is 45% and for new development it is 35%.

The scheme requires new residential provisions which aim to maintain the essential characteristics of the place while providing for a larger population through incremental development.

The residential provisions are designed to be applied to the 'text' of Battery Point.

The residential provisions of this section adapts the design elements of AMCORD Urban to fit the context of Battery Point.

This section outlines principles and provisions in relation to:

- Building Envelope;
- Streetscape;
- Street Setbacks;
- Private Open Space;
- Car parking and Garages;
- Building Appearance;
- Front Fences;

- Security; and

- Subdivision and Site Layout.

Building Envelope

The siting, scale and bulk of a building sets the dominant characteristics of any place.

The existing plot ratio controls should be replaced by a building envelope.

A building envelope provides a picture of the area of development which is desired for any given lot.

The interface with the adjoining site is the most critical area in terms of visual and acoustic privacy. The envelope proposed for Battery Point would limit the height of walls built to the boundary to 6 metres. This height is increased to 9 metres over the inner area of the site to create greater opportunities for dwelling development.

The envelope provisions should contain objectives which ensure that habitable rooms of dwellings in the development and in existing adjacent dwellings can receive daylight.

The building form provided for by such an envelope would be in keeping with the traditional form of dwellings in Battery Point and would provide for a greater number of dwellings than is permitted by the current scheme.

Streetscape

The streetscape of Battery Point is the publicly viewed and prized aspect of the place which gives it its unique character. As discussed in chapter 8 the streetscape of Battery Point is integrally linked to the form and design of dwellings which have been developed for around 150 years. It is the streetscape characteristics which emerged prior to World War II which are the most highly valued and provide the design clues for new development. In Battery Point the streetscape is dominantly centred on buildings which enclose and form continuous street space.

Streetscape encompasses building, street and landscape design and includes all adjacent buildings landscaping and fences, traffic treatments and street surfaces. The streetscape must be considered in an holistic sense.

The degree of success of streetscape design can be a critical factor in whether new dwelling development in Battery Point gains community acceptance.

The Planning Scheme should require the submission of a streetscape concept plan which details how new development relates to the existing streetscape. The concept plan should show the visible components of the street (or part of the street) between facing buildings, including the form of buildings, setbacks, fencing, landscaping and driveway surfaces.

The concept plan should include perspective drawings which show the detail of the street section when viewed from a pedestrian height.

The existing street setbacks should provide guidance for designing the new components of the streetscape.

Street Setbacks

Existing street setbacks in Battery Point vary. Many of the dwellings in Battery Point have been built to the street boundary creating a hard street edge. Other dwellings have a small setback of 2-4 metres which provides for a small front garden.

The street setback in Battery Point creates a continuity in the relationship between built form and street space.

The Planning Scheme provisions for setback in Battery Point should maintain the traditional, established mixture of small street setbacks. Such provisions will enable efficient use of the site while contributing to the character of the streets of Battery Point

Private Open Space

National research in Australia has shown that there has been a significant change in the need for private open space in housing development and the way it is used (AMCORD Urban 1992). More frequently it is being sited at above ground level or being used for passive enjoyment in the form of landscaped gardens. There has also been a significant decrease in the size of such spaces corresponding to changes in lifestyle with more people finding recreational opportunities beyond the boundaries of their own property.

The provision of urban housing in Battery Point means that it will be necessary to have lesser areas of private open space than provided in fringe suburban areas.

The residential provisions of the Battery Point Planning Scheme shall provide for each dwelling to have open space:

At ground level:

- a total minimum area of 50m2;

- a minimum dimension of 3m; and

- one part is to be the principal area of private open space. This part shall not be less than 25m2 with a minimum dimension of 3.5 m. It should be directly accessible from a living area of the dwelling and have a slope of not more than 1 in 8 (12.5%).

and/or at above ground level:

- a balcony or roof area accessible from a living area having a minimum dimension of 8m2 and a minimum dimension of 2m.

Car Parking and Garages

As discussed in chapter 8 the provision of on-site car parking close to the street frontage can have an adverse impact on the streetscape. In Battery Point many dwellings have a narrow street frontage and carport or garages have the ability to dominate the street's appearance.

The promotion of a 'walking' based inner city area is a major factor behind targeting a higher population level for Battery Point.

The current Planning Scheme contains a requirement for on-site parking of one space per dwelling. The new Planning Scheme shall not require on-site parking. However the Council should have the ability to consider a development providing on-site parking where it is demonstrated that it is needed.

