A Planning Approach for Inner City Mixed Use Neighbourhoods

- Inveresk as a Case Study

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Thanks to all those who
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ABSTRACT

Most cities have inner neighbourhoods in which a mix of uses are established. In many cases the mix of uses has occurred as a consequence of changing policies regarding land use.

In the belief that the residential value of these neighbourhoods was low, industrial and commercial uses were encouraged to establish. However, the transition from residential to industrial and commercial use has, in most cases, never been complete.

The mixed character of these neighbourhoods has been problematic to mainstream planning. Although critics of the mainstream planning made their concerns known as early as the 1960's it is only relatively recently that there has been a receptiveness to alternative approaches.

This professional project focuses attention on the urban form of these neighbourhoods and suggests that land use may not be the single most critical factor in determining the appropriateness of development.

Although the quality of the urban environment is substantially influenced by the way in which planning provides for and regulates the development of private land, the quality of these neighbourhoods is also influenced by activities that are beyond the scope of statutory planning control, such as Council's capital works and maintenance programs and the activities of other government agencies and service providers.

This calls for an integrated approach which will promote the best assets of inner city mixed use neighbourhoods and further the quest for liveable cities.

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. Inveresk as a Case Study .

TABLE OF CONTENTS

1.0

INTRODUCTION

2.0

THE ROLE OF URBAN DESIGN IN INNER CITY MIXED USE NEIGHBOURHOODS

3.0

MAINSTREAM PLANNING PRACTICE AND BROAD ACRE PLANNING VALUES

4.0

THE SHORTCOMINGS OF MAINSTREAM PLANNING

5.0

INVERESK AS A CASE STUDY

6.0

RECOMMENDATIONS

BIBLIOGRAPHY

APPENDICES

1.0 INTRODUCTION

This professional project is about a new way of looking at inner city neighbourhoods that are characterised by a mix of industrial, commercial and residential uses and developing an approach to planning for these neighbourhoods which achieves better results than orthodox planning methods currently do.

1.1 A Need for Better Design

The project is premised on a belief that orthodox planning techniques have placed greater emphasis on land use than design, to the detriment of environmental quality. In mixed use neighbourhoods many of the perceived problems are related to the introduction of inappropriate building forms and patterns. These problems are often mistakenly attributed to land use conflict.

In many instances planning controls impose arbitrary requirements that shape the form of buildings and the patterns they create in a manner which is not mindful of the existence of an underlying pattern of form. A grid pattern of streets to which small lots have frontage is a feature that distinguishes inner city neighbourhoods from the suburban fringe, where broad acre development carves a pattern to suit the development. Planning instruments often make no distinction between these fundamentally different locations for development. The imposition of development standards based on a suburban scaled ideal has the effect of eroding the quality of these inner city neighbourhoods as places to live and work.

Interest in improving the quality of these neighbourhoods is underpinned by the concept of sustainable development. Although the principles of sustainable development can be manifest in many different ways, the improvement of neglected inner city neighbourhoods furthers the objectives of sustainable development by offering the opportunity to create a more livable urban environment that makes better use of existing investment in infrastructure.

The comprehensiveness of the concept of sustainable development is also significant. It allows us to question the centrality of land use in the way we currently plan urban development and acknowledges the importance of other parameters, such as urban design.

1.2 The Phenomenon of Mixed Use

Although in pre-industrial times it was customary for small settlements to be comprised of a mix of land uses it has more recently been the tendency for town planning to separate land uses, particularly in the planning of larger towns and cities. However, neighbourhoods of mixed use can still be found in almost all western cities.

These neighbourhoods are usually located close to the city centre and are the early settled parts of the city which have become shabby and are under pressure for redevelopment. Often the traditional sources of local employment have been displaced by new technologies and the housing stock has become dilapidated. Commercial and industrial interests have found these neighbourhoods attractive because they are centrally located, fully serviced and property values tend to be depressed.

Many of these areas came under acute development pressure in the post war years. Redevelopment for commercial or industrial land uses by the private sector was a common practice and was encouraged by planners who often favoured new industrial development to blighted housing. In some larger cities high rise government housing replaced neglected terrace and row housing. However, intense community debate over

the appropriate future for such areas in some cases gave rise to a defence of a continuing residential role and the retention of the existing housing stock. Some of these places have been affected by gentrification, although this is by no means universal.

1.3 The Urban Form of Mixed Use Neighbourhoods

The appearance of inner city neighbourhoods affected by mixed use announces the uncertain future of the place and process of transition that is under way. There are often vacant lots where buildings have been demolished and not yet rebuilt, large, modern buildings built on consolidated lots adjoining small buildings on original small lots, small dwellings with no off-street car parking next to new commercial developments surrounded by an expanse of car parking and so on.

The typologies and patterns of urban form which are evident in neighbourhoods of mixed use have been documented by urban designers, usually providing examples of dysfunctional urban form rather than model examples.

Trancik describes a condition of "lost space" which occurs frequently in inner city neighbourhoods undergoing a transition in use:

> "Generally speaking, lost spaces are the undesirable urban areas that are in need of redesign - antispaces, making no positive contribution to the surroundings or uses."[1]

He finds that the condition of "lost space" is incoherent and erosive of a sense of place.

Many of the urban forms that are common in neighbourhoods undergoing renewal and redevelopment are non-architectural and mass produced. Robert Venturi and his colleagues coined the expression "ugly and ordinary" to describe this building form in their survey of the Las Vegas strip.[2] The universality and prevalence of the "ugly and ordinary" is problematic where it displaces or obscures traditional urban forms and patterns.

Building forms and patterns also have functional consequences. It is this aspect of urban form that highlights the relationship between form and use. For example, a large factory constructed across several house lots makes for a less interesting pedestrian experience than a series of individual houses. However, a small warehouse with zero setbacks may be an excellent neighbour to residential use and afford more privacy than a residential neighbour. The tendency for planners to focus primarily on the control and restriction of land use is unlikely to be successful in countering the deleterious affects of inappropriate urban form.

1.4 Purpose of the Study

Our inner city neighbourhoods, where a diversity of uses exist side by side are a planner's "no-man's-land" to which the rules of orthodox planning are usually applied with some measure of desperation. This project will attempt to cast new light on the way we plan for development in these areas by transferring the focus from the control and regulation of land use to guiding and promoting quality of the urban form. This study will lead to the development of proposals for improving the planning approach to development in inner city mixed use neighbourhoods and will be useful as a reference in the preparation of statutory plans and the assessment of specific proposals for development in areas of mixed use.

This will require investigation of the following:

- the typologies and patterns of urban form found in inner city mixed use neighbourhoods;

- the origins of the predominant values of mainstream planning and their affect upon development;

- the theoretical basis for alternative approaches to the urban development and growth of cities that recognise value in variety and diversity;

- observation of the affect of broad acre planning values implemented through normal land use planning practice in Inveresk, an inner Launceston suburb; and,

- development of an improved approach to planning development in inner city neighbourhoods and for Inveresk specifically.

The scope of the study precludes any detailed analysis of the social and economic implications for the planning of mixed use neighbourhoods, although the relatedness of these dimensions of the urban environment is acknowledged.

The examples used to illustrate the arguments put forward are drawn locally and although the recommendations have general application, this is limited by the peculiarities associated with the scale of Tasmanian cities. The inner city suburbs of Tasmanian cities tend to be comprised predominantly of single storey, and to a lesser extent, double storey buildings. Tasmanian cities have also been subject to considerably less development pressure than most "mainland" capitals.

1.5 Case Study Area: Why Inveresk?
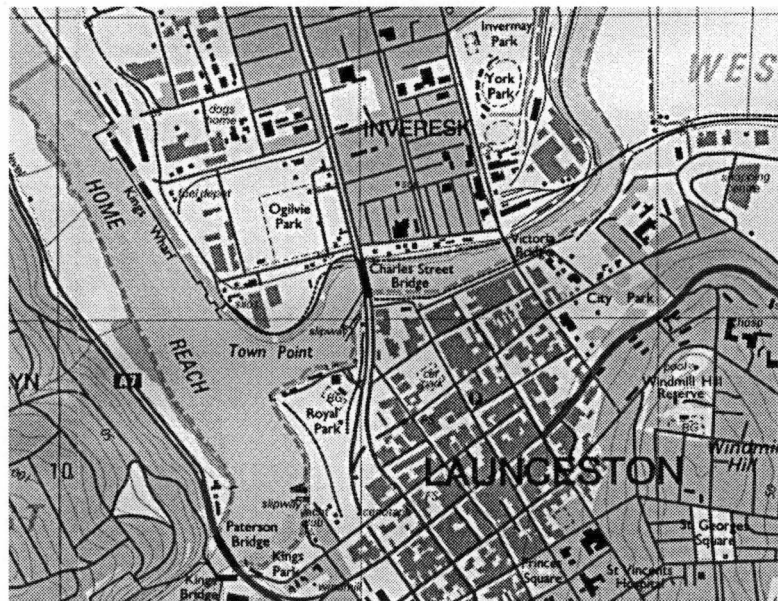
Locality Plan - Inveresk is located north of Launceston's city centre. Launceston is Tasmania's second largest city and is located in the north of the state at the confluence of the North Esk and Tamar Rivers.

^ *NORTH*   (*Source: Tasmap 1: 25, 000 Series*)

Inveresk possesses many of the characteristics of the typical mixed use neighbourhood and makes a prime case study for the project. The study area concentrates on the core of Inveresk and excludes that part of Inveresk that is to the west of East Tamar Highway (Goderich Street) and the railyards to the east.

Inveresk grew rapidly during the late 1800's and early 1900's to provide accommodation for the working classes employed in local industries including the wharf and railyards.

After the second World War but particularly during the 1960's and 70's the area began to be redeveloped for small scale industrial purposes. However, community concern for the demise of the area's residential amenity as a consequence of the pressure for industrial and warehousing development led to a planning study of the area. The Inveresk Area Study prepared during the 1970's at the time the Launceston City Council was preparing a new planning scheme, led to a recognition of the residential role of Inveresk in Council's planning policy for the area and the execution of a number of infill housing projects by the State's housing authority. Whilst mixed use has been maintained, pressure for wholesale redevelopment of the area has been resisted.

The Inveresk area is currently the subject of two different planning investigations: the River Environs Study (originally focusing on the King's Wharf area), initiated by the Premier and the Inveresk Railyards Redevelopment, a joint project by federal, state and local government under the auspices of the Commonwealth's Building Better Cities Program[3]. These two study areas have been excluded from the focus of this professional project but are significant in so far as they represent a widening interest in what were thought to be derelict parts of older inner city neighbourhoods.

NOTES

1. Roger Trancik, <u>Finding Lost space - Theories of Urban Design</u>, Van Nostrand Reinhold, New York, 1986 (pp 3-4)

2. Robert Venturi et al, <u>Learning from Las Vegas.</u> MIT Press, 1972

   Venturi says that architecture can be ordinary (or conventional) in two ways - how it is constructed or in how it is seen. Conventional construction entails the use of ordinary materials and methods of construction. The use of conventional elements in ordinary architecture prompts associations from past experiences.

3. Building Better Cities Program (BBC)

   A Commonwealth Department of Housing and Regional Development demonstration program for best practice in urban planning and development with a budget of $816 million over a five year period. The five aims of the program are: economic growth and micro-economic reform, improved social justice, ecologically sustainable development, improved urban environments and more livable cities, reform of institutionally based human services and innovative re-use of redundant institutional and other government lands.

   <u>Better Cities - a Commonwealth Initiative, National Status Report, 1994</u>, Commonwealth Department of Housing and Regional Development, July 1994

2.0 THE ROLE OF URBAN DESIGN IN INNER CITY MIXED USE NEIGHBOURHOODS

The degeneration of many modern cities into inhospitable places in which to live and work has focussed attention on the need for good urban design as part of the planning process.

A fundamental concern of urban design is "the design of the physical public realm" [1] of cities and towns. This interest in public space is a reaction to the means by which most our contemporary cities have grown and taken form. Urban growth is predominantly through the incremental development of private land on a site by site basis and has resulted in little or no attention being focussed on the remaining space - the public space or space which is not exclusive to the public. [2]

Private development can have a detrimental affect upon the quality of public space in many ways:

- alienating public space by extending features of the private design into the public space, such as awnings, corporate street furniture, paving;

- eroding the environmental quality of public space, for example by creating overshadowing, featureless walls;

- eroding the legibility of public space by introducing elements which are disrespectful of existing patterns of form, such as meaningless building set backs, pedestrian ways interrupted by dual driveway crossings.

Much of the redevelopment that has occurred in inner city mixed use neighbourhoods has had little regard to urban design principles. Development has tended to take place incrementally, without an overall vision for the neighbourhood and with the development of each site satisfying only the minimum development standards prescribed by the planning instrument.

A lack of appreciation for the underlying spatial qualities of these inner city areas coupled with the application of minimum development standards are fundamental problems with the current approach to the development of these areas. It is essential to understand the typologies and pattern of urban form that characterise these neighbourhoods in order to devise a better approach to planning for development. one that is underpinned by good design and that maximises the opportunities offered by the existing urban form rather than ignoring or obscuring it.

The following sections examine the formal characteristics of inner city mixed use neighbourhoods and the relationship of these characteristics to other models of urban form. This provides a useful insight into the way in which these neighbourhoods have come to take the form they have and how their urban form may be influenced by positive intervention.

2.1 Typologies of Urban Form in Inner City Mixed Use Neighbourhoods

There are a number of typologies of form that can be found in any typical inner city mixed use neighbourhood. It is important to understand how they are described, their origins and how they function as part of understanding the built form of these neighbourhoods. This level of understanding is fundamental to determining whether the building forms make a positive contribution or are erosive of the wider pattern of urban form and provides the basis for recommending appropriate intervention.

There are two key spatial typologies. These are distinguished by the relationship of buildings to space so that the building forms either define space or are surrounded by space.

This spatial relationship is easily conceptualised by the use of the figure ground technique to illuminate the relationship of buildings to space, or solids to voids. For example, in traditional European cities the buildings form an edge to squares and piazzas and so can be said to define space.

The converse situation is true of modern buildings and their relationship to space. The buildings tend to be the focus and are surrounded by space which has an indistinct boundary with any public space, such as a street or square.
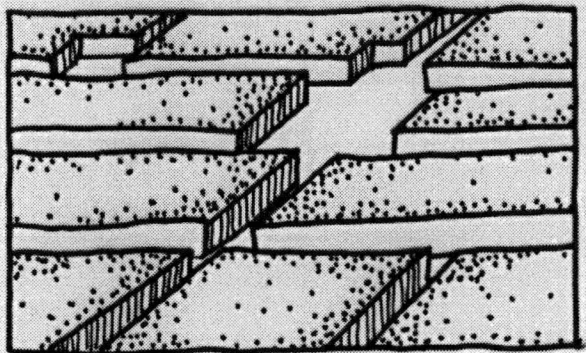
Traditional Urban Form

A pattern of buildings that defines space. In this case, street space and a square.

Buildings address the street and a pattern of streets and blocks emerges.
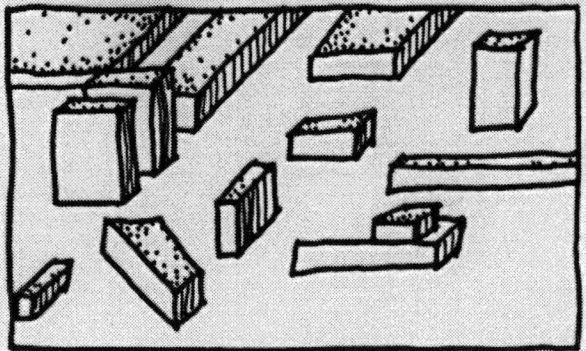
Modern Urban Form

Buildings are surrounded by space and the boundary between the public space of the street and the private space around buildings is unclear.

The buildings are not necessarily oriented to the street and the resulting pattern is fragmented.

(Source: Trancik, 1986)

There are a number of derivatives of these two principal types of urban form that are commonly found in mixed use neighbourhoods. They are described in terms of the types of uses they are usually associated with as follows:

(a) High Street Shops

Rows of small shops with no setback to the street, often covering the street with an awning to cater for the comfort of pedestrians and would-be customers. Typically these shops have small frontages so that the pedestrian experiences a high frequency of changing view when passing along the footpath. Car parking is often in the street in front of the shops.

The shops form a wall to the street and give definition to the street. This makes the street appear like a corridor, emphasising its linear and directional qualities.

This typology can be found in many local shopping centres, particularly older ones, but has been superseded with the advent of large regional shopping centres which depend upon a car driven clientele.

High Street Shops - *a row of individual shops addressing the main commercial street whose primary clientele are pedestrians.*

(Source: Towards a Better Townscape, Brochure - Department of Planning and Urban Development, WA)

(b)   Terraces and Row Cottages

Dwellings built late last century and early this century for the working classes were often built with no or very little setback to the street and with zero side boundary setbacks so that several dwellings formed a row of terraces or cottages. Some single cottages and semi detached dwellings observe similar set backs and can be included in this typology.

This style of building created a hard edge of buildings to the street giving definition to the street space. Lots were frequently not much wider than the dwellings because vehicular access was not required and often rear laneways provided any service access. This made for a compact pattern of form.

The popularity of this style of dwelling was later eclipsed by the bungalow or single dwelling on larger lot. Terraces became less popular as car ownership increased and a decent sized backyard to house the garage became the norm.

(c)   Warehouses and Factories

Traditionally these are large buildings constructed hard to the street. Frequently access is via a roller door directly onto the street. However, the inclusion of performance standards in planning schemes has seen changes to this typology to accommodate landscaping, access and car parking. The result is usually a large building with a landscaped setback and front or rear car park.

(d)   Civic Buildings

Churches, halls and similar public and semi-public buildings, whether old or new, are usually surrounded by space. This space was often used for people to congregate in but it is also symbolic of their status. The importance of these buildings in the community is accentuated by the way they are sited so that they are surrounded by open space.

(e)   Bungalows, Units and High Rise Flats

Since the turn of the century the form of dwellings has changed. A new form, referred to as the bungalow, has become prevalent. A bungalow is in essence, a single dwelling on its own lot. Usually it has a driveway and is set back from the street yet much of the lot is maintained as a private back yard. It is very much a building surrounded by space.

Bungalows are found at the fringe of inner city mixed use neighbourhoods where the inner city becomes suburbia. Alternatively, bungalows are sometimes built as infill dwellings.

A variation on this theme is a group of bungalows, or units, developed as one site. These tend to be buildings surrounded in some sort of orderly but flowing open space and do not address the street in the same way as traditional forms of multiple dwelling development.
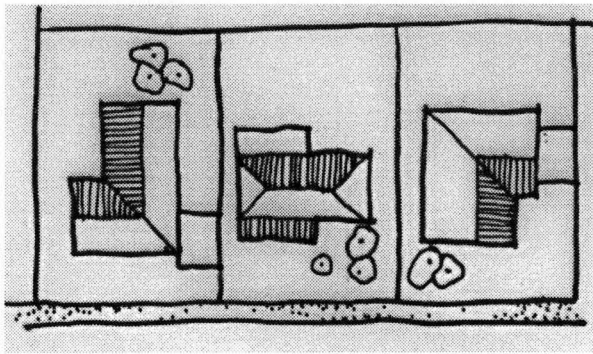
Bungalows or single dwellings on their own lots. They have space in front, behind and between buildings.
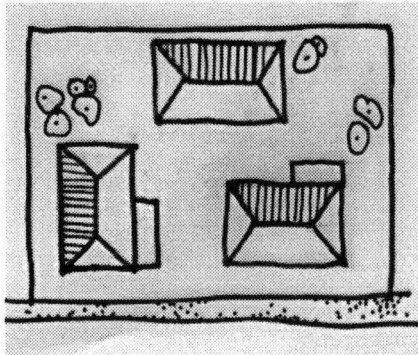
Units - a variation on the same theme. Dwellings arranged on a larger lot but each one still surrounded by space.

Depending on the scale of the city, some inner city areas have been redeveloped with high rise flats which are typically tower buildings surrounded by space.

(f)   Service Stations, Car Yards, Service Centres

These types of developments typically consist of a small building set in an expanse of tarmac with large signs and multiple points of access. This typology has evolved since the advent of the car and is designed with the convenience of the driver in mind. However, the pedestrian can feel vulnerable picking a path along the ill defined edge between the tarmac of the private development and the public space of the pavement.
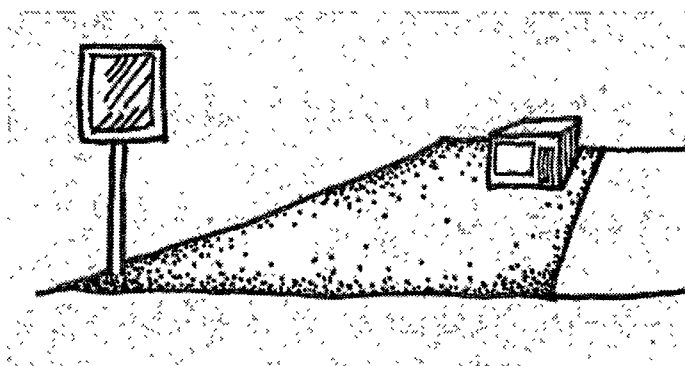
*Service Station, Car yard or Service Centre: a modest building
with a large area of tarmac. A large sign is required to announce
the establishment to passing traffic.*

2.2   The Pattern of Urban Form in Inner City Mixed Use Neighbourhoods

The pattern of urban form, which is made by the way in which the formal typologies described above are placed and the relationship of their placement with the surrounding space, is significant to the appearance and function of a place.