The Planning Scheme should include design provisions which ensure that the land in front of dwellings within the property boundary is not developed for car parking.

Some streets in Battery Point are capable of providing 90 degree car parking. The provision of angle parking would increase the ability of existing streets to cater for higher levels of resident parking. In conjunction with the preparation of the new Planning Scheme measures to increase the availability of on-street parking should be determined.

Building Appearance

While dwelling design is a subjective matter, as detailed in chapter 8 there are design characteristics which will enable new development to be compatible with the 'vernacular' period of development.

Ensuring that new development fits within the context of a place will help ensure community acceptance of urban housing in Battery Point. Having emphasised the importance of

'context', it is not desirable to simply replicate the appearance of adjacent dwellings or dominant dwelling styles of a area.

Several design principles should be incorporated into the planning scheme.

- The frontage of buildings should address the street by forming an horizontal building line with the street.

- Ground floor dwellings should have a clearly identifiable front entrance visible from the street.

- Buildings should have a clearly articulated top which defines a horizontal edge to the building.

- The design of buildings should encourage a transition between public street space, semi- private front garden and verandah and the private dwelling interior.

Front Fences

Front fencing design has implications for the streetscape, privacy and security. As discussed in chapter 8 the recent development of high front fences has the potential to dominate the street and conflict with the prevailing character of Battery Point.

The traditional approach in Battery Point is for low front fences which open the front of the building to public view and creates a semi- private space.

Traditional fencing in Battery Point clearly defines territory as well as enabling the opportunity for casual surveillance of the street by residents from their dwellings and front yards and vice versa.

The Planning Scheme should incorporate provisions which ensure that low solid front fences (ie 50 cm high) are built as part of new development.

Security

Planning for security embodies the concept of 'defensible space'. At the site planning level this is achieved through arranging buildings, open spaces and accessways so that residents in an area can contribute to their own security through their collective, natural observation of the public areas around their dwellings.

The principles of defensible space should be incorporated into the residential provisions of the Battery Point Planning Scheme. These principles are:

- providing a clear definition of territory and ownership of all spaces;

- arranging dwellings and their windows so that casual surveillance of the street and entry points is provided; and

- lighting is to be provided to all pedestrian paths between public and private areas, parking areas and building entries.

Subdivision and Site Layout

The current Battery Point Planning Scheme's provisions in relation to subdivision are largely a reflection of the former Local Government Act 1962. Under that Act subdivision was considered to be separate from development. Thus, subdivision of land was considered independently from the eventual development of a site.

Under the new Land Use Planning and Approvals Act 1993 subdivision is defined as part of development. This provides for the integration of subdivision and built development as two parts of the one process. This integration is particularly important for urban consolidation and infill medium density housing. The arrangement of buildings and spaces on a site must be linked to the size and configuration of a lot if infill housing is to be successful.

The new Planning Scheme should include provisions which integrates the subdivision o land with a site layout plan which demonstrates that the criteria relating to:

- building envelope;

- streetscape;

- street setback;

- private open space;

- car parking;

- building appearance; and

- security,

are able to be satisfied.

The Planning Scheme should require a minimum lot size of 200 square metres and a minimum access frontage of 3.6 metres.

The Planning Scheme should not prescribe minimum lot dimensions or configurations for subdivision applications which incorporate a site layout plan.

The emphasis of the approach adopted by the new Planning Scheme will be the promotion of good quality design and siting of development. The integration of subdivision with built development will place the focus of attention on meeting the deign and siting provisions rather than minimum prescribed subdivision controls.

1.4 Strategic Sites

Providing for a diverse range of housing opportunities and planning for development which will enable a larger population to live in Battery Point can be achieved by promoting higher density housing in strategic locations.

Five areas in Battery Point have been identified as being potentially suitable for the development of higher density dwellings. The sites have been selected as they provide opportunities for medium density housing.