A distinguishing feature of the pattern of urban form that characterises inner city mixed use neighbourhoods is the presence of two distinct patterns, the old existing pattern and a new one which is interspersed or overlayed on the existing pattern.

The two patterns are present largely as a result of the more recent re-development of these areas for commercial and industrial purposes and in some areas, for new residential development. The re-development of land has usually been accompanied by the introduction of a new pattern of urban form.

Where the neighbourhood is completely "renewed" there may be little visible evidence of the old pattern remaining. But where the re-development is piecemeal the affect may be patchy. This can result in evidence of both patterns being experienced, creating confusion, disorder and a lack of continuity.

It is useful to understand how the underlying pattern of urban form in these neighbourhoods originated and how it has been transformed by the process of redevelopment. The underlying traditional pattern of urban form and the new pattern introduced by the redevelopment of land are discussed below:

(a)   Underlying Traditional Pattern

When inner city mixed use areas were first established late last century they were typically developed for working class housing in association with employment sources such as wharves, rail yards and military establishments which in turn attracted the concentration smaller service industries and commercial developments. It was not unusual for these areas to be sited on poorer quality land with the better land being taken up for prime residential, civic or commercial development.

During the late nineteenth century the surveying profession had much to do with the layout of new towns and cities. Certainly the "planning" of much of the urban settlement that occurred in Australia at that time was directly influenced by surveyors.

Surveyors showed a preference for a grid pattern of streets with a hierarchy of road widths and many of our inner city areas display this underlying characteristic.

The dimensions of lots were based on the requirements of the day and did not provide for car parking and vehicular access. As a result, it was usual for lots to be on the smaller side with narrower street frontages. Lots of 3-400 m2 with 12-15m frontages were typical and required the use of building techniques, such as party walls and minimal setbacks to make efficient use of the land. This resulted in higher residential densities than those usually associated with suburban development today.

The underlying pattern in many inner city areas is one of a grid layout of streets of varying widths to which small lots have frontage. The street is a clearly defined space of some significance, not only as part of a transport system but as a public space in its own right. This pattern is punctuated by some larger sites which served specific functions, such as rail yards, wharves and large industries. Residential uses tended to be found in the same neighbourhood as commercial and industrial developments because they were ready employment sources.

(b) New Pattern of Re-Development

As a result of the redevelopment of inner city areas for commercial and industrial purposes and in some areas for new residential development, a new pattern of urban form has appeared. The traditional pattern of form is often obscured by the overlaying or interspersing of the new pattern.

The new pattern of form tends to observe a different spatial order. The new building typologies are those that are surrounded by space and have more spacious proportions. As a result, redevelopment often entails the consolidation of two or more small lots to make one 'useful' site. Although lot amalgamation is contingent upon the scale of the redevelopment and its particular space requirements, there has been a general trend for larger lots to satisfy present day minimum planning and building requirements, such as car parking, the provision of access and on site manoeuvring space, landscaping, and setbacks.

It is also not uncommon for properties, in anticipation of their redevelopment, to be neglected and fall into disrepair. Examples of voluntary dereliction are common and sites with low value buildings are often cleared and used for surface car parking or storage. This introduces another spatial element to the pattern of these neighbourhoods.

This 'break down' of normal spatial relationships has been described as 'lost space' by Roger Trancik. Lost space is "left over" or "unstructured" space. [3] Although Trancik's work focuses on the physical blight of larger cities, there are many parallels with smaller urban areas. The symptoms and probable causes are fundamentally the same.

2.3 Traditional Urban Form and Its Renaissance

Traditional urban form is characterised by a hierarchy of intersecting streets to which individual lots have frontage. The buildings on the lots address the street and give definition to its edges. In this traditional model of form, the street is an important public space and much more than a conduit for traffic. [4] It contributes to the character and visual order of a place and provides a place for social contact.

A traditional pattern of urban form is also human in scale. Compactness is achieved by smaller lots and shorter intervals between the intersection of streets. Buildings are not

as high. In Tasmania they are usually confined to one or two storeys but in other places tend may be confined to three or four storeys. This close-knit pattern tends to bring home and work closer together, generating a mix of social and economic activity.

In contrast, modern urban form is characterised by amorphous space around buildings, often making the boundary between the lot and street indistinct. This has the effect of undermining the street as a place. In the modern order, the space around buildings (including streets) is secondary to the design of the building itself.

The scale of modern urban form is also far more expansive to provide the greater dimensions demanded by vehicular transport. Lots are bigger to accommodate access and parking for vehicles and building setbacks are imposed to provide a buffer from the road.

In the United States the urban design profession has associated itself with the sustainable development agenda through a renaissance of the values of traditional urban form. This movement is known as the New Urbanism or neo-traditionalism and embraces the work of Andres Duany, Elizabeth Plater-Zyberk, Peter Calthorpe and others. [5]

New Urbanism is a revival of the principles that were applied to city planning and design before modernism intervened. [6] Admittedly, many of the Movement's show case projects relate to new development rather than re-development, but this could be seen as an appreciation of the qualities of urbanism [7] and a desire to bring some of its attributes to the areas subject to the greatest growth pressures.

The New Urbanist philosophy is based on the principle that:

> "Community planning and design must assert the importance of public over private values". [8]

It has application to all scales and contexts, from the inner city to the wider region. It emphasises a diversity of land uses, a compact pattern of form, the design of quality public space and advocates keeping the needs of the car in perspective, favouring public transport systems, cycling and walking.

NOTES

1. Jon Lang, <u>The Human Dimension of Urban Design</u>, Urban Futures, Number 17, 1995 (p 26)

2. Elizabeth Moule and Stefanos Plyzoides, 'The Street, the Block and the Building' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xxi)

3. Roger Trancik, <u>Finding Lost Space - Theories of Urban Design</u>, Van Nostrand Reinhold, 1986, (pp.3-4)

4. Elizabeth Moule and Stefanos Plyzoides, 'The Street, the Block and the Building' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xxi)

5. Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994 (pp. ix-x)

6. Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p226)

7. Peter Calthorpe, 'The Region' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xi)

    Urbanism is defined by its diversity, pedestrian scale, public space and structure of bounded neighbourhoods.

    Elizabeth Moule and Stefanos Plyzoides, 'The Street, the Block and the Building' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xxi)

    Urbanist principals "prefer human scale over that of the auto, balance private interests with public interests and employ simple and physically determined methods over those that are complicated and solely legal-minded."

8. Todd W Bressi, 'Planning the American Dream' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xxx)

3.0 MAINSTREAM PLANNING PRACTICE AND BROADACRE PLANNING VALUES

Mainstream or orthodox planning practice has adopted an approach which is based on what could be described as broad acre planning values. Several influences have led to the adoption of this approach, all of which are closely inter-related:

- the emergence as the suburb as a model for development and a preferred style of living;

- land use zoning as the predominant tool in planning practice;

- technological change which has inspired and encouraged car dependent cities;

- the application of modernist principles to urban development.

Broad acre planning values underpin an approach to planning and development which is expansive, single use and car dependent. It is evident in the separation of land uses by the use of zoning, the prescription of arbitrary building set backs, an 'over kill' in the standards required for car parking and access and the exclusion of the public domain from the planning process. This approach is well intentioned and has for many years been advocated as a model for best practice in the planning and design of cities.

The ability of such a model for urban growth to be sustained over the long term is now being called into question. Urban sprawl is an obvious negative outcome but it is only recently that the insidious impact of this approach on the liveability of cities in the widest sense is beginning to be recognised.

Because it has been accepted as a model of good planning practice there has been a tendency to apply its principles as widely as possible, not just to new development at the city fringe but also to the redevelopment of the inner city. The result has been the erosion of the quality urban form in the inner city which has had aesthetic and functional consequences, most obviously manifest as declining amenity.

However, there has been a tendency to attribute declining amenity to land use conflict although in many cases the siting and design standards that are enforced under planning schemes have resulted in developments that are not good neighbours. The irony of the situation is that the underlying pattern of form in these older neighbourhoods which has been undermined by the imposition of modern typologies and patterns of form, is probably a more successful model than that espoused by the planning mainstream. This has received recognition with the recent revival of traditional urban form values in the design of cities, coined neo-traditionalism or new urbanism.

In the following section the ideas and practices that have influenced the establishment of broad acre planning values are discussed.

3.1 Suburbanisation

Suburban aspirations and values have been influential to the plight of the inner city in a number of ways:

- suburban growth has historically attracted high levels of development investment and the suburban lifestyle has been heavily marketed, leaving the inner city to decline;

- transport networks are required as part of the suburban package, and have contributed to the older parts of cities being carved up for motorways and other transportation networks;

- the standards applied to 'green fields' suburban development, such as building set backs and car parking, have become a model for much wider application, including the inner city.

(a)   The Growth of the Australian Suburb

Suburbia was borne of a planning ideal first popularised late last century. Originally it was a strategy to improve the health and safety of the places we live in. Orderliness and decency are its main selling points. This is achieved by separation, not only from residential neighbours, but more especially from industrial and commercial uses that may pose a threat to residential amenity.

Early Australian suburbs were modelled on Ebenezer Howard's "Garden City" [1]. In the "Garden City" land uses are compartmentalised, separated from those liable to cause conflict and the city is encircled with a green belt. This model struck an accord with the aspirations of colonial Australians wanting to escape the ills of dense urban settlement and has had a lasting influence on the growth and pattern of urban development in Australia.
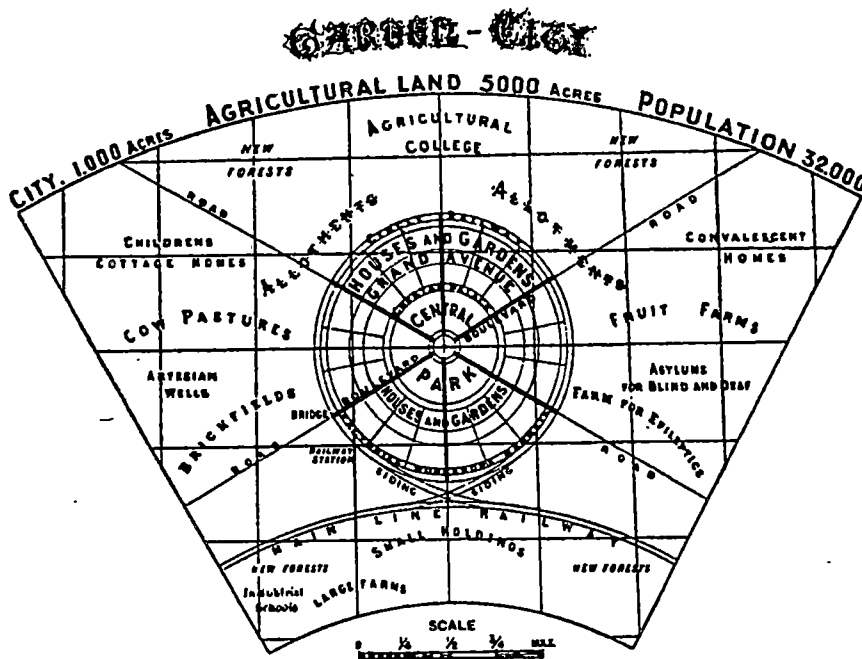
Ebenezer Howard's Garden City Plan:
From Howard's "Garden Cities of Tomorrow" published in 1902

(Source: Emerging Concepts in Urban Space Design, G. Broadbent, 1990)

Although the suburb had its origins late last century it gained its greatest momentum after the second World War [2]. It was hastened by the demand for housing created by the baby boom after the war and the rapid change to transportation and communications technologies that made it easier for us to live further away from our work.

Other even lower density forms of development also gained a foothold in the market place at this time. Frank Lloyd Wright's "Broadacre City"[3] promoted the revival of a rural existence in America and parallels can be seen in the emergence of rural residential development in Australia . Rural residential development took the notion of living in clean and spacious surroundings a step further than the "Garden City" model. It is now a widespread form of development at the fringe of many Australian cities.

However, after decades of government backing and hefty investment in suburban development, this form of development is now under scrutiny. Rather than realising all our hopes and aspirations, suburbia has contributed to the social isolation of its inhabitants and homogeneity of our sprawling cities. Now the economic reality and potential environmental repercussions of urban sprawl have prompted governments and the wider community [4] to question the sustainability of broad acre suburban development.

Suburban Development: *in this case an American example but not dissimilar to the expansive pattern of suburban growth experienced in Australia.*

(Source: God's Own Junkyard, Peter Blake, 1964)

Recent changes in government policy on urban development reflect the mixed fortunes of the suburban ideal. The commitment to providing infrastructure to facilitate expansion in the 1960's and 70's has been superseded with policies promoting urban consolidation including inner city re-development, recycling of obsolete buildings, dual occupancy, infill housing, zero lot alignment and small lot subdivision.

(b)   The Decline of the Inner City

At the same time as the suburbs were expanding the inner city was undergoing a process of decline. Although many factors contributed to this decline, the preferences of a more affluent and mobile population for a suburban existence had a significant impact on the inner city [5].

The process of decline seems to gain momentum as market forces come into play. As the value of properties falls, so the investment in the adequate maintenance of buildings dwindles and property values continue to decline [6]. Despite their dilapidated appearance, these areas are conveniently located close to other services and infrastructure and are attractive to low rental commercial uses. They are prime places for small commercial enterprises to get started utilising converted houses and back sheds. These areas also provide opportunities for the rental and low cost housing market by virtue of their depressed state.

During the 1960's and 1970's the blight of inner city areas prompted government intervention. Governments of the day pursued renewal and relocation policies with great commitment. Old housing stock was bulldozed to the ground because it was thought to be beyond its useful life or was in the way of a new motorway or office block [7]. The scale of these projects was such that government acquisition of land was usually necessary for their implementation.

There was ultimately a backlash to this heavy handed approach. The grass roots community led reaction to urban renewal that followed engendered a greater awareness of urban issues and enshrined the community's right to participate in the development process. The community's reaction to the proposals of the day also signalled that a change in values was occurring and that inner city neighbourhoods were being seen in a new light.

At the same time as large scale redevelopment was occurring, the inner city was undergoing a much more insidious process of change. Many of the development standards established as models for new, 'green fields' development were applied with good intention to re-development in the inner city. Building set backs, landscaping and car parking requirements were applied across the board without regard for local characteristics. Although not widely recognised, this has eroded the physical quality of inner city neighbourhoods. In fact, many criticisms of the re-development that tends to take place in these neighbourhoods may be attributed to poor design rather than to genuine land use conflict.

(c)   Suburban Growth v. Inner City Redevelopment

Peter Calthorpe says of the American experience:

> The suburb was the driving force of the post-WWII era, the physical expression of the privatisation of life and specialisation of place which marks our time. The result of this era is that both the city and the suburb are now locked in a mutually negating evolution toward loss of community, human scale, and nature. In practical terms, these patterns of growth have created on one side congestion, pollution, and isolation, and on the other urban disinvestment and economic hardship. [8]

The exodus from the inner city to the suburbs, followed by the abandonment of policies of urban renewal and industrial and commercial redevelopment of the inner city, have left behind neighbourhoods arrested in a state of transition. These neighbourhoods, blighted by neglect or inappropriate zoning possess considerable potential if their development is properly managed.

If it is found that expansive suburban development is unsustainable, then the renaissance of the inner city may become a matter of necessity rather than choice. Certainly, recent government policy for urban development suggests a new consciousness is emerging to which the notion of sustainable cities is central [9].

Irrespective of the instinct of planners to separate land uses, the lifestyle opportunities of mixed use inner city neighbourhoods need to be more widely appreciated. For this to occur it is imperative that the image of these neighbourhoods is improved and that a better approach to planning for their development is adopted.

3.2 The Impact of Land Use Planning

In contemporary planning practice the statutory plan or planning scheme is the principal tool for controlling and guiding development and land use. Although there are new models being developed, the greater number of planning schemes, particularly in Tasmania, provide primarily for the allocation of land use according to zones and prescribe development standards to influence the nature of a development.

This approach appears flawed for two main reasons. In particular, traditional planning instruments are underpinned by an overriding objective to control use, on the assumption that this is a singularly critical criterion and that the development standards prescribed are most often derived from the desired outcomes for green fields development and tend not to be adjusted for the locational differences that may affect development in other areas, such as the inner city.

The separation of use in inner city mixed use neighbourhoods after a mix of uses has already established is an objective that could never be realistically met and may not be a desirable outcome in any event. The imposition of development standards that have been conceived for situations where there is a "clean slate" and the pattern of development is more expansive is problematic where the existing pattern of form is different. In the case of inner city neighbourhoods a traditional pattern of urban form is often eroded or obscured by the introduction of a modern order.

(a) Planning Schemes, Council Codes and Policies

Land use planning is a widely used technique to guide and direct development. Land use planning is given effect principally through the enforcement of planning schemes. These statutory plans employ land use zoning to control development and consist of a zoning map or plan which is interpreted by reference to an ordinance. The ordinance stipulates which use categories are appropriate in particular zones, indicating for each zone which use categories are permitted as of right, permitted, permitted at the planning authority's discretion or prohibited.

It is also usual for planning schemes to include prescriptive standards that are aimed at influencing the quality of development. These standards may specify a minimum building set back, maximum building height, number of car parking spaces and so on. Generally they attach to the provisions for each zone or are included as special codes or schedules.

In addition to the planning scheme, land use planning can be given effect through non statutory codes and policies that are administered by a planning authority. For example, Council may assess specific proposals against detailed development codes or policies that are adopted by Council but that do not form part of the planning scheme. It may also impose a range of standard conditions on permits for development as a matter of policy.

(b) Zoning

Land use zoning facilitates the separation of land uses by geographically delineating the extent of land available to a particular use. Development is then directed to take place in

an area which is appropriately zoned and is prevented from establishing in inappropriate zones.

Zoning became popular in American cities during the late nineteenth century as cities began to swell in size and problems associated with the diverse activities of a dense population demanded remedy to assure the health and safety of urban populations. [10] Initially it consisted of the simple prohibition of certain uses and later became more sophisticated.

Zoning is a broad brush tool. It seeks to group like uses together in areas of the same zoning and has the affect of making land use the most critical factor in determining the suitability of proposed development. Use and development is determined on the basis of use definitions which are often also broad.

Elevating the importance of use does not acknowledge the significance of any of the other qualities of a development. For example, use definitions often do not distinguish between developments of different scale. An office is defined as an office whether it comprises the use of an existing dwelling by two part-timers or the construction of a purpose-built office block. However, the impact these developments are likely to have on adjoining properties is likely to be very different as a consequence of their differing scale of operation and their impact upon the built form of the neighbourhood.

(c) Prescriptive Standards

There are a host of prescriptive standards which are commonly found in statutory planning documents. Prescriptive standards set minimum standards for development. These standards tend to be applied according to the zoning of land or category of use.

An inherent weakness with this regulatory approach is that it is restrictive and negative rather than pro-active and positive. Although prescriptive standards might result in consistency, they seldom promote innovation and good design. [11]

This can be seen in our suburbs where the satisfaction of minimum standards seems to have thwarted innovation. Governments have responded to this situation by promoting alternative approaches to promote flexibility and good design. Rather than imposing rigorous minimum standards there has been a tendency to promote demonstration projects constructed in accordance with model codes which provide examples of ways in which desired outcomes can be met.[12]

A further difficulty is that often the development standards applied in support of zoning are based on best practice for the development of vacant land in a purpose designed, fully planned estate. This association with best practice has led, in many instances, to the universal application of those same standards across the area of the planning instrument, irrespective of local circumstances. This may have a considerable impact on the fabric of inner city areas where the existing pattern of form is different.

(d) Limitations of Land Use Planning for Inner City Mixed Use Neighbourhoods

Mixed use is the antithesis of traditional land use planning to which zoning is central. Zoning seeks to group like uses within nominated geographical boundaries. The prior existence of a use which does not conform or a proposal for a use which is outside the range of permissible uses will not sit well with this system, yet these are common circumstances. This is particularly so of those inner urban areas that are in transition.

Development standards are usually applied generally, according to land use or zoning and irrespective of any local characteristics. These standards are not always appropriate to development in established areas and can result in a detrimental affect on adjoining uses and the neighbourhood in general. This is a significant factor influencing the quality of new development in inner city areas. An example is the enforcement of a building set back to provide landscaping in a locality where a zero boundary set back may provide better screening for noise and privacy and is consistent with the prevailing setback of buildings in the area.

Statutory planning documents have also been criticised for their generally regulatory approach to development. Lynch sees a regulatory approach as inevitably something of a trade-off.

> "This kind of regulation enhances the conceptual order of a place, increased the security of property owners, and prevents certain conflicts of noise or congestion. Inflexibility, poor access, isolation, and a periodic emptiness in the environment are the corresponding prices to be paid." [13]

Despite criticism of statutory planning instruments that employ zoning and prescriptive standards, they remain the most commonly used tool for giving effect to plans and proposals for development. This can probably be attributed to the relative simplicity with which planning instruments of this nature can be administered by planning authorities, some of which have limited planning expertise. Alternative approaches, such as precinct planning using desired future character objectives to direct development, are much more complex for planning authorities and the appeal system to deliver. Desired future character objectives are qualitative objectives that leave more open to interpretation and professional judgement and could ultimately to lead to a greater number of decisions being challenged through the appeal system.