As shown in the location plan the sites are located on the edge of Battery Point and offer design opportunities for medium density housing beyond forms traditionally developed in the 'text' of Battery Point . They are described briefly below.
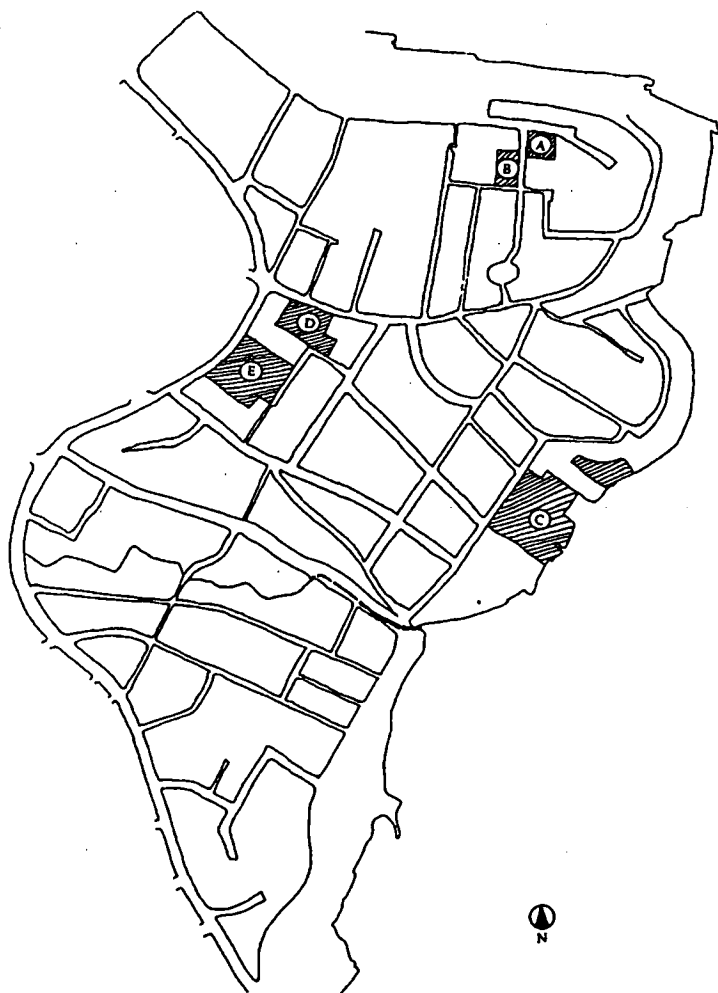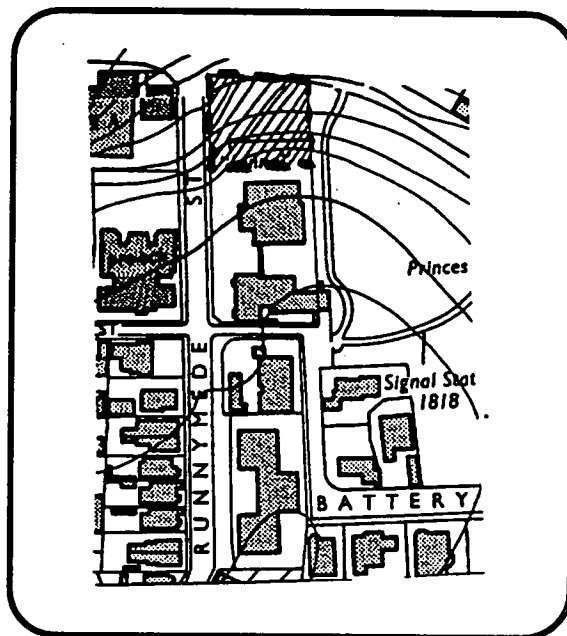

Figure 9.1. Strategic Sites Location Plan

Site A - Lenna Car Park

This area of land is currently used for car parking for a hotel. As a undeveloped block of land this site offers opportunities for housing.
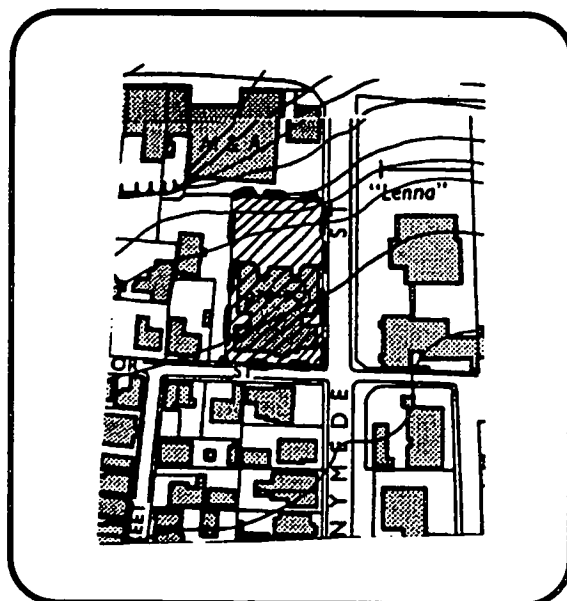

Figure 9.2. Site A

Site B - Lady Gowrie Park

This site offers the opportunity for redevelopment for higher density dwellings. The existing building has substantial problems for the health of occupants due to materials containing asbestos.