3.3 The Consequences of Technological Change

Technological change has had a dramatic affect upon the pattern and form of the cities in the 20th century. This has occurred at several levels. The car has had an immediate impact on pattern and form by dictating street width and design, building set backs, car parking and other site design requirements introducing new proportions for development [14]. More indirectly, communications and transportation technologies have been catalysts the decentralisation of certain traditional core activities, contributing to the blight of inner city areas and the sprawl of cities. These technologies are also integral to the modern movement which is discussed separately.

In many cases, new technologies have contributed to a worsening of the conditions we live in, sometimes quite insidiously. As indicators of liveability, energy consumption and environmental quality issues have traditionally had a high profile because they are easier to measure. However, as the scope of concern widens and the approach to sustainable development grows in comprehensiveness, some of the more indirect relationships between declining liveability and our contemporary urban lifestyle are likely to become the subject of closer scrutiny .

(a) The Opportunity of New Technology

The industrialised economy that was the basis for the success of most of our major conurbations has, along with the urban existence associated with it, been substantially restructured since WWII. Physical evidence of this change is manifest in the obsolescence of buildings and infrastructure that were once part of the city's life blood [15].

Railways, wharves and other important urban infrastructure built and consolidated in the late 1800's and early this century close to the hub of cities have been superseded by new transportation and communications technologies. [16] Not only does this leave behind a physical wasteland near the core of the city, but the social fabric of the neighbourhood is also markedly changed by the closure or decline of these major employment generators.

New technology has also been a catalyst in the decentralisation of urban activities. The ease with which communications can be carried out today has removed the locational advantage the CBD once held for many businesses. District centres are closer to the suburban population and the CBD has gained a perception of being too distant and too congested.[17] The ability to work from home has been made possible by the widespread ownership of computers, fax machines and mobile phones, eliminating the necessity of travelling to work.

(b) Universal Car Ownership

Perhaps the single most influential technological change to affect everyday life in the 20th century is the car. It has become so much a part of our lives that nearly everyone who is eligible or able to drive a car has one. [18] Not only has the car assumed an essential role in our lives because it has made it possible to travel where we want quickly, comfortably and independently but it has also come to symbolise freedom and personal success. As a consequence of the place of the car in modern urban culture its needs have been pandered to. Much of the change to the fabric of modern cities and towns is in some way a response to the car.

> It sets the form of our cities and towns, dictating the scale of streets, the
> relationship between buildings, the need for vast parking areas, and the speed at
> which we experience our environment. [19]

The way we shop and do business has been influenced by the car. Shopping centres with a sea of car parking or multi storey car parking are a 20th century phenomenon. They are built with the car driven patron in mind and are vast in scale compared to traditional shopping centres. Cars need room to manoeuvre and park.

The narrow streets and laneways of traditional town centres are easily congested by vehicular traffic even at modest levels. This encourages the widening of roads, the by-passing of busy streets and the minimisation of intersections. [20] Pedestrians are discouraged from using busy streets because they are noisy, dirty and dangerous. Eventually, a network of highways is superimposed to take suburbanites to and from the city with the greatest convenience.

The commitment to the car as the primary means of transport has always been problematic. Traffic engineers and planners have been battling the odds for decades. Huge investment been necessary to accommodate the needs of the car but the real cost in terms of both infrastructure and energy consumption is only just beginning to be recognised.

The figures tell us that in the United States and the UK private car usage is on the increase. [21] This has implications for the success of alternatives modes of travel. The more human and energy conscious alternatives of walking, cycling or using public transport are thwarted by the dominant interests of travel by private car which creates a hostile physical environment and solicits would-be patrons from trains and buses.

Inner city neighbourhoods have been seriously affected by the car: a swathe has been cut through these areas for motorways, new development is built to car-oriented

standards irrespective of any underlying pattern, narrow streets are congested with parked cars and the amenity of houses on busy streets eroded. At the same time, because inner city neighbourhoods are so close to the city centre they are prime locations to encourage better pedestrian and cycle routes and public transport to alleviate traffic pressure.

3.4   The New Order

Modernism has had a significant influence on the pattern and form of our cities. The principles of modernism have changed the order that characterised traditional cities, most significantly:

- space has new proportions. Modernist space is free form and bountiful. Space in traditional patterns of form is human scaled and enclosed by buildings and other features.

- in modernism the focus is upon the building. This is the reverse for traditional urban form where the space defined by buildings is the focus.

- modernism prefers a 'clean slate'. It has a radically different perspective on spatial order which does not acknowledge existing patterns of form.

- function is central to modernism. Streets are service conduits and are designed for maximum efficiency.

(a)   Modernist Principles

Modernism was a reaction to the eclecticism of the late 19th century. It was a radical movement that espoused fresh new ideas about the principles of design. It emerged parallel to the exponential growth of science and technology early in the 20th century [22].

Le Corbusier, a prominent figure in the movement, believed that the traditional city could not properly accommodate or take advantage of technology and considered the unplanned city to be chaotic and inefficient.
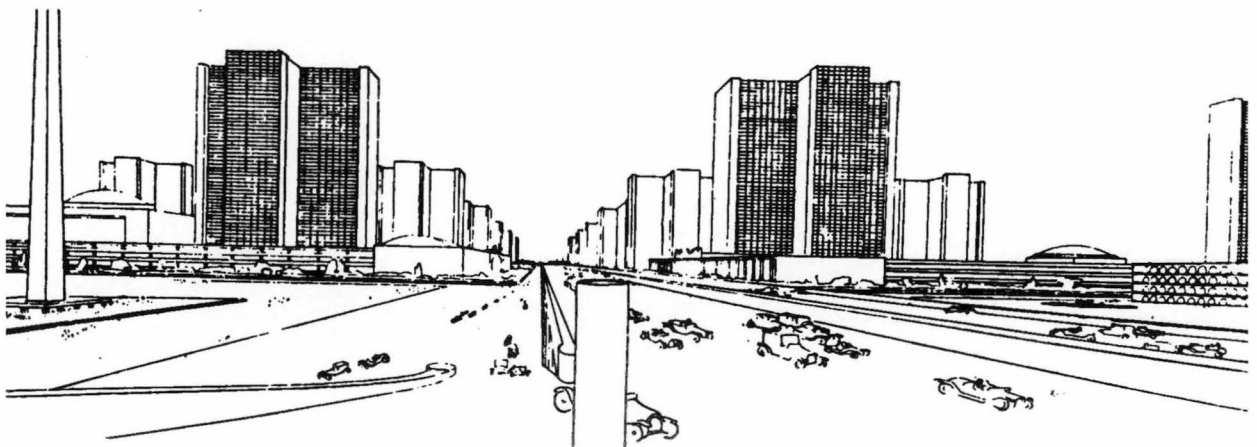
Ville Radieuse :   Designed by Le Corbusier in 1924

(Source: Emerging Concepts in Urban Space Design, G. Broadbent, 1990)

Le Corbusier's Ville Radieuse or Radiant City [23] was a highly potent image of a new utopia. It was comprised of a modern city of towers made up of modular dwelling units served by high-tech transport and communications, set in park-like green space.

Modernism transposes the traditional relationship of form and space so that the individual object, or building, is surrounded by space and is the focus of the composition. Buildings were designed according to functionalist objectives and the term 'international style', often used in reference to modernist architecture, reflects a slavish commitment to functionalism. These buildings could be constructed anywhere, regardless of local features. Their pure and undifferentiated architectural forms conferred maximum utility by enabling them to be used for any purpose. In actual fact, they were later criticised for not taking account of local and site specific conditions where these factors affected the functional qualities of the building. For example, in hot climates smooth glass towers are heat traps whereas vernacular building forms in areas of hot climate usually incorporate porches, verandahs, balconies, awnings and so on to offer relief from the heat.

The new order changed the way things had been done for centuries. Streets, and street life became obsolete because people were housed in high rise towers. Where a street like quality was desired, it could be created wholly within a building in the form of an internal mall or plaza. In this way, modernism emphasised the private domain rather than the public domain.

In contrast, traditional city form is a gradually constructed composition where the (whole) setting is the focus. It is was characterised by human scale and the definition of space that could be enjoyed as a 'public good' or positive spin off for the community. Traditional architecture had established a vocabulary of styles and forms to signify the purpose of the building and its parts.

(b)   Modernism Applied

The desire to clean up derelict parts of our older cities provided a ready opportunity to put the principles of modernism into practice [24]. In larger cities comprehensive redevelopment or urban renewal most often resulted in construction of high rise towers. These towers were supposed to provide a safe environment for their occupants and to free up land for common green space.

However, these projects were not as successful as anticipated. They have been harshly criticised for their detrimental affect upon the self esteem and identity of the communities they house and their impact on the physical fabric of cities and towns [24]. Some of the least successful projects are now being demolished to make way for alternative housing projects.

Examples of modernist building forms that are true to the ideals of modernism are easy to identify. However, modernism has had a pervasive affect on much of our contemporary building which is much less conspicuous than a high rise tower, yet cumulatively has had almost as much impact on the fabric of our cities. It is usually manifest as featureless buildings, set back from the street to give an impression of a building surrounded by a sea of space.

This is in essence a change to the relationship between the street, the lots that have frontage to the street, and the siting of buildings on lots. It is probably one of the most significant ways in which modernism has affected the inner city neighbourhoods of smaller towns and cities. In these places, the renewal projects are smaller in scale and may be large complexes of villa units. These projects are enabled by the amalgamation of small lots and demolition of existing dwellings to provide the desired 'clean slate'.

They are re-developed with "spaghetti" internal traffic circulation systems and a pattern of individual units dotted on green space. This is the converse of the underlying pattern of development which is comprised of small lots with individual houses with a regular pattern of setbacks to a grid pattern of streets.

Modernist principles have also have also changed the role of the street. The street has been superseded by the road which is little more than a traffic conduit designed for maximum efficiency. It was formerly a carriageway and an important public space. The dedication of roads to task of carrying traffic has resulted in the separation of pedestrians and cyclists from traffic, sometimes even requiring the construction of another separate network. The impact of traffic on street life has seen changes to siting and design of buildings so that they tend to anticipate an amenity problem at the interface with the street. Buildings are set back further, tall screening landscaping or fencing buffers the building from the street and so on.

(c) Ugly and Ordinary Architecture

Robert Venturi et al pioneered the discussion of the 'ugly and ordinary' in the course of an analysis of the Las Vegas commercial strip during the 1970's [25]. Venturi identified a commercial strip vernacular: a modest, low building set back on its lot, surrounded by car parking and announced by a large sign. He coined the term "decorated shed" to describe ordinary, inexpensive buildings covered with signs, lights and other decoration. This is now a common building form is in widespread use for commercial and industrial developments.

Venturi saw the totally planned approach of modernism as a vehicle for social control, its aspirations being derived from the art tastes and values of the middle class architects and planners who were its designers. In contrast, ugly and ordinary architecture is built for a market and reflects the socio-economic arrangements of capitalism. Ugly and ordinary is pre-fab and mass produced, without the need for an architect.

Venturi found a certain integrity and order in the commercial strip and ugly and ordinary building forms. This view is not shared by some others, particularly where the manners of ugly and ordinary design are allowed to erode traditional urban form, introducing a new spatial order and the spread of an undifferentiated mass image.

Highway
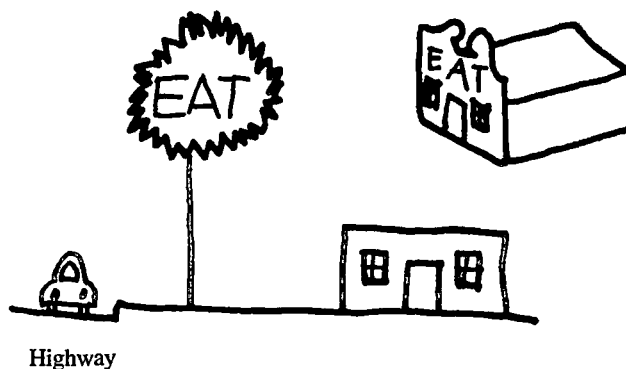
*Robert Venturi's Decorated Shed: A simple building ,
set back on it's lot, with a large sign to announce it to vehicular traffic.*

(Scorch: Learning from Las Vegas, Robert Venturi et al, 1972)

Ugly and ordinary architecture and modernism share an appreciation for the opportunities promised by technology. This results in fundamentally the same relationship of buildings with space. There is also universality in the style of ugly and ordinary buildings although this is by default, through the common use of cheap pre-fab building materials, rather than by design. That is as far as any likeness goes and certainly the embellishment of buildings with gaudy signs is the antithesis of modernist principles.

Examples of ugly and ordinary architecture can be found in most mixed use inner city neighbourhoods. It is most frequently manifest in developments for franchise tyre merchants, petrol stations, car parts outlets and the like. The building form appears to satisfy the functional requirements of the particular use and requires minimal investment in building design and construction, probably explaining the popularity of this type of building form with developers.

NOTES

1   Ebenezer Howard, <u>Tomorrow: a Peaceful Path to Real Reform</u>, 1898 (re-issued as <u>Garden Cities of Tomorrow</u>, 1902)

2.   Robyn Boyd, <u>The Walls Around Us</u>, Angus and Robertson, Second Edition, 1982, (p.94)

3.   Frank Lloyd Wright, <u>The Living City</u>, Mentor Books, New York, 1958

4.   Trevor Howells in <u>The Walls Around Us</u>, Angus and Robertson, Second Edition, 1982, (p124)

5.   Peter Calthorpe, 'The Region' in Peter Katz, <u>The New Urbanism - Toward an Architecture of Community</u>, McGraw-Hill Inc., 1994, (p.xii)

6.   Otto Davis and Andrew Whinston, 'The Economics of Urban Renewal' in Wilson, James (editor), <u>Urban Renewal: The Record and the Controversy</u>, MIT Press, 1966

7.   Trevor Howells in <u>The Walls Around Us</u>, Angus and Robertson, Second Edition, 1982, (p.127)

8.   Peter Calthorpe, <u>The Next American Metropolis - Ecology, Community and the American Dream</u>, Princeton Architectural Press, 1993

9.   The recently introduced Resource Management and Planning System in Tasmania reflects a move to sustainable development objectives and dove-tails with Commonwealth Initiatives, such as Building Better Cities, AMCORD, ILAP and others.

10.   Nolan, Robin, <u>Commercial Operations: Housing - a Study of the Effects of Commercial Operations in Residential Environments</u>, unpublished report submitted in partial fulfilment of the Diploma in Environmental Design, Tasmanian College of Advanced Education, 1973

11.   Ibid, (pp 238-239)

12.   Green Streets, Australian Model Code for Residential Development (AMCORD), Building Better Cities (BBC) are examples of recent joint initiatives by federal, state and local governments to address the mediocrity and monotony of traditional residential development.

13.   Lynch, Kevin, <u>Site Planning</u>, MIT Press, 1962, (p314)

14.   Peter Calthorpe, <u>The Next American Metropolis - Ecology, Community and the American Dream</u>, Princeton Architectural Press, 1993, (p.27)

15.   Roger Trancik, <u>Finding Lost Space - Theories of Urban Design</u>, Van Nostrand Reinhold, 1986, (pp.1-2)

16.   Ibid., (p.17)

17.   Harley Sherlock, <u>Cities Are Good For Us</u>, Paladin, 1991, (p.108)

18.   Ibid, (pp.112-113)

19.   Peter Calthorpe, <u>The Next American Metropolis - Ecology, Community and the American Dream</u>, Princeton Architectural Press, 1993, (p.27)

20.   Ibid.

21.   Ibid. and Harley Sherlock, Cities Are Good For Us, Paladin, 1991, (p.108)
22.   Roger Trancik, Finding Lost Space - Theories of Urban Design, Van Nostrand
       Reinhold, 1986, (p21)

23.   Le Corbusier, The Radiant City, Faber and Faber, 1964 (originally La Ville
       Radieuse, Vincent, Freal and Cie, Paris, 1933)

       *In Europe and the UK the physical damage caused by WWII provided a ready
       opportunity to apply the principles of modernism.*

24.   HRH The Prince of Wales, A Vision of Britain - A Personal View of
       Architecture, Doubleday, 1989

25.   Robert Venturi et al, Learning from Las Vegas, MIT Press, 1972

4.0 THE SHORTCOMINGS OF MAINSTREAM PLANNING

Mainstream planning practice, or land use planning employing zoning and prescriptive standards as its key features, has been widely regarded as a model for best practice and is still the predominant approach in current planning practice.

The preceding sections describe the present impasse which has resulted from the way we have handled urban development for the greater part of the 20th century. This is due, at least in part, to the shortcomings of mainstream planning practice.

The criticisms of the way we plan and facilitate the development of cities and alternative ways of dealing with the situation that have been canvassed at a theoretical level are useful in developing a new approach to planning for mixed use neighbourhoods. It is significant to the way we plan for these neighbourhoods that there is a body of thought that supports greater diversity, human scale and higher density, with reference to the success of traditional city form. The following section pursues some of these ideas.

4.1 The Argument for Diversity

Our cities have been widely criticised for lacking vitality and spirit. Jane Jacobs believes that the life of the inner city has been impoverished by the efforts of what she calls "sorter planners". Jacobs finds that mainstream planners are obsessed with the spatial organisation of the city's form and have actively promoted urban renewal and the relocation of industry and housing to separate 'green fields' sites. She argues that this destroys the fine-grained interrelationships of organic cities by artificially separating where you live from where you work [1].

Inspired by a mixture of social, physical and economic objectives, she recommends restoring diversity to cities by facilitating the following four necessary conditions:

1. The district, and indeed as many of its internal parts as possible, must serve more than one primary function; preferably more than two. These must insure the presence of people who go outdoors on different schedules and are in the place for different purposes, but who are able to use many facilities in common.

2. Most blocks must be short; that is, streets and opportunities to turn corners must be frequent.

3. The district must mingle buildings that vary in age and condition, including a good proportion of old ones so that they vary in the economic yield they must produce. This mingling must be fairly close-grained.

4. There must be a sufficiently dense concentration of people for whatever purposes they may be there. This includes dense concentration in the case of people who are there because of residence. [2]
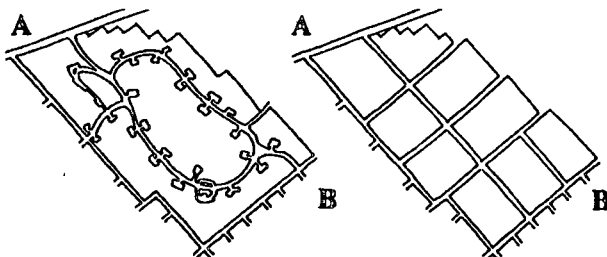
Short blocks with frequent opportunities to turn corners are recommended by Jane Jacobs.

Small blocks provide a greater choice of routes than large blocks or layouts incorporating cul-de-sacs.

(Source: Responsive Environments, Bentley et al, 1985)

Richard Sennett is equally harsh on planners whom he believes are on a puritanic mission. He launches an attack on planners for creating emotional poverty with their attempts to purify cities, accusing them of controlling what was a threat to them by eliminating the potential for surprise [3].

Sennett argues strongly that social interaction, including conflict, is necessary to the development of personal identity. He recommends diversity and density as ways of increasing the potential for interaction and the nature of that interaction. Diversity will throw dissimilar groups together and density will increase their proximity to each other, heightening the tension that an individual will have to cope with [4]. However, his approach is so radical that it has done little to influence orthodox planning.

Christopher Alexander shares a concern for the need for close inter-relationships in a healthy city. He is cognisant of a close relationship between the pattern and design of urban form and activity. He describes city structures as either "trees" or "semi-lattice" in The City Is Not a Tree [5], finding that natural cities have semi-lattice structures and artificial cities have tree structures. These terms describe differing levels of inter-connectedness between related elements (elements may include aspects of form and activity). The semi-lattice is a closely woven, multi dimensional structure, with a large number of interactions and associations possible. A tree has far fewer connections. The semi lattice is diverse and fine grained and the tree is rigidly organised and simple.

All of these commentators share a belief in the need for diversity as a catalyst for vitality and liveliness in cities. Diversity increases the range of possible interactions and this is furthered by a close knit, complex pattern of urban form.

4.2 Loss of a Sense of Place

The identity of cities as places has come under threat with the wave of sameness that modernism and modern living have conferred. This condition has not gone without notice and has led to an appreciation of a 'sense of place' - "... the ability to recognise different places and different identities of place" [6].

The 'sense of place' approach is inherently complex because it recognises the interconnectedness of the social, physical and economic relations of a place through the passage of time. Orthodox statutory planning has been a catalyst to placelessness by prescribing arbitrary standards that breed uniformity and promote homogeneity through land use zoning.

Although there has been little scope to promote sense of place objectives in mainstream planning practice, there are a number of related ideas that have had individual influence over the planning system spanning the last 25 years. The most significant of these are the ground swell for community participation in the planning process and the conservation of cultural heritage.

Community participation in the planning process has been formalised in response to 'grass-roots' opposition to 'big government' during the 1960's and 70's. The community's participation in the planning system is aimed at involving the community in local planning decisions to give it greater ownership of its place. Programs such as Mainstreet [7] consciously promote a participative process in the design of built environments.

Although the conservation of buildings has its origins in the late 19th century, over time it has evolved into a much broader concept, embracing objects and places of cultural significance. The loss of cultural heritage through the redevelopment of older

parts of the city has brought a recognition of the contribution cultural heritage makes to the interpretation and temporal context of a place.

These themes continue to attract attention. Community participation and an appreciation for vernacular architecture are strong themes in HRH The Prince of Wales' controversial commentary on the fabric of modern English cities[8]. He is concerned at the social cost of planning failures and urges us to revisit the successful formula of traditional city form which created a sense of place and made a positive contribution to the liveability of cities.