Figure 9.3. Site B

Site C - Slipyards Site

A large area of land currently occupied by light industry, marine-related businesses from Napoleon Street to the waterfront.

The use of this site by marine related industry is suggested to have historic cultural significance dating back to its use for shipbuilding by early settlers. However, no conclusive heritage survey has been conducted for the place. This should be undertaken prior to redevelopment.

The relocation of industry from this area was promoted as far back as the Cook Plan, however, no action has been taken.

The land is owned by the Crown which may facilitate the redevelopment of the site.

Figure 9.4. Site C
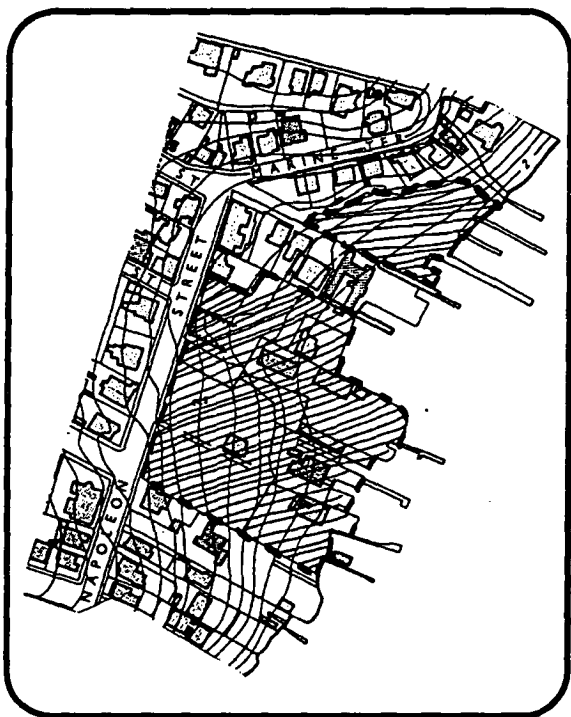
Site D - Old Queen Alexandra Hospital

This site contains a disused hospital building and associated administration buildings, all of which are currently being used as offices.

The main hospital building offers considerable opportunities for refurbishment into residential apartments and other areas may be suitable for other uses such as a child care centre.

Figure 9.5. Site D
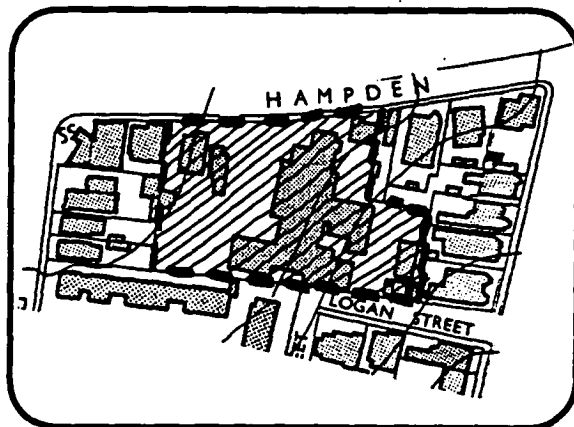
This site is owned by the Crown and the opportunity exists for the State and local government to pursue redevelopment of this site for residential and mixed uses.

Figure 9.6. Site E
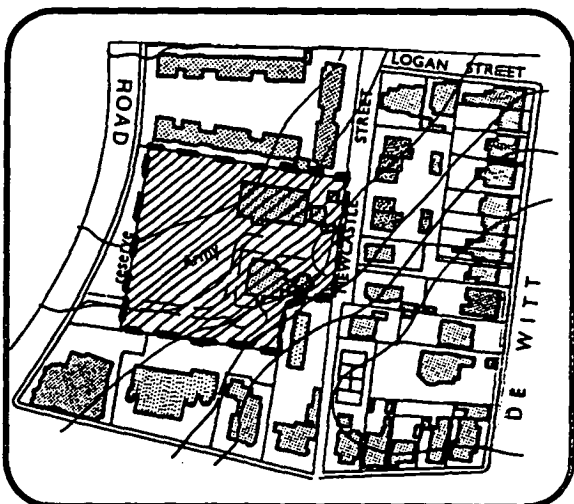
Site E - Beaumaris Depot

The site, known as the Beaumaris Depot, at 82 Sandy Bay Road offers considerable opportunities for development for higher density dwellings.

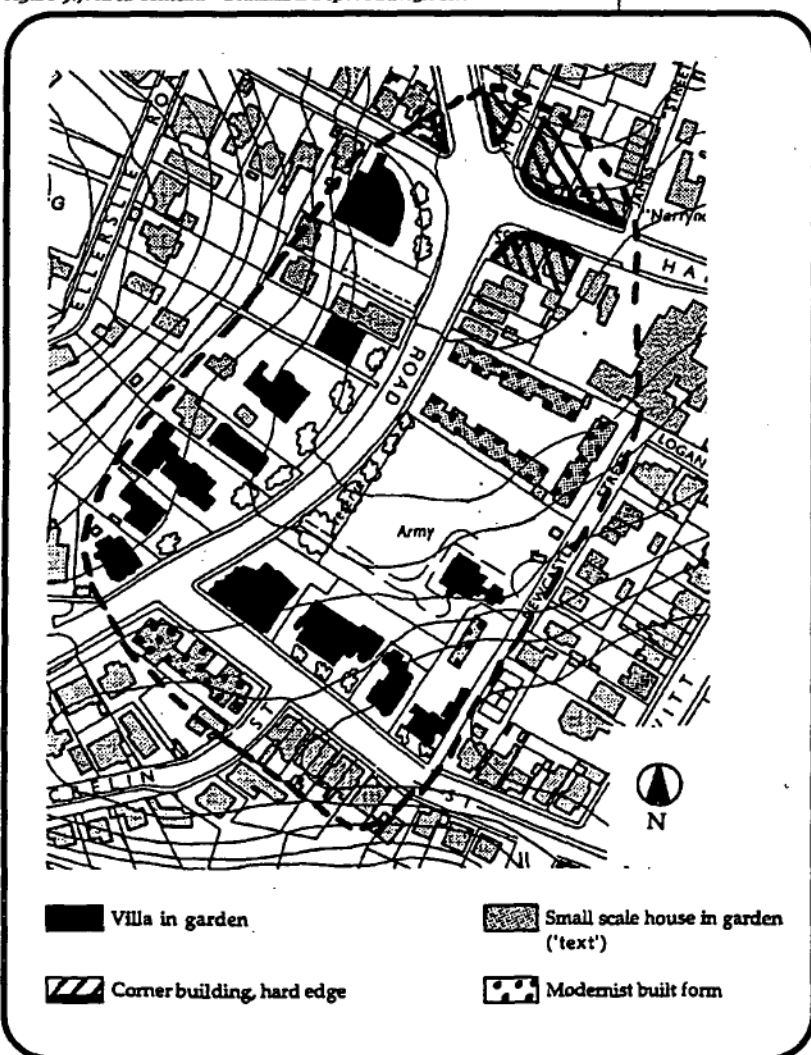It contains an heritage building and a large area used for car parking.

It is surplus to the needs of the Department of Defence and it is an ideal time to determine planning and design criteria to ensure that appropriate use is made of this strategic site.

Planning for Strategic Site Development - Outline Development Plan Approach

The new Planning Scheme for Battery Point shall contain a series of Outline Development Plans for the strategic sites which enable an application for a permit to develop the sites to be treated by Council as a permitted use (subject to conditions).

This project shall investigate the opportunities for redevelopment of one of the sites and the Beaumaris Depot has been chosen for this purpose.

Figure 9.7. Area Context. - Beaumaris Depot Strategic Site

Villa in garden

Corner building, hard edge

Small scale house in garden ('text')

Modernist built form

Area Context

The area, along Sandy Bay Road, has different patterns of built and spatial form in comparison to the 'text' of Battery Point.

Figure 9.7 shows the different typologies of built and spatial form in the area.

The characteristic typology of the area is that of a large villa in a monumental garden. Buildings in this typology are:

n   orientated to address the street;

n   mainly set well back from the street; and

n   generally surrounded by gardens including large trees.

The area includes three other typologies. These are:

i)   buildings on street corners forming a hard street edge;

ii)   buildings from the 'text' which are small in scale, have a small setback providing for a semi-public front garden and are orientated to address the street;

iii)   buildings with a Modernist form which are not orientated to address the street and do not create traditional urban forms.

The development adjacent to, and north of, the Beaumaris site, was analysed in chapter 8 (see Figure 8.16). This building is Modernist in form but urban conservationist in style. The built and spatial form of the development is the antithesis of the pattern established in this area of Sandy Bay Road.