There has been a gradual recognition and acceptance of the value of a sense of place in the creation of well planned cities. Nowadays it is not unusual to see an analysis of place in strategic planning documents and proposals for intervention which specifically address the need for development to have regard to a sense of place. In the domain of statutory planning, precinct planning incorporating desired future character statements as planning objectives for each precinct offers an alternative to land use zoning which is mindful of the city as a place comprised of parts, each having its own identity. However, precinct planning is yet to gain widespread use, probably because its complexity implies less certainty to developers, which is not necessarily the case.

4.3   Lack of Order

Kevin Lynch in his ground breaking work The Image of the City pursued the relationship of the form and design of cities with the way we understand them and navigate them. He introduced a whole new vocabulary for city form, coining the terms 'legibility' and 'imageability'. The term legibility refers to the apparent clarity of the cityscape[9] and the term imageability is "... that quality in a physical object which gives it a high probability of evoking a strong image ..."[10].
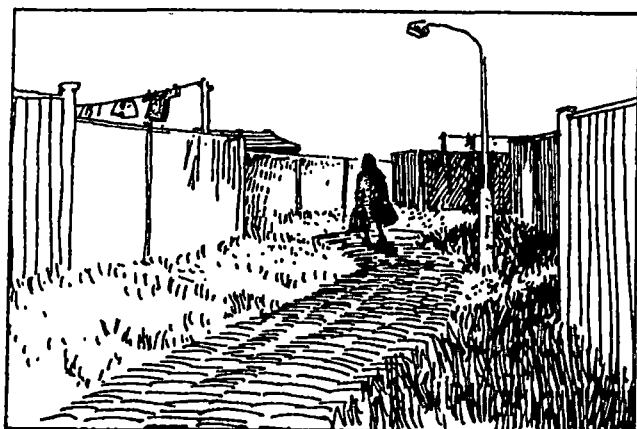
In this example legibility has been eroded by the separation of pedestrians from vehicles.

Pedestrians are directed along the back way where the key physical elements identified by Lynch are not arranged in a legible pattern. This makes it harder for the user to form a clear and accurate image of the place.

(Source: Responsive Environments, Bentley et al, 1985)

Lynch identified a series of elements that punctuate and give meaning to the way the city looks[11]. His key of common features is a useful aid to conceptualising the way in which city form is ordered and can illuminate the implications of new development for the meaning of cities.

Although Lynch was not an advocate for the establishment of a new design profession, his work has been influential to the urban design profession. Urban design advises the architectural and planning professions how to site and design buildings that are respectful of the space within which they are set. It bridges the specific interest of architecture in individual sites and buildings with the general interest of planning in the larger canvas of the wider city.

Urban designers have shown an interest in the modified pattern of city form which has been brought about by the circumstances mentioned earlier. Roger Trancik identifies a spatial condition he calls "lost space". It is the physical blight caused by vacant land, surface car parking, motorways and inappropriate building forms. The term conveys an ambiguity or disorder [12].

Christopher Alexander, a prominent urban design theorist, sees the key to order and meaningfulness as an organicness or wholeness. He believes that piecemeal growth without a predetermined idea of how growth will occur is crucial. This perspective has been reached by developing an appreciation of the form of traditional towns and cities.

Alexander proposes a new theory of urban design which is based on an overriding rule:

> That every act of construction, every increment of growth in the city, works towards wholeness.
>
> Every increment of construction in the growing city must be designed to preserve wholeness at all levels, from the largest level of public space, to intermediate wholes at the scale of individual buildings, to the smallest wholes that occur in the building details.[14]

Alexander believes that growth should be incremental and always contribute to the growth of a larger whole. He believes this will result in a fine grained pattern of growth which has a self balancing order. He is staunchly opposed to rigid plans and instead proposes a radically different technique of administering the process - a system of guiding rules without a overall plan.

This technique could be seen to have parallels with performance based planning that has been mooted as a means of managing environmental quality in planning. This allows development to occur more freely provided it meets the nominated outcomes. The outcomes are aimed at meeting certain end objectives, the means by which the outcomes are met being secondary. This would see the removal of prescriptive performance standards and possibly even zoning plans.

4.4 Sustainability

Ultimately, what seems most likely to be a catalyst for change to the current approach to planning is the global interest in sustainable development. Much of the commentary on the way orthodox planning has failed us reveals an erosion of the some aspect of liveability and is in this way pertinent to the sustainability mandate.

Sustainable development has been defined in many different ways and as it is not intended to pursue the concept in any depth in this project, it is sufficient to say that sustainable development is about inter-generational resource management and is based on ecological principles. In an urban context, sustainable development may be furthered by maximising the opportunities afforded by investment in social, economic and physical infrastructure in existing areas and ensuring our cities are liveable places.

Improving our approach to planning for inner city mixed use neighbourhoods may enhance their livability and reduce the need for further development at the urban fringe. This will maximise the infrastructure advantages enjoyed by inner city neighbourhoods and prevent any need to expand infrastructure at the fringe.

Many of these ideas have been with us for some time and have gained credibility over time. For example, in Reviving the City - Towards Sustainable Urban Development published by Friends of the Earth, the objectives for sustainable urban development share much in common with the ideals promoted by Jacobs thirty years before:

"Sustainable urban development must aim to produce a city that is 'user-friendly' and resourceful, in terms not only of its form and its energy efficiency, but also its function, as a place for living. The City must be of a form and scale appropriate to working, cycling and efficient public transport, and which has compactness that encourages social interaction."[15]

The direction sustainable development initiatives are taking in many cases coincides with the remedial actions proposed by the critics of orthodox planning practice. That is, a demand for greater diversity, increased density (through a more compact pattern of urban form) and a return to proportions of a human scale. That the way we have approached planning to date is potentially unsustainable will be the single greatest incentive for reform.

It seems that to meet sustainable development objectives we can no longer afford not to maximise the value of mixed used neighbourhoods. These areas are already serviced, have existing building stock that can be reused or redeveloped and enjoy the benefits of proximity to the central activities district and all its incumbent social and economic infrastructure. Not only do mixed use neighbourhoods present an opportunity in themselves, the management of development successfully in these areas may prove a useful model for the way we plan new urban growth at the fringe.

4.5 The Consequences for Inner City Mixed Use Neighbourhoods

Mixed use neighbourhoods have been unpopular due to the dominant culture in planning practice being one of separating land uses. Mixed use has tended to be viewed as uncontrolled development because good planning practice has for so long been based on the separation of uses.

On closer examination, the case against mixed use is not so clear cut. There are recurring criticisms of land use planning for the way it artificially separates the places we live in from the places we work in. This creates social isolation, periodic inactivity in either places of work or residence, need for expensive transport infrastructure and so on.

There is clearly strong support for a change to the way we have been planning the development of cities. Ironically, inner city mixed use neighbourhoods possess many of the qualities the critics seek to revive. There is already a mix of uses, an underlying compact urban form which is human scaled and a ready established social and economic network.

The emergence in the United States of neo traditionalism or the New Urbanism is a sign that change is in the air and confirms the potential of inner city mixed use neighbourhoods. This new approach recognises that there is good reason to re-evaluate the current approach to planning:

Our household make up has changed dramatically, the workplace and work force have been transformed, family wealth is shrinking and grave environmental concerns have surfaced. But we continue to build post-world war II suburbs as if families were large and only one breadwinner, the jobs were all down town, land and energy were endless and another lane on the freeway would end traffic congestion." [16]

Peter Calthorpe proposes that:

> The problems of growth are not solved by limiting the scope, program or
> location of development. They must be resolved by re-thinking the nature and
> quality of growth itself, in every context. [17]

This discussion lends support to removing the centrality of use in the way we approach planning for inner city mixed use neighbourhoods. The prior existence of a pattern of mixed use makes it difficult to apply the rules of land use planning and inner city mixed use neighbourhoods appear to have some of the qualities that have been recognised as missing in newer areas that are the product of zoning and development standards. A greater emphasis upon other features of development, such as the typologies and pattern of form may provide a credible alternative approach.

NOTES

1. Jane Jacobs, The Life and Death of Great American Cities, Random House, 1961

2. Ibid, (pp.150-151)

3. Richard Sennett, The Uses of Disorder - Personal Identity and City Life, Allen Lane, 1971 (p.96)

4. Ibid, (pp.143, 158-159)

5. Christopher Alexander, A City Is Not a Tree, in Gwen Bell and Jacqueline Tyrwhitt (editors), Human Identity in the Urban Environment, Penguin, 1972 (pp 402-404)

6. Edward Relph, Place and Placelessness, Pion, London, 1976 (p.5)

7. NSW Department of Planning, Mainstreet New South Wales Handbook, 1989 Mainstreet.

    A program concerned with maintaining and heightening a sense of place in a physical and social way. It marries townscape improvement and heritage conservation with a 'business plan' for physical, economic and social objectives.

8. HRH The Prince of Wales, A Vision of Britain - A Personal View of Architecture, Doubleday, 1989

9. Kevin Lynch, The Image of the City, MIT Press, 1960, (p2)

10. Ibid, (p9)

11. Ibid, (pp 46-47)

    Lynch identifies: paths, nodes, edges, districts and landmarks

12. Roger Trancik, Finding Lost Space - Theories of Urban Design, Van Nostrad Reinhold, New York, 1986 (pp.3-4)

13. Christopher Alexander et al, A New Theory of Urban Design, Oxford University Press, 1987 (p29)

14. Ibid, (pp 32-95)

15. Tim Elkin, Duncan McLaren and Mayer Hillman, Reviving the City - Towards Sustainable Urban Development, Friends of the Earth, London, 1991, (p12)

16. Peter Calthorpe, 'The Region' in Peter Katz, The New Urbanism - Toward an Architecture of Community, McGraw-Hill Inc., 1994, (p. xii-xiii)

17. Ibid.

INVERESK

5.0 INVERESK AS A CASE STUDY

Inveresk is a suburb in the city of Launceston and lies to the north of the confluence of the North Esk and Tamar Rivers. It is separated from the town centre by the North Esk and is reached by crossing the river at either the Charles Street bridge or the Tamar Street bridge.

Launceston is the State's second largest city and is the key centre for the Tamar region and north east of the State.
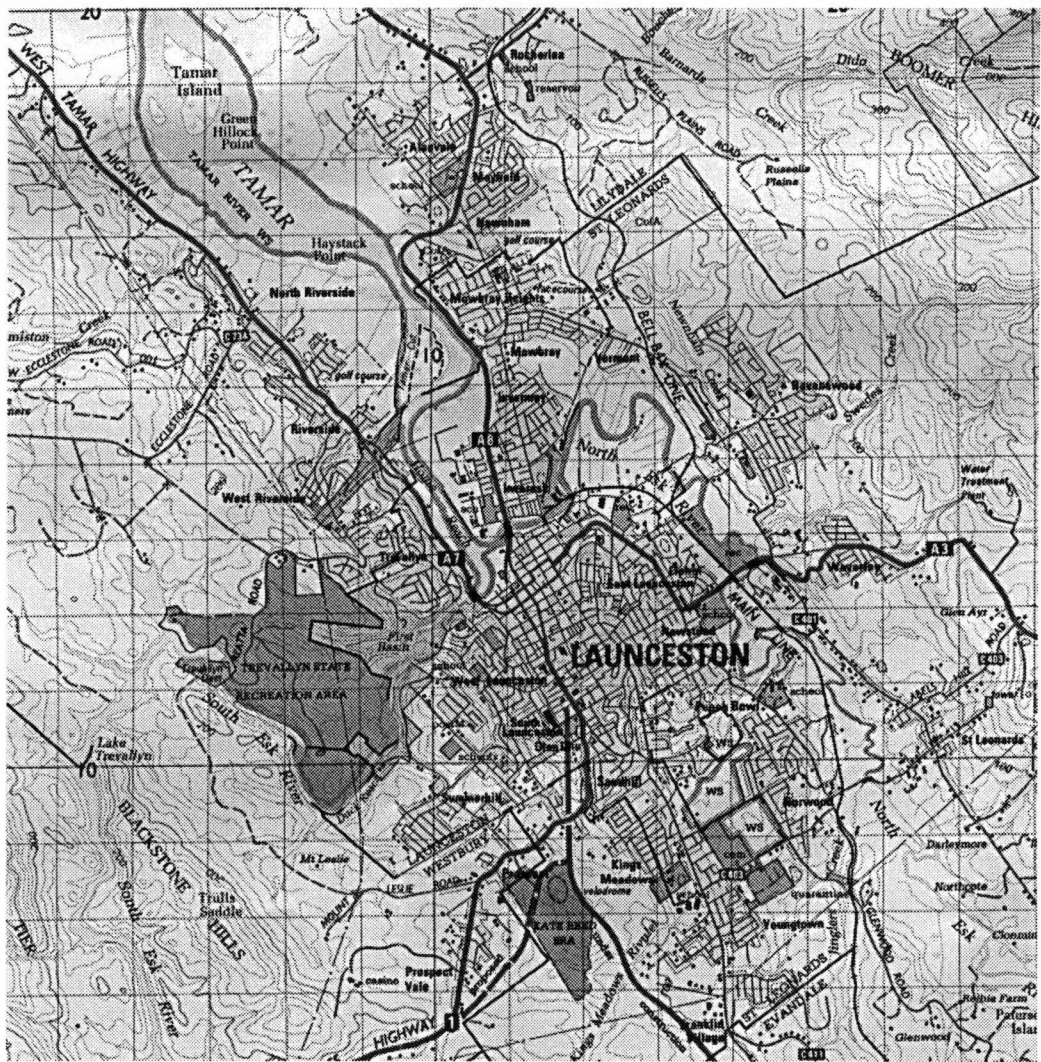
The City of Launceston: *Inveresk is located immediately north of the town centre.*

^ NORTH   *(Source: Tasmap 1:100,000 Series)*

5.1 The Study Area

Although historically Inveresk extends to the Tamar River in the west, the rail yards to the east and probably a little further north than Forster Street (after which the locality was known as Invermay), for the purposes of this exercise the area of principal interest is bounded by the East Tamar Highway (Goderich Street) and Invermay Road and Forster Street. This reduced area has "natural" boundaries as a result of the road network. That part of Inveresk which is between the Tamar River and the East Tamar

Highway has been severed from the heart of Inveresk by the highway and seems a discrete entity rather than part of Inveresk as an inner city suburb.
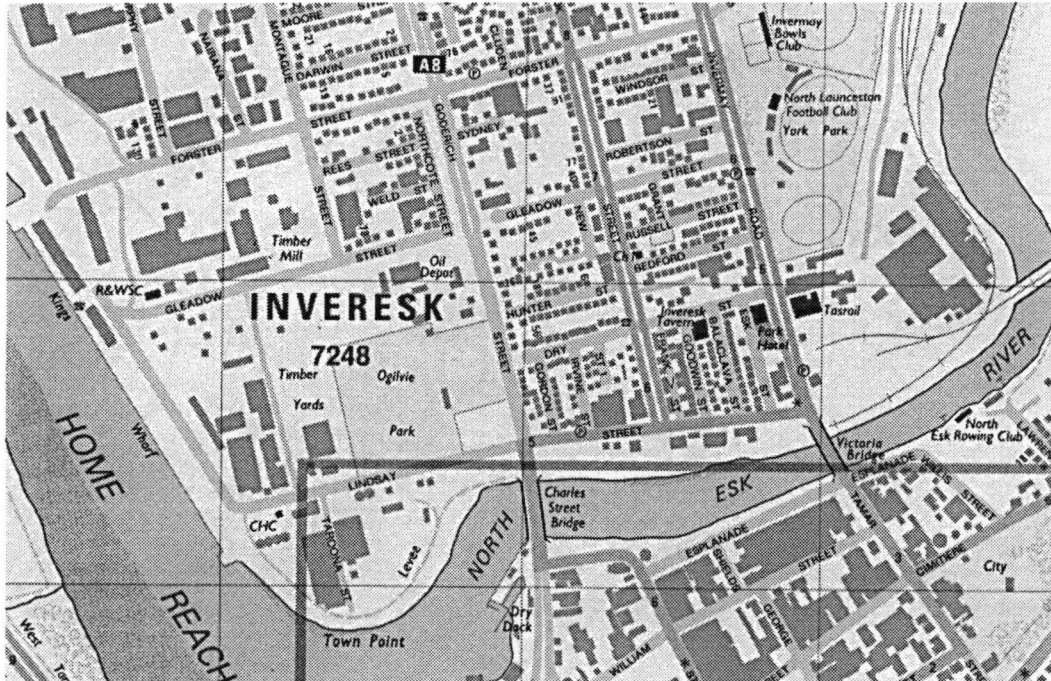
The Study Area: *That part of Inveresk between the East Tamar Highway (Goderich Street) and Invermay Road, and Forster Street. These streets carry high volumes of traffic and form a 'natural' boundary.*

^ *NORTH*   *(Source: Tasmanian Towns Street Atlas, 1:12,500)*

5.2 The Evolution of Form and Use Patterns in Inveresk

Inveresk was slow to be settled as a consequence of being on the other side of the river to the town centre. It was also low lying and swampy. However, the construction of the Tamar Street bridge in 1838 provided an important link and facilitated the reclamation and filling of swampy area

The period of peak growth for Inveresk was 1880-1920. Launceston was a successful town by this time and had well established port facilities close to town on the North Esk. A railway was established to compliment the port facilities.[2]

Settlement in Inveresk advanced in a traditional grid pattern. Some streets, such as Invermay Road and Dry Street are extremely wide. Residential development occurred on small lots in a dense pattern, generally in the central and eastern reaches. The predominant housing form was small cottages, either conjoined or free standing, many constructed of weatherboard. Inveresk was conveniently located close to employment opportunities. Not only were the wharves and rail yards close by but many other industries, such as Boags Brewery and Monds & Afleck Flour Mills, were located close to these important infrastructures.

The King's Wharf, located on the Inveresk frontage of the Tamar River, opened in 1916 and there was a tram service for passengers from the wharf to Lindsay Street. Port activities declined during the 1950's and now the Port of Launceston Authority has relocated its wharf facilities to Bell Bay at the mouth of the Tamar River.[3]

The floods of 1929 had a significant impact on Inveresk. Not only was the area seriously flooded with considerable damage being caused to property, but the potential of the area diminished by a public perception of it being flood prone. A flood mitigation program, which comprised the construction of levy banks along the river edge, was commenced in 1962 and was completed by the late 1960's.[4] The works associated with this have permanently changed the relationship of Inveresk with the North Esk River and reinforce a separateness from the centre of town.

Inveresk was gradually subject to development pressure for commercial and industrial uses. Many of the commercial and industrial interests were quite small, with the automotive and building trades well represented. There are also examples of larger operations that necessitated the consolidation of lots and there are factories and depots rather than workshops.

During the mid 1970's the State Government began construction of the East Tamar Highway. This involved the compulsory acquisition and demolition of a number of houses, cutting a swathe for the highway through the middle of Inveresk.[5] The port area was separated from the hub of old Inveresk which focussed on Invermay Road and the old rail yards. The new highway also resulted in a number of street closures, changing the pattern of both vehicular and pedestrian circulation.

Inveresk had made a transition from a residential suburb punctuated by a main commercial street and some larger employment generators to a neighbourhood of generally mixed use. Although residential use was still the predominant use, declining amenity and land use conflict were emerging as very real problem during the 1970's. This was brought into focus by the preparation of a planning scheme by Council.

The Launceston City Council had determined to prepare a planning scheme in 1946. However, it used interim planning instruments until a planning scheme was provisionally approved in 1970. This scheme was rejected by the Commissioner for Town and Country Planning and a modified version was successfully provisionally approved by both Council and the Commissioner in 1974. [6]

Commercial and industrial zoning in Inveresk was a feature of the earliest planning control for the area. The commitment to commercial and industrial use carried through to the draft planning scheme. However, there was considerable objection to the proposals for Inveresk as a result of the 3 month exhibition of the provisionally approved planning scheme.

The objections related to the loss of residential amenity, declining property values, insufficient provision for retail uses, non conforming status of existing houses being rezoned to General Commercial or Industrial and loss of open space when parks and playgrounds were already scarce[7].

This reaction prompted a review of the zoning and led to the State Government undertaking some residential renewal projects in the area. The zoning that resulted was more conducive to continuing residential use by its extent and nature. The result has been the arrest of widespread conversion to commercial and industrial uses with these being concentrated in particular places, accepting that the majority of streets were already partially developed with non-residential uses as a result of Council's interim planning controls.

Inveresk is again the focus of attention with the Building Better Cities sponsored redevelopment of the Inveresk rail yards which closed in 1993. The soon to be defunct King's Wharf has also received recent attention in a study sponsored by the State Government.

5.3 Typologies of Building Form

Most of the typologies referred to earlier are represented in Inveresk. What is significant about the typologies of building form found in Inveresk is:

- Both traditional and modern building forms are represented. By far the greater number of more recent developments have modern building forms and there are few examples of new development that embraces traditional values.

- Modern building typologies are overlayed on the underlying pattern of streets and lots and have become interspersed with traditional building typologies.

- Many of the developments that employ modern building typologies have high requirements for space. In particular, there are numerous automotive oriented businesses (motor mechanics, panel beating, service stations, car sales yards, tyre franchises and the like).