This analysis of built and spatial form indicates the patterns of the area which will set the parameters for the development of the site. The form established by the villa in the garden typology will create unique design opportunities for 82 Sandy Bay Road.

The Site

The site has an area of 7,613m2 and has frontage to two roads, Sandy Bay Road and Newcastle Street. The main building on the site is a two storey Victorian

Gothic mansion with brick walls, tile roof and attic rooms.

The form of this building is characteristic of a mansion set in a landscaped garden. The building has little relationship with Sandy Bay Road or Newcastle street. The building is designed to face the garden in which it is set and not the street.

Outline Development Plan for the Beaumaris Depot

An Outline Development Plan for this site should be based on a 'villa in the garden' typology established in the area. This will enable the site to be redeveloped in a contextual manner while providing opportunities for higher density development.

The Outline Development Plan will provide the detail necessary for incorporation into the Planning Scheme and be in a form appropriate for community consultation.

The Outline Development Plan should provide criteria for development which cover the following areas.

Area Context

The plan will outline the context of the area focusing on the patterns of built and spatial form and the typologies this creates.

Site Description

The plan will describe the physical attributes and qualities of the site and road frontages.

Use

The plan will ensure residential use of the site.

Existing Buildings and Conservation

The plan will describe the existing buildings and require that the existing mansion be retained and recycled as apartments.

Access

The plan will ensure that vehicular access lane is provided which connects Newcastle Street to Sandy Bay Road. Vehicular access from Sandy Bay Road shall only be by way of a left hand turn from the lane of Sandy Bay Road closest to the property frontage.

Parking

The plan will minimise the area of parking at ground level and lane-ways needed for vehicular access. To satisfy this objective the plan may require semi-underground parking and/or parking on the edge of the site.

Pedestrian Links

The plan will establish a pedestrian link between Newcastle Street and Sandy Bay Road through the site as part of the access lane.

Building Envelopes

The plan will provide for building envelopes which enable the development of villa style apartment buildings, which contain between four and six apartments in each.

Building Design

The plan will provide performance criteria for the design of buildings particularly incorporating a high level of acoustic seperation between apartments.

The criteria should also ensure that design is a reflection of contemporary culture and not a reproduction of historic styles.

Landscaping

The plan will provide performance criteria for the landscaping of the site and the retention of trees fronting Sandy Bay Road.

2. PROMOTION AND CONSULTATION

Implementing the local planning strategies for Battery Point will require substantial consultation with interested people and promotion of ways to achieve local objectives.

2.1 Planning Scheme Consultation

The Battery Point community is familiar with local planning processes and issues. The current Battery Point Planning Scheme establishes an Advisory Committee to provide comments to Council on local development control applications. A fresh approach to consultation and participation is needed at both a local and regional level if a new direction for Battery Point is to be achieved.

Ensuring that the local and regional communities have a full understanding of issues and ownership of the final outcomes will be a key objective of the planning process.

Intent and Local Policies

It is important for the Hobart City Council to play a leading role in the formation and promotion of a new intent, population target and local policies for Battery Point. The Council must firmly support and promote the new vision for the place and be willing to discuss the benefits of the new Planning Scheme intent with the local community.

The people of Battery Point should be provided with the

broader regional context when discussing local objectives for future development. The community must be aware of the regional planning issues arising from the low density growth of greater Hobart.

The intent and local policies will form the basis of provisions for the new Planning Scheme and should be the initial aspect which is formulated by the Council in consultation with the community.

Residential Provisions

The residential provisions proposed for Battery Point Planning Scheme will control and guide development in the 'text' of Battery Point. These provisions are directly linked to achieving the intent of the Planning Scheme.

The provisions, covering areas of existing development, are likely to be of considerable interest to the residents of Battery Point.

To ensure that the Battery Point community has ownership of the planning provisions, which will directly affect their local environment, it is essential that the Council undertake extensive consultation in the formulation of the residential provisions.

The Council should play a leading role in the preparation of the residential provisions to ensure that the link between the intent of the scheme and the residential provisions is not broken by the collective opposition of 'not in my backyard' attitudes.

The Council should actively promote and explain how the intent of the scheme to strengthen the streetscape and the traditional built and spatial patterns of Battery Point will be achieved through the application of the new provisions. To do this a workshop should be held with residents to examine hypothetical developments which comply with the new provisions.