The following are examples of the range of building typologies that are represented in Inveresk:
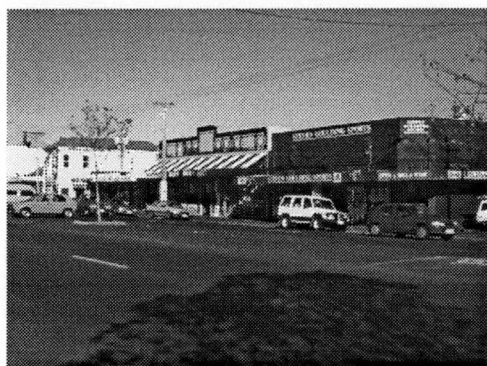
Local shops fronting Invermay Road
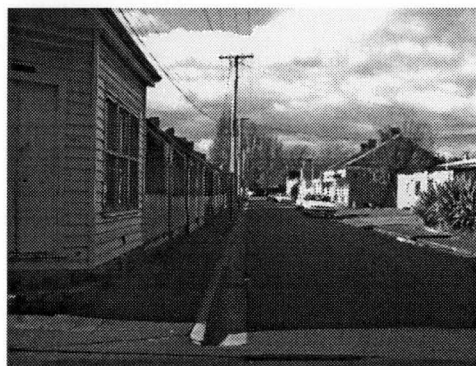
Row cottages in Russell Street

(a) High Street Shops

The shops fronting Invermay Road, from the Four Square supermarket to Steven Goulding Sports are an example of typical High Street shops. They have relatively short street frontages, suited to pedestrian shopping. They also include awnings for pedestrian comfort.

Even though some of the shops have remodelled facades or are modern in appearance, the key features referred to above have been maintained.

Some redevelopment has been quite successful. In particular, the Bizy Bee (takeaway) which is a recent re-build of three shops that observes the manners of surrounding shops. Redevelopment for three separate tenancies rather than one large shop continues the pattern of short street frontages. Use of an awning and zero setbacks has been maintained and provision made for signs in appropriate places on the building.

(b)   Terraces and Row Cottages

Russell Street is one of a number of streets in the study area where there are rows of conjoined cottages. They have no space around buildings and no space in front of the building. This creates the impression of a solid wall to the street and defines the street corridor very distinctly.

This building form is still well represented in Inveresk. However, the building stock is in a declining condition in some cases and there is no evidence of new development that observes a similar spatial relationship of zero setbacks to the street and between buildings.

Rodman's Kitchens, Holbrook Street

*Community Centre, Corner of
Holbrook and Dry Streets*

(c)   Warehouses and Factories

In Inveresk there are many examples of warehouses and factories. They vary in their design and purpose.

Rodman's Kitchens is an example of a smallish factory that has traditional proportions, yet appears to be of relatively recent construction. It is located on Holbrook Street which is a wide road with a fairly generous median strip separating the dual carriageways. The size of the building is not out of place given the width of the road. There is no set back from the road to the building. This is practical and provides greater definition between the building and the street.

Just along from this development the Grove Orange Juice warehouse is a development of similar proportions but that is setback a short distance from the street. There is a small grassed area with some planting. A rubbish dumpster has been located on this area.

This is an example of a development which was probably required to provide landscaping as part of the development approval process. Because landscaping can be time consuming and costly to maintain it is often allowed to run down. In this case, regular lawn mowing is required and the use of quick growing but short lived plants means it looks untidy and depleted after a short time. There is a tendency for this area to be viewed as a waste of space, hence its "better" use for the rubbish dumpster.

(d)   Civic Buildings

The Community Day Care centre on Holbrook Street is an example of an older building that has been purpose built for a civic or community purpose. In this case, the building looks to have been used as school originally.

It is surrounded by space which distinguishes it from the neighbouring warehouses and houses that are built with zero or small set backs to the street. The space around the building is also functional and is used for passive open space.

(e)   Bungalows, Units and High Rise Flats

Owing to the scale of Inveresk (and the inner city localities of most other Tasmanian cities), there are no examples of high rise flats. However, there are plenty of examples of bungalows . This term is used very broadly to describe single dwellings with side and front boundary set backs but that may be representative of any of a number of different periods of style.

Many unit developments mimic the relationship of a bungalow to the street, except that the buildings are set back from the internal traffic network. This type of layout does not usually result in the same relationship between the building and the street as a single dwelling does. This is because the layout must manipulated to meet requirements for private open space, car parking and privacy.

In Inveresk there are examples of unit developments that have been built as State government projects during the late 1970's and early 1980's. They have tended to use consolidated lots and have been constructed as typical medium density unit developments without reference to their locality. That is, the same approach to building design and layout as would be observed in a suburban situation has been applied in Inveresk.

There do not appear to be any examples of dual occupancies or unit developments where a single additional dwelling is added to the rear of the lot, behind an existing dwelling. The principal reason is no doubt the small size of lots.

There are no examples of residential infill which is respectful of a traditional pattern of urban form.
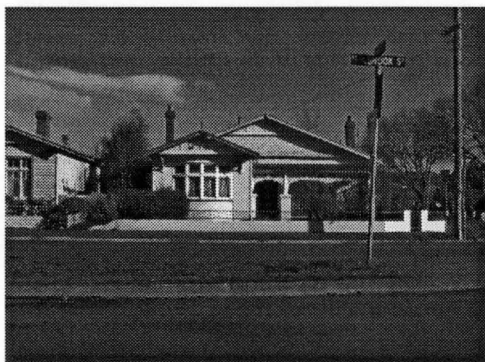
Single dwelling on the corner of
Holbrook and Forster Streets
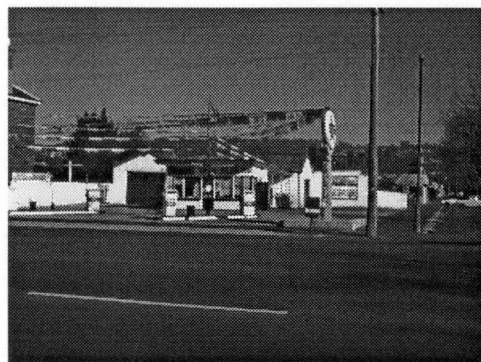
York Park Service Station,
Invermay Road.

(f)   Service Stations, Car Yards, Service Centres

There are numerous examples of this type of building form in Inveresk. They all have essentially the same relationship of buildings to space. That is, the building is surrounded by space.

This formal typology is popular for developments for automotive purposes. It provides multiple points of access from the road and plenty of free space for manoeuvring and parking. The York Park Service Station is a good example. There is an extensive forecourt for refuelling cars and only a small part of the lot is taken up by a building to service the operation.

MacDonald's, corner of Forster and Goderich Streets

The MacDonald's restaurant on the corner of Forster Street and the East Tamar Highway (Goderich Street) is another building in the same vein. It has a drive-thru facility and therefore has a site layout that enables traffic to completely encircle the restaurant. Although it is a "restaurant" it is car dependent and its siting and design is influenced by this attribute.

5.4   The Pattern of Urban Form

To gain a better understanding of the pattern of urban form in Inveresk the use of figure ground technique to establish the relationship of buildings to space is a useful tool. It is also useful to consider the pattern of lots to streets. Orthophotos combine these features so that a photo of the building "footprint" can be seen with an overlay showing the lot boundaries of individual lots, each of which is given a unique property number. However, the scale of the Tasmap Orthophoto Series at 1:5,000 does not provide a very clear impression of the space occupied by buildings and is most useful for observing the relative size of lots and width of roads. For this reason, both figure ground and orthophotos are used to illustrate the pattern of urban form in Inveresk.

Concentrating first on the relationship of individual buildings to the space surrounding them it is clear that where original buildings and lot boundaries remain unaltered, the pattern is one of buildings that define the street space, often forming a hard edge of buildings to the street. This creates an impression of the street as a corridor. There is typically a limited amount of free space to the rear of dwellings that take this form.

In instances where there has been a redevelopment of lots, the new buildings are more likely to be located a distance away from the street. In some instances, this is an arbitrary 4- 6 metres and in other instances if the building setback is used for car parking or manoeuvring the area made available may constitute the greater part of the site.

The construction of the East Tamar Highway along the alignment of Goderich Street is the single most substantial change made to the original pattern of streets in Invermay. It has necessitated the closure of a number of minor streets that would formerly have

intersected with Goderich street, continuing the grid of streets towards the King's Wharf.

It can be seen from looking at the pattern of streets to the east of the Highway that there is a hierarchical grid. Invermay Road was and remains the main road but there are several other streets that are quite wide. Holbrook street, for example, is a divided road with green space in the middle and Dry Street provides generous passage for vehicles despite angle parking being provided.

When looking at the size of lots it is noticeable that some lots have been amalgamated to facilitate commercial or industrial development. These larger lots tend to be on streets that are wider and can cope with higher volumes of traffic. Alternatively, they occur near intersections with wider, higher traffic bearing streets.

There are still many pockets where the lot boundaries appear to be unchanged and there are numerous examples of sequences of small lots along narrow streets.

Pattern or Urban Form in Inveresk

(Tasmap Orthophoto Series 1:5,000)
^ NORTH

There still remains a strong pattern of small lots with dwellings having little or no setback to the street. See the northern side of Russell Street and the western end of Windsor Street.

However, at the eastern end of Windsor Street and in Roberston Street there is a noticeable pattern of larger lots. This is most likely a result of the amalgamation of small lots into larger lots to provide a large enough site for commercial or industrial re development.

The significant characteristics of the pattern of urban form that is exhibited in Inveresk are:

• the presence of two distinct patterns, with one overlaying the other in places,

• these patterns being firstly, one of small lots with buildings sited to define the streets space and secondly, a pattern of larger lots with building set in space,

• the large lot pattern is concentrated on or near wider streets and is associated with land that has been redeveloped for commercial or industrial use.

• this pattern is overlayed on the original pattern by the act of lot amalgamation and the redevelopment of buildings,

- some of the key features of the original pattern of urban form have been ignored by recent redevelopment. For example, the width of streets such as Dry and Holbrook Streets infer that they must have been planned to have a commercial or arterial role. They are now used as minor roads providing convenient access to a range of commercial and industrial redevelopments.

5.5 Land Use and Zoning

Under the City of Launceston Area 1 Planning Scheme 1983 there are three main zonings represented in the study area. They are Urban Residential, General Commercial and Business. There are also small areas of Reservation.

There are approximately equal areas of land zoned Urban Residential and General Commercial. However, on the ground there are still a number of dwellings in the General Commercial zone that appear to still be occupied for residential purposes. Residential use has retained a strong foothold in Inveresk even though a considerable area of land is zoned General Commercial and commercial or industrial neighbours have moved in.

There is a small area of land zoned Business which is concentrated around the local shops on Invermay Road and hotel on Dry Street.

The distribution of zoning and land use does not appear to be based on any rational strategy which has regard to, say road hierarchy or likely impact on adjoining properties.

The reasons for this are not entirely clear. However, from data collected in the preparation of the Inveresk Area Study 1976[8] it appears that quite a degree of commercial and industrial use was already established by that time. Current zoning may be based on an acknowledgment of the existing pattern of land use at the time the planning scheme was prepared.

(a) Urban Residential Zone

The Urban Residential Zone is one of three residential zones in the planning scheme. The other two zones, Low Density Residential and Closed Residential are considerably more restrictive in their provision for non-residential uses.

The Urban Residential Zone provides for a range of uses, including a licensed establishment, restaurant, tourist facility, motel, professional offices and so on. It could be seen as a "soft" mixed use zone which gives preference to residential use.

The intent of the Urban Residential Zone is as follows:

> This zone comprises inner city residential areas and provides for the development of multi-unit housing, professional offices and a number of commercial uses related to the zone's proximity to the central city area.
>
> This zone also contains many of the City's historic and heritage buildings which the Scheme seeks to protect.
>
> Generally it not the intention of the scheme to allow concentrations of non-residential uses to develop.
>
> Discretion may be used to consolidate non-residential uses in specific areas where those areas, due to their locational characteristics, have already attracted such uses without detriment to the residential appearance of the locality. [9] (the areas specified do not include Inveresk)

Zoning: *An extract from the City of Launceston Area 1 Planning Scheme 1983 showing the zoning of land in the study area.*

KEY

☐	*Urban Residential*
☐	*General Commercial*
☐	*Business*
☐	*Reservation*

^ *NORTH*   *(1:7920) or 1 inch to 10 Chains)*

(b)   General Commercial Zone

The General Commercial Zone has quite broad use provisions. Not only are quite a number of different uses permitted or discretionary, there are some uses that are quite wide in their definition. For example, the General Commercial zone provides for the use definitions Service Industry and Light Industry which contemplate a diverse range of potential developments. [10]

A single dwelling is a prohibited use in this zone. Therefore, dwellings that have not yet been taken up for other uses can be described as existing non-conforming uses. Although these uses retain the right to continue indefinitely, the zoning indicates a clear intent that they should eventually be replaced by conforming uses.

The planning scheme provides the following intent for the General Commercial Zone:

> A general commercial, transport and light industrial zone where showrooms, warehousing and light or service industries of an inoffensive and non-polluting nature are permitted as principal uses.

> Considerable discretion is available to the Council in the exercise of planning controls in this zone

> Different areas in this zone have assumed differing roles because of the uses already established and the scheme seeks to reinforce these trends by favouring the following uses in the areas listed below:

> ...... [other areas]

> • Northern CBD: warehousing and storage uses .....[11] [This area includes Inveresk]

(c)   Business Zone

In the Business Zone the emphasis is on retailing, offices and entertainment oriented uses. There is only a very small amount of land zoned Business in Inveresk. It is located principally around the local shops on Invermay Road and the Inveresk Tavern in Dry Street. This does not reflect the use of land on the ground where the business part of Inveresk extends beyond these zone boundaries. For example, the Mee Wah Restaurant and Park Hotel on the corner of Invermay Road and Dry Street appear to part of the business centre but are not zoned Business. They are actually zoned General Commercial.

A single dwelling is prohibited in this zone but a flat and a caretaker's dwelling are discretionary. This will allow for a residential component to form part of any development in this zone.

The intent for the Business Zone in the planning scheme is:

> This zone is to cater for activities which need to be located in or adjacent to the central business area of the City.

> Planning controls are primarily directed towards the encouragement of business and administrative uses which are to be supported by retail, entertainment and accommodation uses.

> Scope also exists for the approval of lower density commercial and retail uses such as service stations, car sales yards and civic buildings which are not appropriate within the Central Business District Zones.

> Planning controls will be used to maintain and improve street scape and visual amenity.

Where possible, existing buildings should be conserved.[12]

5.6 Council Policy Codes

There are a number of Council Policy Codes which are given effect through Planning Scheme. These have been developed to deal with specific issues. A number of these Policy Codes have been influential upon development in the study area.

(a) Commercial and Industrial Development Policy Code

Perhaps the single most significant feature of this code is the prescription of minimum site areas which allot a percentage of the lot for the purpose of buildings, vehicles and a landscaped area.

Under the Policy Code the minimum site area for a commercial or industrial development is 750m2. Fifty percent of this area is to be dedicated to the building, 40% to vehicle space (parking, manoeuvring, access) and 10% to landscaping.

Whilst Council has the discretion to vary these criteria if it is satisfied that the standards of performance are met in some other way, this is a clear indication that larger lots will be required to satisfy the development standards for this type of uses.

In an area such as Inveresk most of the existing lots are quite small in area. In the 1976 Inveresk Area Study it was found that 62% of lots had an area of less than 464m2 (this was the minimum lot size at that time) and only 8 % of lots had an area in excess of 900m2. [13] In many cases, for commercial or industrial redevelopment to occur, amalgamation of titles will be required to satisfy the Policy Code.

It is likely that the requirement for a minimum site area will encourage lot amalgamation so that over time there will be an increase in larger lots. It is unlikely that there has been any significant re-subdivision of lots given the already modest area of existing lots.

The Commercial and Industrial Development Policy Code includes the performance standards set out in other Policy Codes, such as car parking and set backs, for easier reference.

It is noted that the Building Line (or front boundary set back) is 6m in the General Commercial Zone. This area is not to be utilised for buildings or car parking and is effectively only to be used as landscaped space. This is not only represents a waste of valuable space but may be inconsistent with the pattern of form that characterises older, inner city areas, such as Inveresk. It tends to introduce "green" space where there is traditionally a hard edge to the street. Often the landscaped set back presents a practical problem when the landscaping is not properly constructed, poorly maintained or inappropriate for the particular space. Derelict landscaping is a common sight.

Car parking requirements are based on the building floor area or employee numbers. This is the usual method for calculating car parking requirements, although the basis for setting minimum numbers may be somewhat arbitrary. The code makes a special concession to allow half of the spaces required to be "double banked". This is more efficient where the car parking is for employees who are likely to parked in the same spaces all day and will arrive and leave at the same time of day.

Access is required to be designed to allow vehicles to enter and leave the site in a forward direction. This requirement coupled with the set back standards, tends to

require an on-site traffic management solution. Usually, traffic is taken onto the site along a side boundary to the rear of the site where it must have room to manoeuvre and turn.

Where the neighbouring property is used for residential purposes this may have a considerable impact upon noise and privacy enjoyed in the residential back yard. Of course, this is also a question of scale but if no parking is allowed at the front of even small commercial or industrial developments it is inevitable that traffic will be directed to the rear of the building along a side boundary.

The Policy Code also addresses a range of issues broadly relating to environmental quality. A requirement relating to building appearance specifically seeks to eliminate the construction of "tin" sheds for commercial or industrial premises. It requires at least a facade in other materials.

Advertising signs are limited to one per site and are required to comply with the Signs By law. However, it is understood that owing to a technicality, there is currently no By-Law controlling signs and the planning scheme does not provide for control of signs. Aside from the fact that there is currently no control over signs, the Policy Code's statement that there be only one sign per site does not anticipate pressure for off site signs. It is possible that a site for which there would not normally be a demand for an advertising sign could be used for an off site sign, eg directional sign for Macdonald's.

Landscaping and fencing provisions generally appear to encourage greenery in the front building line as a screening measure. This is irrespective of the character of the neighbourhood.

(b)   Building Line Policy Code

The Building Line Policy Code stipulates a front boundary set back for development in each of the zones. As stated above, in the General Commercial Zone the set back is 6m. In the Urban Residential Zone it is 5m and in the Business Zone it is discretionary.

There is special provision for Council to relax the requirement for a landscaped area in the building set back for uses where there is a need for the outdoor display of goods for sale such as car yards. In other cases, such as for car parks, Council can relax this requirement where it is satisfied that the landscaping on other parts of the site compensates for the reduced amount provided in the front setback.

This policy code discourages alternatives, such as zero boundary setbacks.

(c)   Off Street Parking Policy Code

The code applies to all new developments, additions to existing buildings or changes to use. Council may permit a development that does not comply with the code where it is satisfied that an increased demand for parking in the locality will not result. Where a site is too small to satisfy the minimum requirement, Council can waive the requirement or require that the parking spaces be provided on other land in the vicinity.

Generally the requirements are based on the floor area of a development, number of staff, number of patrons or a similar means for calculating demand. The Policy Code also stipulates the physical dimensions and layout for car parking.

There is a specific requirement that all parking areas are made available specifically for that purpose and are not be used for other purposes. Presumably, this is to curtail the use of car parking for outdoor markets, fairs and other occasional uses.

This is a very typical car parking code and with the exception of the CBD, is applied across the remainder of the planning scheme area irrespective of some local variables that may influence the demand for car parking.

(d)   Daylight and Sunlight Policy Code

The Daylight and Sunlight Policy Code provides a formula for calculating the set back between side and rear boundaries. It deals with industrial and commercial premises that adjoin dwellings.

It seeks to control the height of buildings relative to the distance they are set back from property boundaries in an effort to ensure reasonable levels of natural light and sunlight are attained.

Zero Boundary Set back, Bedford Street

The building on the left is a warehouse with a zero boundary set back to the adjoining residential property.

The parapet wall is planted with creeper and creates a totally private back yard.

The dwelling also has a very small front boundary setback - only equivalent to the depth of verandah.

The Policy Code appears to omit the potential for the satisfactory use of zero boundary setbacks. The formula for calculating the setback from buildings is based on there being at least a 2m setback with an additional amount which is proportional to building height. The set back is calculated by measuring the distance from the property boundary and is not the distance between buildings. The property boundary is a line on a plan and it is buildings and structures that directly impact on the amount of day light or sunlight adjoining dwellings will enjoy.

It is possible that the alignment of a commercial premises with a parapet wall to the boundary will be more acceptable to an adjoining residential use than a building with a narrow setback which might become a poorly maintained landscaped space. This will depend on the orientation of streets. However, in an area such as Inveresk which is flat and where there is a grid pattern of streets and lots on a north-south access there will be circumstances where this can work quite successfully.

5.7 Operational Policies and Service Obligations

There are many unstated, unofficial policies that Council and other agencies may operate under that are capable of having a considerable impact on the physical characteristics of places.

These policies are outside the range of statutory planning controls but may be given effect indirectly through the planning process. For example, whether or not public open space is taken at the time of subdivision and the standards for engineering works associated with new development (eg. the width of gutter crossings) that may be imposed as conditions of a planning permit.

Council and other public agencies can also influence the built environment by the way they carry out their routine service obligations. This can result in Telecom installing a large substation structure that encroaches on pedestrian street space or is incompatible with the prevailing scale and size of buildings, signs advising of parking restrictions can become a clutter on the street, public landscaping can be poorly designed and maintained, and so on.

There are many examples of the actions of Council and other agencies contributing to the declining quality of urban form in Inveresk. In many instances these infringements are minor in themselves but cumulatively they can contribute significantly to the appearance and function of the public domain.

5.8 Summary of Issues and Problems

(a) Legacy of Poor Planning

The current statutory planning controls have been introduced to an area where a host of land use decisions had been made without regard to their wider implications. The current zoning for the area appears to be, to some extent, a response to the fact that a significant amount of commercial and industrial development had already displaced housing and become established in Inveresk by the time the planning scheme was prepared in the 1970's.

This raises the question of how to deal with a substantial shift in land use policy. In the Inveresk scenario commercial and industrial redevelopment was allowed to occur until political pressure exerted sufficient force to reinstate a continuing role for residential use. It is inevitable with a land use zoning approach that there will be some instances where an existing development does not suit the zoning it is given. Zoning is applied broadly and differential treatment of individual lots (spot zoning) is discouraged.

The zone boundaries in the current planning scheme do not seem to have any logical basis other than perhaps the prior existence of some of the uses at the time the scheme was prepared. Zones may have been built up around emerging concentrations of commercial and industrial development. The net effect is a blotchy pattern of zoning with Urban Residential close to General Commercial.

The Policy Codes adopted pursuant to the planning scheme promote the disintegration of the original pattern of form by encouraging generous setbacks, a requirement for green landscaped space and larger lots. All of these measures are erosive of traditional values of form.

(b)   Declining Amenity

Amenity is one of the most obvious issues in any inner city mixed use neighbourhood. It is not diminished in any single way but comes about as a result of many different factors coming into play:

•   The quality of development can often be problematic. There is a tendency for "el cheapo" conversions of houses to commercial premises by adding a facade, the design and siting of new developments is not respectful of the existing pattern of urban form, low cost materials are favoured, landscaping works are poorly designed and often fall into disrepair.

•   Signs are poorly located, of inappropriate design, erected illegally and not maintained.

•   Streets become traffic conduits and little attention is paid to their role as public spaces. Signs denoting parking restrictions and other utilities can make narrow streets difficult for pedestrians to negotiate.

•   Public expenditure on car parking and other street details tends to be low. Car parking is associated with the private development of land and little attention is focussed on the public domain.
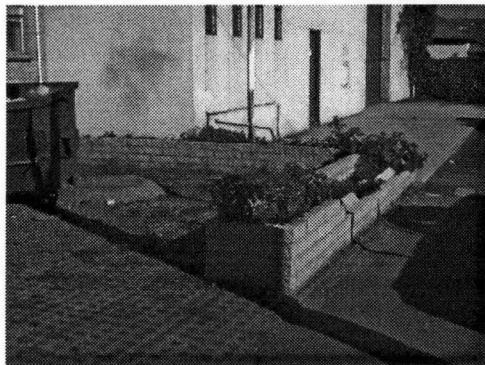
Hawes Joinery, Bedford Street
Landscaped space - crumbling planter
boxes and a handy rubbish dumpster

Gilpin Homes, Bedford Street
Building set back used for outdoor storage

(c)   Maintaining a Sense of Place

The commercial redevelopment of Inveresk has threatened its sense of place. It has replaced small lot residential development with large lot commercial development in the most extreme instances. Commercial development of this nature and scale could, in many cases, have occurred elsewhere and is not dependant upon the locational characteristics of Inveresk. At the same time, the universal style of this type of development has made Inveresk a little more like somewhere else.

(d)   Commercial Sprawl on Invermay Road

Invermay Road is becoming a commercial strip. There has been a tendency to be lenient about the expansion of commercial activities along this road because before the construction of the East Tamar Highway it carried such a volume of traffic that residential amenity severely diminished.

The further out of town the road leads the more strip-like it becomes. Car yards and other expansive uses become more frequent. This discourages pedestrians and encourages traffic. Invermay is too centrally located to be consumed by expansive forms of development that could be located elsewhere.

The patchy pattern of sprawl reflects a lack of firm planning policy on the role of Invermay Road and indeed the question of commercial hierarchy in the wider Launceston area.

(e) Eroded Quality of Public Spaces

Streets are perhaps the most important public spaces in Inveresk because open space in the form of parks is limited in inner city neighbourhoods.

Streets have become traffic conduits and the pedestrian is often poorly catered for. This is as a consequence of poor private development addressing the street and a lack of attention to management of the street space.

Many agencies have a role in the management of particular features of the street space and no one agency takes responsibility for managing this public domain.

There are examples of this neglect in Inveresk, such as the landscaping/car parking scheme on the median strip in Holbrook Street. This area does not appear to have been consciously designed. At the Lindsay Street end it is a wide grassed area with an informal planting of native tree species. As it extends towards Forster Street, sections are sealed for car parking. In its present form it contributes nothing to the quality of this street space and is a wasted opportunity to provide a combination of landscaped space with car parking.

(f) Modern Building Forms and the Impact on the Pattern of Urban Form

Modern building typologies have established a firm foot hold because they are well adapted to the needs of contemporary commercial and industrial development. Many of the developments of this nature in Inveresk are service centres for some part of the automotive industry.

These building typologies are erosive of the underlying pattern of urban form and do not fit comfortably with traditional building typologies. It is accepted that there are some uses for which it is imperative to have space around buildings, for example, a service station. However, in many instances the building is required to have a building setback, extensive car park and landscaped area where these requirements may be superfluous or inappropriate . A store or warehouse development is a good example, where the building does not necessarily require a setback or landscaped space. Car parking requirements may be minimal and could be met by internal parking for trucks in a truck bay.

Unit developments in Inveresk have also tended to ignore the spatial characteristics of the area. There is no reason why infill on individual existing lots could not take place rather than requiring the amalgamation of lots for a suburban sized scheme of units.

5.9 Opportunities

Inveresk has much to offer and as the issues and problems identified above would seem to suggest that the present approach to planning for the area may not provide the best

outcomes. In making specific recommendations for Inveresk these positive attributes need to be considered:

(a) Diversity of Use and Activity

The area already has a mixed use character. Diversity is a quality that is now cultivated in 'green fields' development. It takes advantage of the efficiency of living close to work and promotes an around the clock, all week long, presence of people.

(b) Existing Higher Density

Higher densities already exist in Inveresk as a consequence of the underlying pattern of lots. Some of these lots have been consolidated to accommodate larger commercial developments and there are a few larger unit developments. However, many small lots remain.

The size of lots has been viewed as a constraint to development in the past. This may have contributed to the continuing residential use of some lots where their re-development has not been seen as viable.

These days higher residential densities are promoted for their more efficient use of infrastructure and to curtail the sprawl of urban development. A demand has been recognised for a variety of dwelling types, including smaller dwellings (on smaller lots).

(c) Proximity to the CBD

Inveresk is close to the CBD which infers shorter travel times and a lower cost of travel to gain access to higher order services. This is a sought after quality in many larger cities where the cost and inconvenience of distance is a reality.

(d) Street Layout

There is an established hierarchy of frequently intersecting streets. This sort of street layout is now seen as preferable to one incorporating the use of cul-de-sacs. It is much more permeable and provides a number of different ways of reaching the same destination.

NOTES

1. Robert Giblin, <u>Urban Renewal in Inveresk</u>: the documentation and review of small scale urban renewal, Australian Housing Research Council, 1980 (p11)

2. Ibid, (pp.11-12)

3. Trevor Budge and Associates, <u>Launceston Environs Study</u>, Draft Report to the Launceston City Council, September 1994 (Appendix 4 - Launceston River Environs Study - Historical Context, prepared by Andrew Ward, Architectural Historian, September 1994)

4. Robert Giblin, <u>Urban Renewal in Inveresk</u>, Australian Housing Research Council, 1980 (p13-14)

5. Ibid, (p14)

6. Ibid, (p21)

7. Ibid, (p21-22)

8. Study Group, Department of Environmental Design, TCAE, <u>Inveresk Area Study 1976</u>, unpublished report to het Launceston City Council, March 1976 (pp. 40-41)

9. Launceston City Council, <u>City of Launceston Area 1 Planning Scheme 1983</u>, (p.6)

10. Ibid, (pp.32-33)

    Light Industry means any industry

    (a) in which the buildings or works occupied, the processes carried on, the materials and machinery used or stored and the transportation of materials, goods or commodities to and from the premises will not cause injury to or prejudicially affect the amenity of the locality by reason of the appearance of such buildings, works or materials, or by reason of the emission or noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, wastepaper, waste produces, grit, oil or the presence of vermin or by electrical interference or otherwise; and

    (b) the establishment of which will not or the conduct of which does not impose an undue load on any existing or projected service for the supply or provision of water, gas, electricity, sewerage facilities or any like service.

    Service Industry means

    a light industry in which goods intended for sale on the premises are manufacture or in which the processes are directed towards the servicing of goods or land and buildings having a retail shop front and used as a depot for receiving goods to be serviced, and the area of which does not exceed 1400m2.

11. Ibid, (pp.7-8)

12. Ibid, (p7)

13. Study Group, Department of Environmental Design, TCAE, <u>Inveresk Area Study 1976</u>, unpublished report to the Launceston City Council, March 1976, (p40)

RECOMMENDATIONS

6.0   RECOMMENDATIONS

In the preceding sections the key influences that have shaped mainstream planning practice and the range of shortcomings that have been identified with this established approach to planning were discussed.

This highlighted the fact that good planning practice has been established around the principles for the planning of 'green fields' development. This can be problematic at two levels. Firstly, the principles underpinning best practice for this type of development are not necessarily appropriate for development in other circumstances. In fact, they have made a significant contribution to the physical blight of many inner city neighbourhoods. Secondly, it has taken a long time for alternative approaches to gain acceptance and establish credibility in the face of such an entrenched practice.

The following recommendations propose an alternative approach. They are made, both at a general level and in respect to the specific issues arising from investigation of the Inveresk area.

The general recommendations begin with a discussion of the principles on which they are based. This is followed by a set of guidelines that may be given effect by a number of means, including the use of suitable provisions in a planning scheme. Finally, the wider issue of implementation is discussed, with regard to the need to review the predominant approach to statutory land use planning.

The recommendations for Inveresk are a response to the issues and problems identified in the case study.

6.1   General Principles

The following principles underpin an alternative approach to planning the development of inner city neighbourhoods where mixed use is already established. They provide a direction which is neither purely design or planning oriented but is based on the recognition of a strong connection between form and activity in the creation of a comprehensive whole and the need for an integrated approach which extends beyond the limits of statutory land use planning.

(a)   Versatility

Flexibility in the design of buildings and places will enable them to be used for more than one purpose. For example, a car parking area may be used primarily by retail shops during the day but by restaurants and hotels at night, and have a further use for a market during the weekend.

To enable this multiple use to occur careful consideration needs to be given to the siting and design of the development. It will need to be within proximity to the shops and restaurants it serves, provide shade during the day but not so much vegetative cover that it is dangerous at night, have dimensions and a layout that is conducive to an alternative activity such as a market.

Flexibility is of value for social and economic reasons. Not only will buildings and places be busy and interesting but better returns will be had from the investment they represent.

Buildings or places should also be designed for **durability** so that they can readily be used for another use later on. This encourages the retention of well designed buildings and places and over time will add a temporal dimension to the legibility of a place. At

the same time the pattern of obsolescence and neglect that is associated with blight will be reduced if the buildings and places retain economic value through their potential for reuse.

The re-use of many older buildings for new activities has gained popularity in recent years, demonstrating the economic value and social demand for durability.

The flexibility and durability demands on good design should not neglect the here and now practical requirements of **comfort and utility**. Comfort and utility may be manifest as qualities such as good solar access, privacy, buffering for noise and other emissions and convenient access. If these matters are addressed by good design the benefits will be enduring and the impact to neighbours of a change to the principal purpose of the development may be minimal.

(b) Diversity

Diversity is a healthy **variety** of activities and places that will encourage interaction between people. This condition is conducive to fostering a sense of **community** and building **resilience** by forging economic and social networks. These qualities will create a lively, lived-in atmosphere that has been missing from the mainstream models of urban development.

However, managing diversity is made challenging as a consequence of our conditioning to separate land uses and impose strict regulatory order on the operation of a whole range of activities. It will require a re-evaluation of mainstream practice and expectations.

Diversity does not mean that anything goes. Some uses and activities will be of a nature and scale that they are inappropriate for the place and must be separated from other uses and activities or they will have a negative impact on their surroundings. For example, for health and safety reasons hazardous industry should not be located in proximity to residential areas.

(c) Elegance

Elegance describes the manners of a building or place. If a building or place does not exercise good manners it may contribute to the erosion of legibility and create practical dysfunction.

For example, building a large factory by demolishing houses and consolidating small lots may transform the experience of the pedestrian from that of a lively street, punctuated with opportunities for chance meetings with people, to the monotony of a blank wall. If the factory is big employment generator, over flow car parking problems may plague adjoining residents.

Because inner city neighbourhoods were first established based on traditional principles of form, the pattern of development and building forms are predominantly human scaled and space enclosing. However, this balance has been disturbed by the sporadic redevelopment of parts of these neighbourhoods in a manner that does not respect the layer underneath.

The introduction of uses and activities that are inconsistent with the **scale** of a site or a place is a common pressure in inner city neighbourhoods. These neighbourhoods were established for pedestrians and the horse and cart but the proportions dictated by redevelopment today are based on motorised transport.

Scale is important for aesthetic reasons but it also has functional implications. The introduction of developments of physical scale which is disproportionate to surrounding development very often results in practical or functional problems being experienced. For example, a larger than normal shed used for a workshop may over-shadow adjoining buildings. Because the size of the operation is related to the workshop floor area it may also generate greater a traffic volume and require a double pavement crossing. The net effect is an erosion of amenity for the adjoining uses and for pedestrians using the street.

The encouragement of positive urban space through the **enclosure** of space as development takes place is an important objective in attaining elegance. There has been a tendency for individual developers to consider the design of their development without regard to the wider context within which it will be experienced. By either not having regard to the public domain, or consciously opting for a modernist building form, positive urban space is progressively eroded or never realised.

A balance must also be struck between **harmony** and **contrast.** Harmony and contrast are not only important visual characteristics but contribute to the identity of places. Harmony in an inner city neighbourhood may be demonstrated by a consistent pattern of small single storey cottages sited close to the street. Although each one is different by virtue of its colour, materials or decoration there is a certain harmony. The redevelopment of a vacant lot with a split level brick and tile house would create a contrast that would not only be visually obtrusive but also threaten the identity of the place.

(d)   P a t t e r n

Pattern infers a kind of order. A degree of order is required for our experience of a place to be meaningful. This is best described by Kevin Lynch's term **legibility** which refers to the way a place is understood and is closely related to form and activity. A legible place is easy for the user to navigate and to take advantage of the opportunities offered by the place.

Legibility is often eroded in modern cities as a consequence of new buildings being designed to look the same, the imposition of a modernist spatial order over the traditional pattern of streets and buildings, the super human scale of buildings and works and the separation of vehicles from pedestrians.

Lynch's work provides a useful tool to assess the legibility of a place and find ways to improve legibility. This can be particularly useful when considering new development where there is already a pattern of existing development. For example, the use of landscaping, setbacks and building height in new development may be influential in either reinforcing or eroding a 'path' or 'edge'.

Permeability is another attribute of a successful urban pattern. Permeability is the ability move through and connect with activities and people. The closure of streets for lot amalgamation and highway by-passes, the introduction of cul-de-sacs and separation of vehicles from pedestrians have contributed to the reduction of permeability. Permeability is more than just getting from A to B. It is a catalyst in building social networks.

Compactness increases the density of people and in this way it can also increase the potential for their interaction. Having enough people concentrated in a small area, or an adequate density, is also important for the economic success of commercial and retail activities.

For example, in a lively urban environment there are activities happening over a longer spread of hours. But for activities such as restaurants and eating establishments to be open for longer hours they need customers. A more compact pattern of urban development will place a concentration of people closer to commercial and other activities.

Compactness also promotes the more cost effective use of land and delivery of services. The maintenance of a compact urban pattern in inner city areas, reusing vacant sites, infill development and dual occupancy are all ways of maximising the service advantages of these locations and furthering the objectives of sustainable development.

VERSATILITY	**DIVERSITY**	**ELEGANCE**	**PATTERN**
. flexibility	. variety	. scale	. legibility
. durability	. resilience	. enclosure	. permeability
. good design	. community	. harmony	. compactness
. comfort & utility		. contrast	

6.2 Guidelines

The following guidelines flow from the four principles and are intended to suggest ways in which the principles can be put into effect in a practical way. In the main, they deal with standards of development that are commonly dealt with through the prescription of standards in planning schemes or codes, but they also address themselves to matters that are outside the scope of statutory planning control.

They need to be considered in the context of the following part dealing with the means of implementing a new approach.

(a) Use and Activity

Irrespective of the importance of form, there are certain uses which are inappropriate in inner city mixed use neighbourhoods. They are of a nature or scale that they are generally incompatible with a range of other uses (some types of industrial uses, petrol storage facilities and the like). These sorts of uses are better provided for in other locations with suitable site and location characteristics. Where they already exist they should not be allowed to expand. .

Uses that promote activity on the street across a spectrum of different hours are good for the social and economic life of the community. As long as they do not cause a nuisance to adjoining uses, they should be widely encouraged.

Generally, a mix of uses is positive and a flexible approach to use is needed. Any use could potentially establish provided it does not cause a nuisance or have a detrimental affect upon amenity.

1.   Establish a baseline of uses that are unacceptable in the neighbourhood and prohibit them.

2.   Establish statutory provisions to prohibit the expansion of any undesirable existing uses, to contain their impact and encourage their relocation over time.

3.   Establish performance criteria which will ensure that use does not create a nuisance or diminish the local amenity. For example, a restaurant should not contribute to overflow car parking in adjoining streets. This may mean some sites are inappropriate because they can not provide car parking on site or are not in proximity to other car parking that can be shared. The preferred sites will tend to be those in the "High Street" where street parking is acceptable and other car parking may be near by.

4.   Promote uses that can facilitate the appropriate re-use of existing buildings. Dwellings may convert to home offices without a significant impact on adjoining properties nor the built form of neighbourhood. But, the conversion of dwellings into show rooms with the front lawn becoming the car park is likely to have an adverse impact on adjoining properties and the street, and should be discouraged.

(b)   Parking

Car parking standards prescribed in planning schemes are usually related to use and apply to the whole of the planning scheme area. Although an exception is sometimes made in respect of the CBD where the local authority co-ordinates the large scale surface or multi-storey car parking with the proceeds of car parking contributions, seldom are the locational characteristics of other areas given any regard. Inner city neighbourhoods have some particular characteristics that would appear to reduce the demand for car parking:

• They have a higher frequency of public transport due to their proximity to the point of its origin;

• their proximity to the CBD is likely to make them more attractive destinations to cyclists and pedestrians;

• mixed use may allow the shared use of car parking by accommodating different use demands at different times of the day.

The rigid application of standards appropriate to suburban locations is inappropriate and other strategies may equally well meet car parking demands without making the provision of car parking the dominant element in any project design. The following are suggested approaches in response to the comments above. However, it would be appropriate for a detailed survey of car parking needs to be carried out before making any reduction to minimum standards.

1.   Promote the shared use of car parking, particularly where adjoining uses have differing peak demands. For example, entertainment uses may have a peak demand in the evening and could easily use the same car parking that serves day time retail uses.

2.   Where the requirements for on site car parking are small (1-3 spaces), allow jockey parking to comprise part of that requirement. For example, multiple residential development in an inner city neighbourhood may have a very low actual demand for car parking because of proximity to the city and access to public transport. Jockey parking will allow peak needs to be satisfied without insisting on "overkill" which may be detrimental to layout and siting of buildings.

3.   Take into account the supply of street parking when assessing the car parking requirements of a site. In particular, car parking directly in front of any development and any extra provision of car parking, such as in the median strip.

4.   Use contributions collected for a short fall of car parking to improve street parking by creating new areas and improving the layout and design of existing street car parking.

5.   Employ restrictions to street car parking where competition threatens the needs of the principal users. For example, the issue priority permits for the principal user or impose time limits outside commercial and retail uses.

6.   Prohibit dedicated car parking if it is unrelated to an adjoining use or development to discourage the demolition of buildings and use of vacant lots for surface car parking.

7.   Encourage the local authority to pursue strategies for the enhancement and creation of car parking opportunities and the provision of bike parking near commercial nodes.

8.   Encourage the provision of on site car parking behind buildings or in the interior of lots on streets subject to frequent pedestrian traffic.

9.   Provide cycle parking in appropriate locations to encourage cycling as a mode of transport.

(c)   A c c e s s

Access is closely related to car parking. Safety and convenience are primary concerns in regard to access and have tended to be handled with the prescription of minimum standards. However, the over prescription of access standards can have an equally devastating impact on the pattern of urban form as the requirement of excessive car parking. For example, extra width access points and driveways can dominate the site layout of a development and the experience of passing pedestrians. The same principle of maximising use of the existing arrangements that applies to car parking is relevant to access:

1. Maximise the use of any existing rear access networks, such as rear laneways.

2. Share access points and driveways where the peak access demands of a development do not coincide with adjoining developments or are consistently low.

3. Distinguish between the minimum standards for collector streets and secondary streets. For example, require that traffic leave in a forward direction from a commercial development fronting a collector street but allow cars to reverse onto the street if the street is lower in the hierarchy.

(d) Landscaping

The landscaping standards prescribed in planning schemes or provided as guidelines by Councils are usually conceived with the development of 'green fields' sites in mind. The use of locally occurring species, the creation of earth berms, and other established 'good practises' may not have the same success if transferred directly to the inner city .

These areas are more likely to have a hard edged, urban character. Rail yards, wharves and row houses are not traditionally associated with greenery. The landscape features of inner city neighbourhoods are more likely to be the bluestone gutters, brick walls and narrow pavements (without room for street trees).