In undertaking consultation on the formulation of new residential provisions, the Council should ensure that the broad community is involved in the process, rather than focusing on residents or groups who have participated in development control processes under the former Planning Scheme. This will help to ensure that people with fresh and open views concerning the future of Battery Point are brought into the planning process.

Strategic Sites

The preparation of Outline Development Plans by Council will provide opportunities for local input into strategic site redevelopment.

The Council should enable the local community and broader public to comment on the draft Outline Development Plans prior to integration into the Planning Scheme.

As developments under the Outline Development Plans will be permitted by the Planning Scheme it is essential that the local community is actively involved in the planning process. This will ensure that the community has early input into the development of strategic sites and may improve debate during or even alleviate the need for hearings by the Land Use Planning Review Panel when he Planning Scheme is being considered for approval.

2.2 Development Control Process

One of the aims of actively involving the Battery Point community in the preparation process for the new Planning Scheme is to gain broad community support for the intent, target population, local policies and provisions of the Scheme. Broad community support for the Planning Scheme will help to minimise objections to development which comply with the scheme. Despite this, under the Land Use Planning and Approvals Act 1993, there is scope for third party representations concerning specific discretionary applications.

The residential provisions proposed for the new Planning Scheme will contain both qualitative and quantitative elements. The qualitative aspects of the provisions may be open to subjective interpretation by developers, Council and the public. The intent, local policies and target population should provide the overriding aims in areas of dispute.

Where development applications are being considered in terms of qualitative provisions there will be a right of third party representation to Council and appeal to the Resource Management and Planning Appeal Tribunal.

The Council should adopt a process which aims to minimise the number of appeals to the Tribunal.

The process should involve:

1. A pro-active Housing strategy

The strategy could provide a guide to developers as to where new multi-dwelling development is encouraged to be located such as the strategic sites identified under the new Battery Point Planning Scheme.

2. Pre-Application Enquires

Local planners would meet with applicants on-site to discuss

and refine site layout prior to the application being formally submitted.

3. Quality Design Approach

Design advisers would be employed to provide advice to planners on the design of new developments in Battery Point. The advice given to applicants regarding design issues will lead to better quality outcomes.

4. Mediation

When representations are received to a permit application a meeting would be arranged on-site for objectors to outline their concerns and to seek solutions acceptable to all parties. This could result in a high rate of withdrawals of representations and a low rate of appeals to the Tribunal.

2.3 Promotion of Good Design

Good urban design has a key role in achieving the objectives of the new Battery Point Planning Scheme. As outlined in this project, the development of apartment blocks in the 1960's and 1970's also aimed to achieve higher levels of population. The consequences of this form of development has been commented upon by Tony Sabino.

> 'In urban design terms they were an absolute disaster. Communities right across our cities turned against them and the opportunity for urban consolidation came to a stand still for the next twenty years. The result was a broadly entrenched, negative community attitude towards any form of medium density housing.'

In order to avoid the same scenario good urban design of medium density housing is an essential element of the planning objectives for Battery Point.

Council could hold design workshops with architects and developers primarily to discuss Council's expectations of quality in medium density development in Battery Point. The workshops could help establish an informal relationship between Council staff and applicants which would significantly reduced the regulatory workload.

The preparation of a good design handbook and/or brochure which outlines the principles of design contained in the residential provisions would enable designers, developers and residents to have access to a document which shows practical ways of achieving the objectives the Planning Scheme.

3 APPLICATION TO OTHER PLACES

The findings and approach of this project may have important implications for urban planning in other places.

A fundamental proposition of this paper is that how we conceptualise cities will have direct consequences for our plans and developments.

This project has demonstrated how the dominant post World War II models of the city as 'a machine' and the city as 'an organism' has had direct consequences for the plans for and development of, Battery Point.

Moving towards conceptualising, planning and developing cities as 'a learning ecology' will require new approaches to urban planning and rethinking contemporary conventional wisdom. Planning for the city as a 'learning ecology' will mean resolving conflicts between cultural heritage conservation and ecological sustainability. This project has explored these issues in terms of greater Hobart and Battery Point.

Greater Hobart is an urban region experiencing considerable social, economic and ecological pressures resulting from low density growth. Battery Point is an inner city area which has a Planning Scheme which maintains current building densities despite falling population levels. The area is planned as an autonomous organism removed from the pressures confronting the region. Battery Point is a place in danger of becoming a static museum rather than a dynamic and vital part of the city.

An attitudinal change to planning culturally significant, inner city areas is required if these places are to be developed in response to contemporary issues.