The landscape character of the particular neighbourhood needs to be understood before applying shelf standard landscape design solutions. If the landscape works are inappropriate, neglect and dysfunction can result. For example, inappropriate landscape works for an industrial or commercial development can detract from the quality of the development by disrupting the prevailing building set back and are without the means to be maintained so that they decline to become an eyesore.

1. Do not require landscaped setbacks as a standard without considering the needs and circumstances of a particular development and the prevailing building setbacks. These often result in wasted, neglected space that forces the building setback out of alignment with the prevailing setback.

2. Encourage shade planting for rear or internal lot car parking.

3. Use fences to create a sense of enclosure and definition of space for developments that comprise large areas of outdoor work space, surface car parking, outdoor storage or vacant lots.

4. Encourage the local authority to give consideration to the existing and desired landscape character of the area in the development of new street parking, the provision and development of public open space, street trees, furniture and other details. This should be documented to prevent potentially detrimental ad hoc decision making in an information vacuum.

5. The local authority should also be encouraged to co-ordinate the actions of other public service providers to ensure a high quality of street detail is maintained. For example, ensuring HEC substations and poles do not obstruct the passage of pedestrians on narrow streets.

(e)   Signs

Mixed use neighbourhoods by their very nature are often subject to pressure for advertising signs. Signs are required for commercial survival if a business is to be recognised amongst all the other uses and activities in its vicinity.

However, the quality of signs in these areas is often poor as a result of the urban form and land use characteristics of the neighbourhood. For example, signs are added to buildings and parts of buildings that were not originally designed to accommodate signs or the particular type of sign. Signs are also poorly maintained, perhaps even more so than in other areas because of the typically depressed property values in these neighbourhoods.

Signs can also diminish the amenity of neighbouring properties. This is a particular problem where commercial uses are close or adjoining residential uses. Bunting from car sales yards can cause a persistent and annoying noise, flashing lights on a bottle shop can shine through bedroom windows and large signs can cause over shadowing or generally impoverish the outlook for a nearby residence. The sheer volume of signs can detract from the appearance of street and compete with legitimate informative and directional signs.

1.	Discourage off-site signs.
2.	Require that signs be appropriate to the building form, eg. use of awning signs for 'High Street' shops.
3.	Require that new commercial developments provide for signs as an integral part of their design.
4.	Discourage flashing or bright lighting where it may cause nuisance to adjoining uses.
5.	Encourage the local authority to enforce the control of illegal signs.
6.	Encourage the local authority to offer incentives to remove superfluous and inappropriate signs.
7.	Encourage the local authority to develop guidelines or informative design codes to promote better design and siting of signs.

(f)   Design and Siting of Buildings

Planning schemes have for some time included provisions controlling the siting and design of buildings. These provisions have been harshly criticised by designers as being too restrictive to allow for innovative design solutions.

Sometimes these provisions are applied to development across the area of the planning scheme and in this way are quite arbitrary. For example, colourbond may be required rather than galvanised iron as a roof finish. At the opposite end of the spectrum, they can be very specific, dealing with details such as the external colour of buildings, fenestration and roof pitch.

The right balance needs to be struck to encourage good design. A performance based approach may be appropriate. That is, the satisfaction of design objectives based on the elements of form that are critical to the success of the design without the rigid specification of how the objectives must be met. An example may be used to demonstrate a possible solution. This leaves the designer something to design but at the same time as giving clear direction.

The elements of form that are likely to be critical for mixed use neighbourhoods are:

- scale - as a consequence of the pressure to redevelop over an existing pattern the new building form may be of a scale that is inconsistent with existing development. Bulk and height are critical measures of scale.

- siting - the siting of building should be respectful of the dense pattern of lots. The original set backs in inner city areas varies but are generally less than the minimum suburban setbacks now imposed. This is common sense because smaller lots need to be used efficiently.

- context - whilst mixed use neighbourhoods are characterised by a variety of building forms constructed of a variety of materials this variety is within a certain range.

1. Discourage large buildings that are inconsistent with the scale of other buildings and the pattern of existing lots.

2. Limit height to prevent over looking and over shadowing.

3. Promote the use of materials for which there are local references and discourage others. For example, the use of fake sandstone where sandstone was never used as a building material would be inappropriate.

4. Building set backs should be consistent with the prevailing setbacks. Generally, setbacks should be minimised to make better use of the available lot area.

5. Promote zero set backs where appropriate. At the side boundaries of residential lots this may be beneficial for privacy and for retail uses this reinforces the street and maximises commercial floor space.

6. Promote short street frontages on commercial buildings where pedestrian activity is high. Three small shops are better than one amorphous shop front.

7. Encourage the retention of any underlying pattern of small lots. If larger lots are required because of the nature of the proposed use, then this suggests the use would be better located elsewhere - in a purpose designed industrial estate or suburban commercial node where larger lots are provided.

(f)   Public Open Space

Inner city neighbourhoods tend to have limited amount of what we normally think of as public open space. Residential areas were densely developed and green space was generally limited to the space around public buildings, such as churches and schools. As a consequence, the street space became an important public space, making a valuable contribution to social life of the community.

The street space is difficult to manage because at the same time as it is a public open space, it is also a public utility of sorts. There is a tendency for this public utility status to overshadow the other role of the street. The pavement can be dotted with inspection grates, power poles, parking signs, telecom "black boxes" as though it were nothing but a service conduit.

The other problem confronting streets as open space is their declining amenity. Streets have become roads, the principal purpose of which is to convey traffic. This has resulted in a range of engineering 'improvements' being made to make the carriage of traffic more efficient, usually at the cost of pedestrians and cyclists.

Amenity is also eroded by poorly designed buildings addressing the street. These may make the pedestrian's lot less desirable by offering a monotonous, undifferentiated building facade or fence for a view, interrupting pedestrian passage with multiple access points across the pavement, and so on.

It is unlikely that much new open space will be created in inner city neighbourhoods as a result of the existing pattern of development. This further emphasises the need to make a commitment to improving the quality of street life and retaining those areas of open space that have been specifically provided.

1. Encourage local authorities and other infrastructure agencies to undertake new and remedial works in the road carriageway and footpath in a manner that is respectful of the value of the street as a public space. For example, avoid obstructing the footpath with multiple poles for telephone, signs and lights.

2. Ensure streets are adequately lit at night so that they are safe to use and will be used.

3. Manage traffic in a way that recognises the importance of the street for people. Use techniques to discourage vehicular movements in streets where pedestrian traffic is of greater priority. For example, narrow the entrance to the street by "bulbing" the kerb.

4. Provide appropriate street furniture for the comfort and convenience of its users, eg. seating, rubbish bins and cycle parking where pavement width allows (near transport stops, outside shops, etc).

5. Have regard when considering applications for development for the impact the development will have on the quality of the street. For example, avoid blank walls facing the street, encourage development to have a front address to the street, etc.

6.3 Implementation

Fundamental to any recommendation for intervention is a need to address the shortcomings of the way in which inner city mixed use neighbourhoods are currently planned. If proposals for intervention are to be effective some review of current practice is required.

The present land use planning focus has been identified as being problematic in its application to inner city mixed use neighbourhoods for the following reasons:

- It is a broad brush approach which is used to separate land uses and is not appropriate where a mix of uses already exists and the mix is to be maintained and encouraged.

- It employs the use of prescriptive standards which are applied at a general level, without regard to local characteristics.

- Many actions that may impact on the urban form of inner city mixed use neighbourhoods are beyond the scope of land use planning control.

This suggests the need to investigate alternative approaches , having regard to the following observations:

- planning is growing more **comprehensive**, with the scope and range of issues that must be embraced widening all the time;

- comprehensiveness has demanded an **integrated** approach since some matters are controlled or regulated from outside the statutory planning system, either under other legislation in or within the gambit of land management or essential service provision.

Without detracting from the importance of land use planning as a dimension of strategic planning for a wider region, it is clearly not the most appropriate technique for planning for inner city mixed use neighbourhoods. The role and function of these areas in a strategic context is often not at issue. They are tend to function as a "frame" to the CBD and an area of transition between the urban centre and suburban fringe. Although the approach to planning in these areas needs to be mindful of their strategic role it should attach more importance to local characteristics.

There are a number of alternative planning techniques that may be useful:

- **Precinct planning** offers a completely different framework for planning the city. Whilst it can provide control over land use, land use zoning does not form the principal classification of land. This is achieved by the use of precincts which are based on functional and physical characteristics. Precincts reflect local areas and provide the vehicle for controlling a range of matters within each local area or precinct.

  The City of Adelaide Plan is an excellent example. It provides statutory planning control employing the use of precincts and includes a strategy which enunciates other non-planning actions and desired outcomes using the same precinct model. For example, it deals with Parklands and pedestrian movement in addition to land use and car parking. The City of Adelaide Plan also uses the precinct model to give effect to a system of incentives whereby bonus plot ratios and transferable development rights are awarded.

- **Local area planning** also enables a more detailed approach to be taken at a neighbourhood specific level. Local area planning has the scope to deal with non-planning matters and to provide more detailed controls in respect of statutory planning matters.

  It tends to be operationalised as a sub set of the normal planning scheme, facilitating a more comprehensive approach only in respect of the area it relates to.

- **Performance or effects based planning** are currently being promoted as alternatives to the way in which planning instruments impose control. These techniques impose acceptable minimum outcomes or limit the effects of a proposed

development. This differs from the orthodox approach of prescribing minimum standards to limit the potential negative impacts of a proposed development.

The prescription of minimum standards has been shown to be an inappropriate method of ensuring quality outcomes for development in inner city mixed use neighbourhoods and performance or effects based models may provide better results. For example, the quality of built form could be one of the performance outcomes specifically identified for new development.

This approach usually includes examples or suggested solutions for meeting requirements but envisages there may be many other solutions that are equally satisfactory.

These options need to be considered in the context of the particular neighbourhood and the type of planning control that currently applies. In many instances it will be difficult to depart from the orthodox approach because the planning authority already has a planning scheme based on land use zoning in place. In these circumstances it may be possible to undertake a local area planning exercise and give effect to the outcomes by superimposing a different set of provisions only in respect of the particular local area. These provisions may be performance or effects based.

However, there still remain a number of matters to be addressed that are beyond the scope of the planning scheme. This problem is associated with a lack of responsibility, on the part of any one authority, for the interests of the public domain. The public domain is the 'left-over' part of the urban environment which is subject to a host of activities and works that are not controlled by the planning scheme, such as road works and the installation of public utilities in the street.

This situation is exacerbated by poor communication and a lack of commitment to common objectives on the part of those authorities with an interest in the public domain of streets, open space, remnant public land, etc.

The following approaches are proposed. They not mutually exclusive and may be implemented in together:

- **A neighbourhood body** comprising representatives of all the interested parties could be assembled to deal with matters relating to the public domain or those parts of the urban environment that are beyond the scope of planning schemes. An example of this type of arrangement is given by L. Morris in <u>Planning Strategies for Commercial Strip, Moonah - a Case Study</u>, where a united street agency is discussed .

  In the context of managing the development of commercial strips, the united street agency provides a vehicle for bringing all interested parties together to address issues and problems in an integrated manner, so that the normal boundaries of jurisdiction and agency charter are not a constraint to achieving the optimum result for a particular locality or entity.

- A **comprehensive plan** such as the City of Adelaide Plan is another means by which matters normally beyond the scope of a planning scheme can be addressed. The plan deals with the objectives for both the private and public parts of the city.

  The City of Adelaide Plan combines statutory planning provisions with other wider planning objectives. The same plan that deals with plot ratios and on site car parking for private development also deals with street tree planting and street car parking.

6.4   Specific Recommendations for Inveresk

(a)   Planning Tools

The current planning scheme does not provide a suitable approach to planning for Inveresk and matters that are beyond the scope of the planning scheme are simply not addressed.

As it is understood that the Launceston City Council is currently preparing a planning scheme that will be based, in the usual manner, on land use zoning, it seems unlikely that an alternative approach such as precinct planning would gain support.

In the circumstances, it is suggested that a review of current zoning be undertaken. Of particular concern is the amount of land that is zoned General Commercial. This zone tends to encourage light industrial and "heavier" commercial activities, at the same time as discouraging housing. Non-residential development that can be accommodated without erosion of the existing traditional pattern of urban form should be encouraged in preference. This suggests less General Commercial zoning and more Urban Residential zoning.

The most destructive policy codes need to be abandoned or reviewed with the introduction of the new planning scheme. If possible, consideration should be given to taking a performance or effects based approach to controlling development.

Earmarking the area for more intensive investigation by means of a local area plan may also be a way of raising the quality of planning control within the parameters of a substantially orthodox approach. A suitable amendment to the planning scheme could follow preparation of a local area plan.

This approach also has merit from the perspective of bring planning and non-planning issues under a single plan. The local area planning exercise would provide a catalyst to develop an integrated approach that bridges the interests of the general public, developers, Council and other government agencies.

(b)   Building Typologies and the Pattern of Urban Form

The current planning scheme not only fails to acknowledge the significance of building typology to the quality of the built environment, it encourages building typologies have contributed to it's decline. There are many examples where either the planning scheme or policy codes adopted under the scheme have had a detrimental affect on the quality of the built environment:

• the promotion of lot amalgamation which tends to encourage an inappropriate scale of development which in turn can have a detrimental impact on adjoining properties and the quality of the street as a public space;

• the requirement of expansive building setbacks tends to result in amorphous space in front of and in between buildings which is neither quality public or private space and at the same time undermines the underlying traditional order of buildings and lots to the street;

• standard requirements for landscaping made without regard to the hard-edged urban character of Inveresk. Often this landscaping falls into disrepair and becomes an eyesore in its own right.

1.   The pattern of small lots in Inveresk is an asset and which should be promoted.
        It provides a natural limit to development and is a key feature of the underlying
        traditional pattern of urban form.

        Promote the retention of small lots and discourage lot amalgamation.

2.   Small lots necessitate more efficient use of the site. For example, zero or small
        building set backs may be used the achieve greater efficiency.

        Encourage a flexible approach to building setbacks so that the constraints of a
        small site can be addressed and the prevailing building set back can be
        maintained so that the pattern of urban form is not eroded.

3.   Traditional building typologies will be more easily accommodated that modern
        building typologies where the underlying pattern of form is traditional rather
        than modern, ie small lots addressing grids of streets compared to spacious lots
        on curving cul-de-sacs.

        Encourage successful traditional building typologies. For example, infill
        housing may be just as successful if built in the form of duplexes or small
        dwellings on small lots rather than by building larger schemes on amalgamated
        lots.

(c)   The Quality of Streets as Public Spaces

The quality of street life in many streets in Inveresk has been allowed to decline through
the failure to recognise the value of streets as important public spaces.

*   There are numerous examples of streets that have become cluttered with poles,
    posts, substations, signs and other paraphernalia to the extent that they are difficult
    to negotiate. The standard of maintenance of these fixtures and the pavement itself
    are often neglected.

*   In many instances, redevelopment has occurred without regard to the impact of a
    development on the quality of the street as a public place.

*   The hierarchy of streets has been interfered with by the closure of streets adjoining
    the East Tamar Highway (Goderich Street) and in other instances through the
    haphazard location of traffic generating uses on streets of smaller dimension that are
    not best suited to catering for higher traffic movements.

1.   The underlying hierarchical grid pattern of streets in Inveresk has many
        advantages and it should be reinforced rather than obscured. It allows for many
        alternative routes for pedestrians and traffic. There are few dead ends or cul-de-
        sacs so that most of the streets take you somewhere.

        The impact of development on traffic flows should be a matter for consideration
        in their assessment. This assessment should consider whether the proposed
        development is likely to cause congestion , pollution or nuisance. This may be
        a function of the role of the street in the grid, ie which other streets it connects
        to, how wide it is, etc. For example, narrower streets may not be suited to
        higher traffic generating development but may be preferred by pedestrians.

2.   The current planning scheme does not require any assessment of a proposal for
        development in terms of its urban design attributes. In instances where streets
        or buildings are perceived to have heritage values or if the development is large

enough there may be some assessment made at the discretion of planning staff assessing the proposal.

This should be a matter for consideration in the assessment of any application for a planning permit.

In addition, the review of the current requirements for building set backs, lot amalgamation incentives and landscaping will also improve the relationship of development with the street and ultimately the experience of the street.

Raising the profile of urban design will also require some non statutory intervention, such as the issue of design guidelines, planning officer training to ensure competent assessment of proposals, an d perhaps an urban designer available to provide expert advice to developers and Council.

3. More difficult to influence is the input of other interests of Council and government agencies on the street environment. A collaborative approach seems to be required to ensure that the maintenance of the street as a high quality, lively public space is a common objective and is not thwarted by the inadvertent efforts of different interests.

An audit of street fixtures would be a useful way to quantify the problem and the key contributors. The action that should ensue will depend on the magnitude and source of the problem. It is suspected that some of the more common violations occur as a consequence of Council's management of this space from within the Engineering Department without regard to Council's wider planning objectives and that the solution may be improved communications and the forging of closer working relationships. Hard data will be useful to substantiate such a position and at the same time provide a starting point for improvements to be made.

(d)   C a r   P a r k i n g

Some commercial and industrial development in Inveresk seems to generate a demand for car parking that is not satisfied on site and street parking augments the overflow. This is not necessarily a problem in itself provided there is street parking available.

In fact there seem to be good opportunities for street parking on a number of wider streets. For example, Holbrook Street is a wide street with a landscaped median strip at one extremity which is sealed at the other end to take car parking that is capable of providing more street parking. The design and layout of the existing car parking and green space could be greatly enhanced to the wider benefit of the street in addition to providing a source of street parking.

Where commercial and industrial development creates congestion in streets that have a strong residential theme, this over flow car parking tends to be a nuisance. However, this traffic may be discouraged from parking in these areas by the imposition of parking restrictions and at the same time providing suitable alternative parking elsewhere.

1. Holbrook Street and others with similar potential should be investigated with a view to undertaking a program of improvements.

2. It is recommended that consideration be given to a potential range of parking restrictions such as loading zones, restricted visitor or short term parking, preferential parking for residential parking and so on.

(e) Residential Use

Liveability is a fundamental planning objective for urban areas. A case has been made that it can be contributed to by a mix of uses. A mix of uses implies mixing the places we live in with the places we work and do business in. It follows that Residential uses are integral to any mix of uses.

1. A key feature of the urban form of Inveresk is a compact pattern and scale which is well suited to residential use. Inveresk has maintained a strong residential component but the desirability of this housing has been eroded by poorly designed new development.

    Residential use tends to require the highest level of amenity and when this declines through the poorly designed new developments the remainder of the housing stock could be in danger of disappearing in the same way.

    Performance standards for amenity should recognise the higher requirements associated with residential use and promote innovative design to prevent off-site impacts.

2. There are no examples of good infill housing in Inveresk. Well designed infill housing could easily be accommodated in Inveresk. Inveresk has many desirable features for this type of development: close to the city, served by public transport and local shops, small lots for single unit development, flat land, etc.

    Good residential infill could be promoted by improving the residential provisions in the planning scheme and by initiating demonstration projects to focus public attention on the potential Inveresk offers.

3. The retention of existing housing stock should be encouraged where it is in sound condition. In some cases the amount of land zoned General Commercial exceeds the apparent demand and includes houses that are still used for residential purposes.

    The extent of the General Commercial Zone should be reviewed.

    Other zones, such as Urban Residential are less harmful as the provide for residential uses and at the same time a range of softer commercial uses that may in some cases operate invisibly from existing buildings.

(f) Sense of Place

The sort of redevelopment that has crept into Inveresk has tended erode the sense of place. Inveresk has not been widely valued and there have been few obstacles to the erosion of any sense of place.

1. The state of Invermay Road is a good example of the "High Street" becoming a faceless commercial strip and the erosion of a sense of place. It could be anywhere.

    An integrated strategy is required to manage Invermay Road. It needs to investigate issues such as where the "High Street" begins and where the "strip" begins, the quality of the street environment for pedestrians, cyclists and motorists - pursuing matters such as car parking, street seating, bus stops, cycle access, appropriate building forms for Invermay Road given the nature of existing uses and the role of the road.

2.   The underlying pattern of form, that of a grid of streets with small lots on which small dwellings were originally built is being obscured by the redevelopment of land by amalgamating lots and building bigger buildings.

This is addressed in the comments above about building form and patterns of urban form.

3.   Some redevelopments use materials and detailing that are not in keeping with the those that characterise Inveresk. This criticism extends to landscaping which may introduce new details, materials and species that have no local references and seem completely at odds with their surroundings. For example, the new Gary Presnell Panel Beating premises on Gleadow Street is constructed with fake sandstone. Sandstone is not a material used in Inveresk where most buildings are timber and iron.

These matters should be addressed both in the planning scheme but also informally through the issue of guidelines.

Council needs to lead by example and needs to address these problems where they occur in the public domain. For example, by replacing inappropriate street planting.

NOTES

1. Kevin Lynch, The Image of the City, MIT Press, 1960

2. Bentley et al, Responsive Environments - A Manual for Designers, Architectural Press Ltd, 1985

   This work pursues the ways in which the design of places can influence the choices of the user and identifies seven qualities: permeability, variety, legibility, robustness, visual appropriateness, richness and personalisation.

3. HRH The Prince of Wales, A Vision of Britain - A Personal View of Architecture, Double Day 1989

   The Prince advocates the application of ten principles: the place, hierarchy, scale, harmony, enclosure, materials, decoration, art, signs and lights, community.