The project has demonstrated that by rethinking the plans of culturally valued inner city areas, based on the concept of the city as a 'leaning ecology', it is possible to promote new development which adds the 'living spirit' of the place.

Through a careful examination of the form and design of development in traditional, modernist and conservation periods the project shows that a detailed understanding of the patterns of built and spatial form may be revealed.

Through the preparation of planning and design provisions, based on a 'theory of place', the project demonstrates it is possible to plan for Battery Point in a manner which respects traditional structural patterns of development while encouraging a higher population level.

A number of planning actions at the State, regional and local level may be undertaken to provide support to the local planning proposals recommended by this project.

STATE AND REGIONAL

S/R Recommendation 1

Objective

To develop an understanding of greater Hobart as a regional ecosystem and promote sustainable resource use.

Action 1.1

i) Undertake a planning project which.

- develops a model for understanding the urban region as an ecosystem;

- details information on the use of natural resources in the region;

- details information on energy use in the region;

- details information on waste and pollution;

- analyse where resources used in the region come from, determine the extent to which the region is self sufficient, and the impact resource use has on other regions.

Action 1.2

Develop a sustainable urban resource strategy based on the information provided in the planning study. The actions in the strategy should aim to promote sustainability, selfsufficiency in resource use and gradually limit the impact regional production consumption and waste generation has on the local ecosystem and on the ecosystems of other regions on earth.

By Whom

Commonwealth

State Government Agencies

Councils

University of Tasmania

S/R Recommendation 2

Objective

To develop an understanding of the region in social, economic and environmental terms.

Actions 2.1

Develop a data framework capable of storing data relevant to a range of social, economic and environmental conditions and issues.

Publish, on a ongoing basis, a document which provides information on the urban region which is relevant to planning and service providing organisations.

By Whom

Department of Environment and Land Management (DELM) and Australian Bureau of Statistics(ABS) in conjunction with the holders of individual data bases.

S/R Recommendation 3

Objective

To plan strategically for a sustainable form of settlement for greater Hobart.

Action 3.1

Develop a coordinated settlement strategy which:

- identifies land for urban development;

- indicate urban densities;

- promotes mixed use and higher density nodes based on the design principles of Responsive Environments.

By Whom

Planning Division DELM

Councils in the Hobart Region

S/R Recommendation 4

Objective

To develop regional strategies which provide a more sustainable movement network.

Action 4.1

Develop practical strategies which:

- minimise dependence on private cars;

- maximise public transportation use and pedestrian and bicycle movement;

- fully integrates land use and transport planning;

- aims to minimise greenhouse gas emissions.

By Whom

Planning Division of DELM

Department of Transport

Councils

S/R Recommendation 5

Objective

Focus the actions of the established Greater Hobart Urban Management Group (UMPG).

Action 5.1

The UMPG brings together all organisations responsible for providing physical and social infrastructure in the urban region. The UMPG should be directly related to implementing the outcomes of the strategic planning processes outlined in 1), 2), 3) and 4) above.

By Whom

Facilitated by DELM and Premier and Cabinet.

S/R Recommendation 6

Objective

To develop a cultural identity which will encourage sustainable development.

Action 6.1

i) Prepare and publicise an Aboriginal dream time story on the creation of the Hobart Region.

By Whom

Tasmanian Aboriginal Land Council.

Action 6.2

ii) Prepare a historical analyses of Hobart's settlement development and activities which questions whether past and current practises are sustainable. Present analyses publicly on panels.

By Whom

University of Tas,

State Agencies

LOCAL

Local Recommendation 1

Objective

Demonstrate that the characteristics of Battery Point provide a positive model for other places.

Action 1.1

Document the characteristics of Battery Point that make it an attractive inner city area so that this can be used as a model for development of other mixed-use and residential places in other inner city areas. Characteristics may include:

- area of place;
- number of residents;
- number of dwellings;
- population density;
- commercial activity;
- number of people employed in the place;
- length of roads;
- number of intersections
- journey to work characteristics
- form and scale of buildings and street space.

By Whom

Hobart City Council in conjunction with the Planning Division of DELM.

Local Recommendation 2

Objective

Promote movement by pedestrians and cyclists

Action 2.1

Develop a bicycle and pedestrian path along the foreshore of Battery Point.

By Whom

Hobart City Council

Local Recommendation 3

Objective

Promote public transport use.

Action 3.1

Undertake a social, economic and environmental cost benefit study into the development of a light rail line between the city and the university along Sandy Bay Road.

By Whom

DELM and the Department of Transport & Works

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