4. Alexander, Christopher et al, A Pattern Language - Towns, Buildings, Construction, Oxford University Press, 1977

5. Peter Calthorpe, The Next American Metropolis - Ecology, Community, and the American Dream, Princeton Architectural Press, 1993, (p 41)

   Calthorpe defines a new context and direction for the built environment. He bases guidelines on three basic principles: growth should be based on the expansion of a transit system serving compact urban nodes, single use zoning should be replaced by standards for mixed use, urban design policies should be oriented to the public domain and human dimension, not the private domain and auto scale.

6. Morris, L M, Planning Strategies for Commercial Strips: Moonah - a case study, unpublished report submitted in partial fulfilment of requirements for Master of Town Planning, University of Tasmania, October 1993

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APPENDICES

APPENDIX 1

Extract from City of Launceston Off Street Parking Policy Code

Adopted pursuant to Clause 6.3 of the City of Launceston Town Planning Scheme 1973 for the purpose of implementing the Scheme.

1.0 Application of Code

Applications for all new developments, additions to existing buildings, or a change of use will be expected to conform with the provisions of this Code.

2.0 Special Cases

2.1 Notwithstanding anything in the foregoing, the Council may permit a development which does not comply with the requirements of this Code provided it is satisfied that such development will not increase the demand for parking within the locality.

2.2 Where land is insufficient in area to enable provision for parking as required herein the Council may require the parking space to be provided upon other land in the vicinity of the development or may reduce or dispense with the requirement.

3.0 Central Business District

3.1 Notwithstanding the above, off-street parking shall not be required to be provided by developments within the Central Business District, and further, not permitted, except for the parking of essential vehicles to the extent to be approved in each case.

3.2 Car parking requirements for the Central Business District will be provided by the Council establishing such off-street car parks as are determined necessary from time to time.

3.3 A major development within the Central Business District which, in the opinion of Council is a major traffic generator, may be required to provide off-street parking, the extent and location to be as required by Council in each case.

4.0 Schedule of Requirements

Use	Number of Parking Spaces
4.1 Car Salesyard	1 space per 100m2 of display area or 15% of site area (whichever is greater)
4.2 Church	1 space per 15m2 of main hall or 1 space per 7 seats (whichever is greater)
4.3 Consulting Rooms	4 spaces per full time general practitioner, except that for special anaesthetist only the provision shall be:

1 space per anaesthetist plus 1 space for each support staff (full time or part time)

4.4   Educational Establishment   1 space per 50m2 gross floor area
.......[etc]

4.26   Other Uses   As determined by Council

5.0   General Provisions

5.1   The minimum dimension of every car space shall be not less than 5.5m x 2.5m except that a garage or car port shall be not less than 5.5m x 2.75m, and for 90° parking the aisle shall be not less than 6.7m in width.
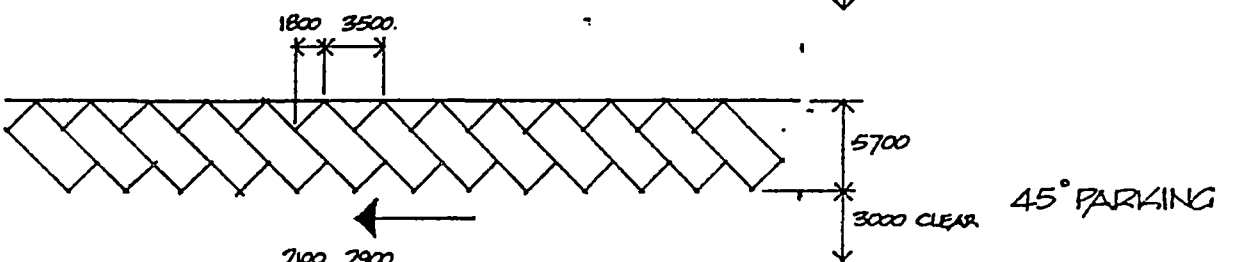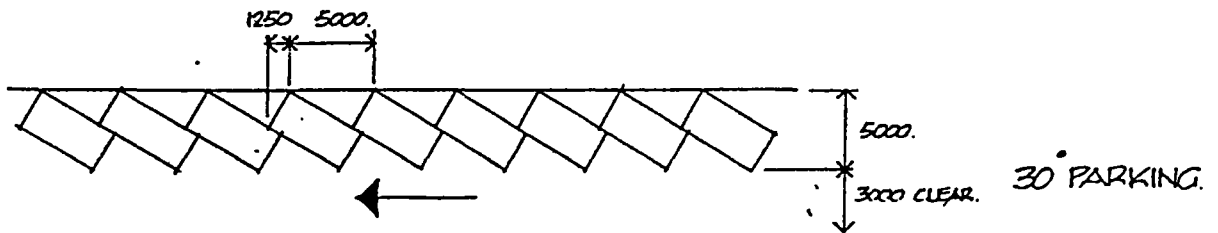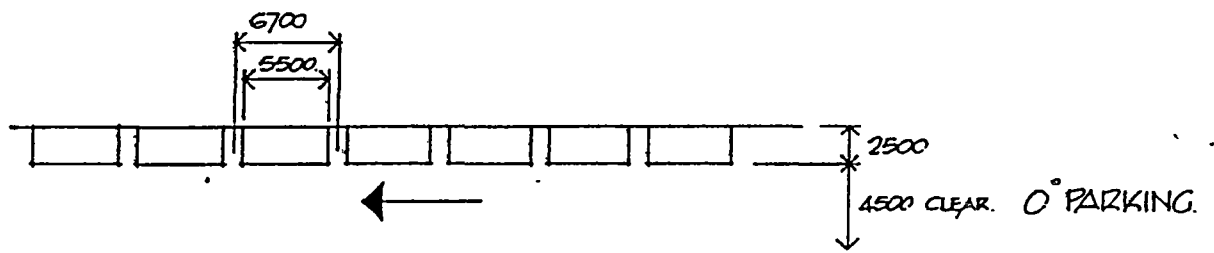
5.2   The Council shall have regard to the reasonable accessibility and availability of manoeuvrability for vehicles for each parking space in approving parking provisions.

5.3   Car parks of 30°, 45°, 60° and 90° parking shall be laid out in accordance with the attached plan. All parking areas shall be designed to ensure that vehicles can enter the public street in a forward gear.

5.4   All parking areas, driveways and vehicle crossings shall be constructed, sealed drained and marked out on the ground to the satisfaction of Council.

5.5   All parking areas provided under this Code shall be made available for such use and shall not be used for any other purposes.

5.6   Unless otherwise approved by Council all car parking areas required under this Code shall be located behind the building line for the property.

6700
5500.
2500
4500 CLEAR.   O° PARKING.

1250   5000.
5000.
3000 CLEAR.   30° PARKING.

1800   3500.
5700
3000 CLEAR   45° PARKING

2100   2900.
6000
5000 CLEAR   60° PARKING.

2600.
5500.
6700 CLEAR   90° PARKING
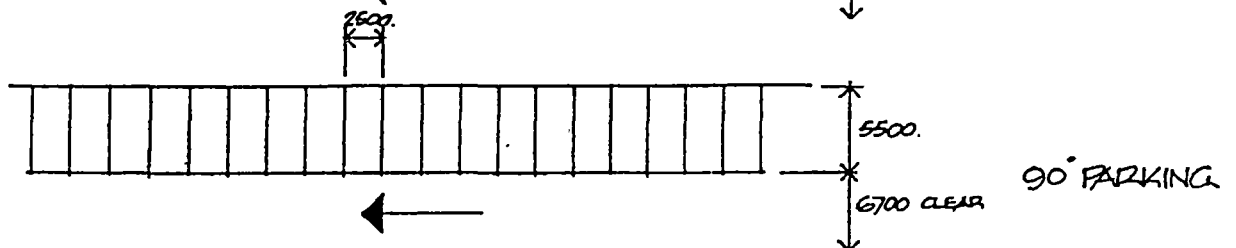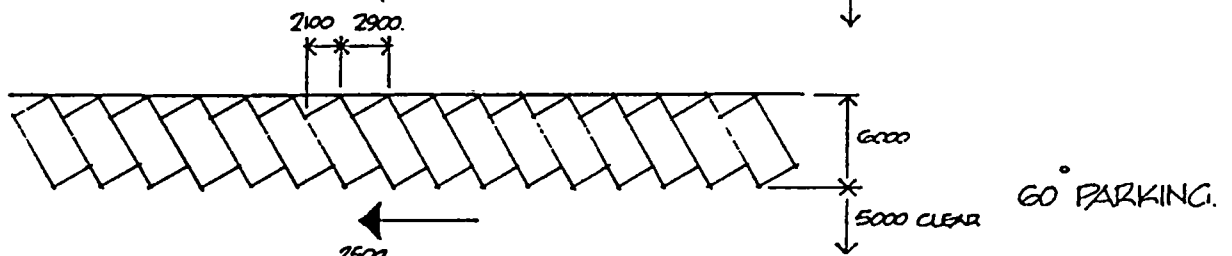
Extract from City of Launceston Building Line Policy Code

Adopted pursuant to clause 6.3 of the City of Launceston Town Planning Scheme 1973 for the purpose of implementing the Scheme.

1.0 Application

The provisions of this Code shall apply to all applications for the erection or construction of any building or an addition to a building or to the use of any land. Building lines shall be observed, land used and landscaping implemented and maintained in accordance with this Code to the satisfaction of the Council.

2.0 Definitions

"Building Line" means the line between which, and the boundary of the street, building is forbidden. If road widening of the street is proposed, the building line applies from the boundary of the road widening.

"Primary Landscape Area" means the area between the street frontage and the building.

"Secondary Landscape Area" means the remaining area of the site which is to be landscaped.

3.0 Building Lines for Zones

Subject to Clause 4 below the following lines shall apply:

Zone	Building Line
Central Business District	Discretionary
Civic and Cultural	Discretionary
Retail Shopping	Discretionary
Business	Discretionary
Semi-Commercial	5 metres
Urban Residential	5 metres
Closed Residential	7.5 metres
Low Density Residential	10.5 metres
General Commercial	6 metres
Industrial	6 metres
Rural	12 metres
Public Recreation Reservation	12 metres

4.0 Building Lines - Special Cases

4.1 *State Highways* - the building line in any zone for land abutting a state highway shall be not less than 6 metres from the boundary of the state highway.

4.2 *Narrow Roads* - in the case of any road having a width of less than 15 metres, the building line shall not be less than 7.5 meters from the centre of the road.

4.3   *Corner Truncations* - in any zone other than the Central Business District, Civic and Cultural, Retail Shopping and Business Zones, no building shall project into a corner truncation equivalent to a 9.5 metre radius circle tangential to both road alignments, plus half the building line setback, as illustrated in the attached plan.

4.4   *Corner Sites* - in the case of a site at the corner of intersecting streets, the building line from not more than one secondary street shall not be less than half the building line to the primary street.

4.5   *Special Sites* - where the Council is satisfied that the circumstances of a site render it undesirable or impractical to erect a building or an addition to a building in a position that conforms to the provisions of this Code, the Council may authorise the erection of the building or addition or the use of land in a position on the site that is nearer to the street boundary than is required by this Code.

5.0   Use of Primary Landscape Area

5.1   No persons shall use the Area for any purposes other than:

    1.   Planting and Landscaping;

    2.   A means of access;

    3.   When approved by Council, loading and unloading of vehicles, and provision of hard standing, car ports or garages for the parking of private cars, caravans and boats, where necessary in the opinion of Council, because of site limitations.

    Purpose 1 - Planing and Landscaping - is the principle purpose in this Area and use for the other purposes is dependent upon maintaining a high level of amenity, consistent with efficient use of the site. Where circumstances necessitate purposes 2 and 3 significantly displacing purpose 1, the Council may take into account landscaping provided in the Secondary Landscape Area.

5.2   The Primary Landscape Area shall not be used for the parking of vehicles which are being wrecked or repaired; or the stacking or storage of fuels; raw materials, products or wastes of manufacture; or for the purpose of trade display except as specified in paragraph 5.3.

5.3   To apply to all zones in normal circumstances. Council may further reduce the landscape area, if specific circumstances relating to land use warrant it in:

         •   Central Business District
         •   Civic and Cultural
         •   Retail Shopping
         •   Business

    In these areas the building line is discretionary.

5.3   The Council may approve a reduced landscape area:

    (a)   In the case of outdoor display of goods for sale including vehicle sales, caravans and boats or in the case of sites having frontage larger than their average depth, to not less than 10% of the average depth of the site, providing an average depth of 2 metres is developed along the primary street frontage.

The minimum depth of landscaping may be reduced to 1.5m, only if the design standard meets the objectives of the Code and Development Guidelines in particular with regard to the Protected Landscape Design Criteria.

Generally an objective of landscaping will be for open viewing onto the site.

(b)   In other cases, particularly car parks, only to the extent that compensatory landscaping satisfactory to the Council is provided in the Secondary Landscape Area, and if development achieves the objectives of the Landscape Policy Code as effectively as if the landscape area had not been reduced.

An objective for landscaping of car parks will be to achieve screening.

Set Back - No goods shall be displayed or vehicles parked on or within the approved landscape areas.

5.4   Any advertising signs proposed within the Primary Landscape Area should also be indicated on the Landscape Plan. Any existing signs should be relocated if necessary to avoid prejudicing landscaped areas.

5.5   Protected Landscape Design Criteria

Minimum design criteria shall be substantially constructed to ensure protection of landscape areas from any encroachment such as vehicle over hanging, etc. and this may be achieved by solidly constructed definitions of landscape areas by a height of at least 500mm high above adjacent levels or railing at least to this effective height or firmly fixed vehicle encroachment barriers such as wheel chock alignment, no closer than 1.5m inside the block, away from adjacent landscape edges.

Figure 1.

Figure 2.

Figure 3.
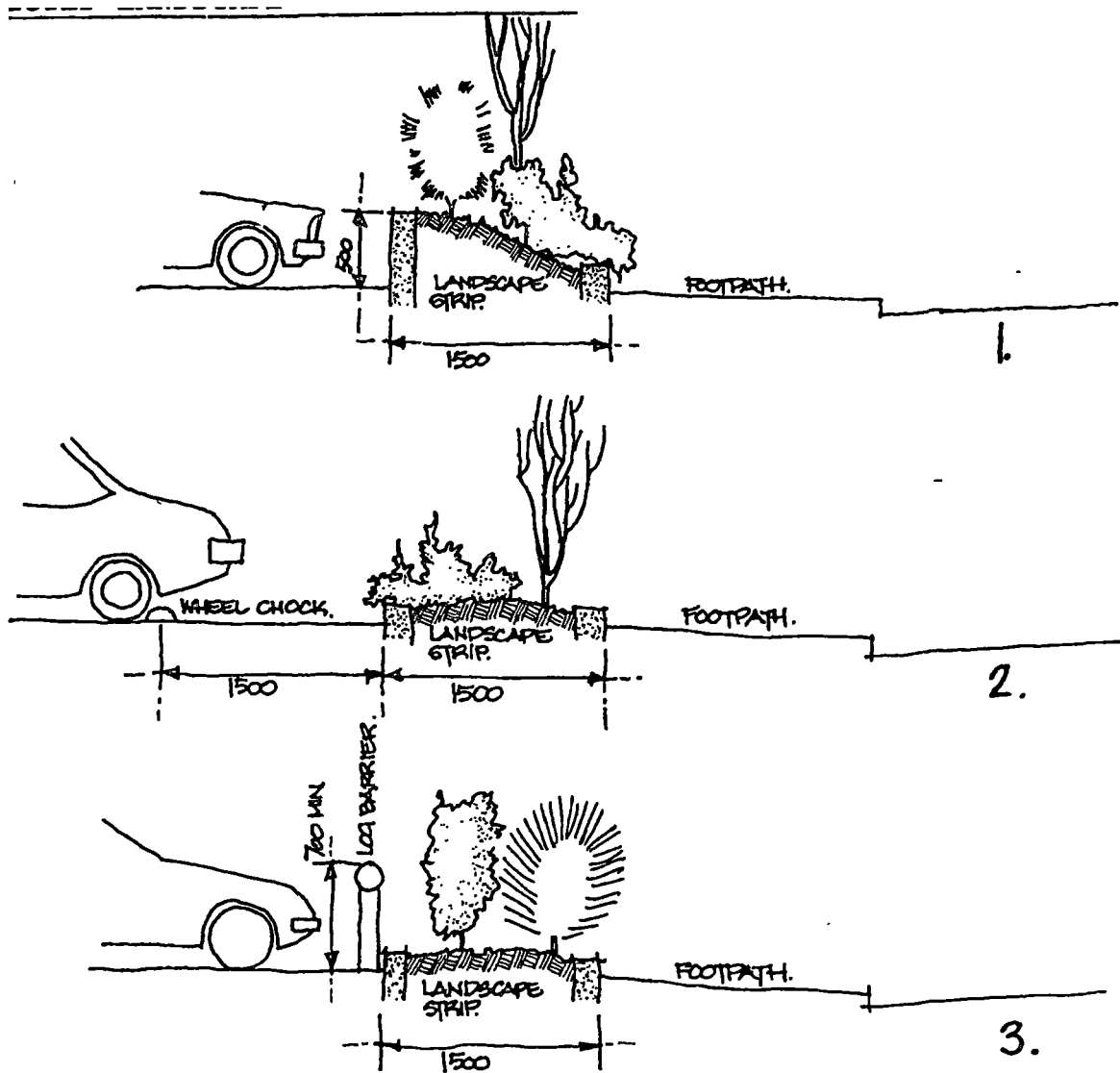
5.6   "Screen Planting" should provide a barrier to views of development on site or privacy within the site; enclosure; shelter or demarcation of areas or routes; and implies dense planting of large species.

"Open Planting" should complement or contrast with buildings, integrate them with surrounding landscape, focus attention on a display or feature, or simply provide ground cover or improve sight lines and implies a predominance of low growing species.

City of Launceston Commercial and Industrial Development Policy Code

Adopted pursuant to 6.3 of the City of Launceston Town Planning Scheme 1973 for the purpose of implement the Scheme.

Recommended Site Usage (see paragraph 2.2):

| Site Area | 750 m^2 | 1000 m^2 | 1500 m^2 | 2000 m^2 | 5000 m^2 |
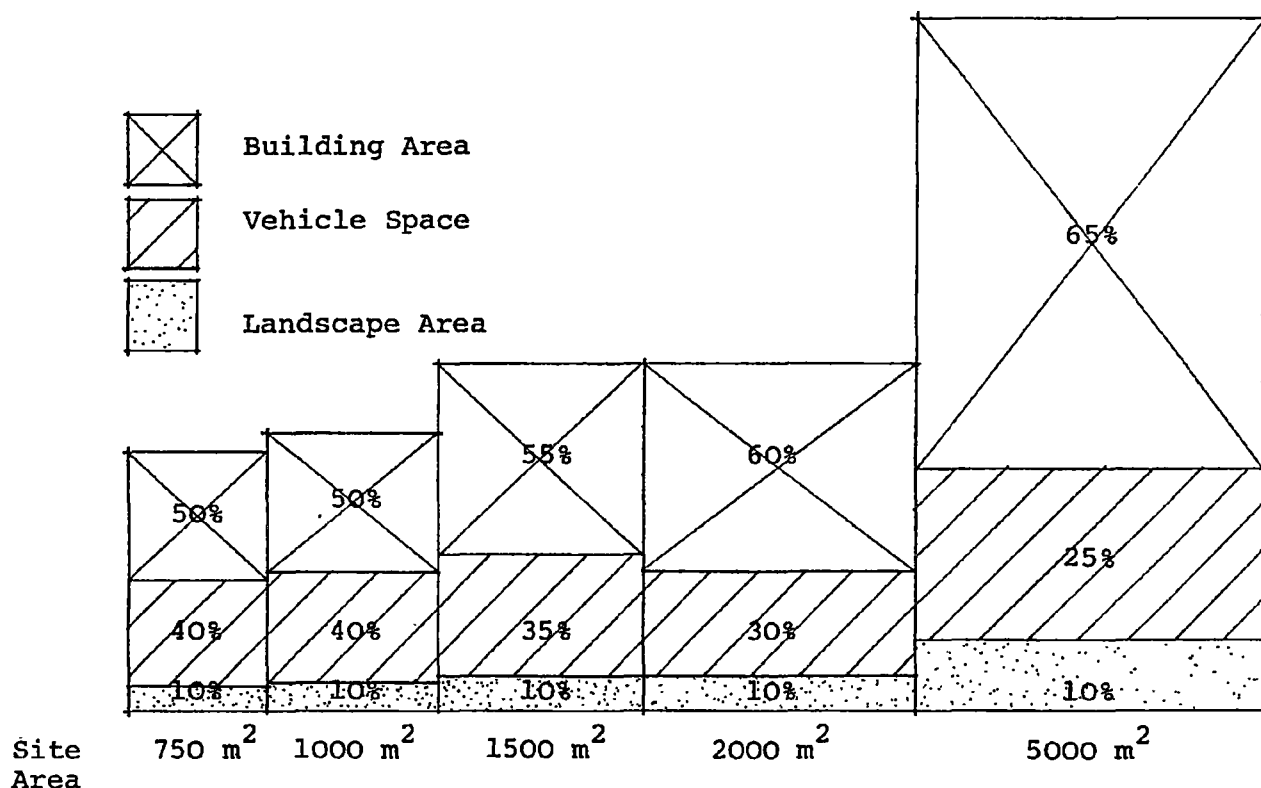
1.   Policy

Applications for commercial and industrial developments other than shops and offices will be expected to conform to the provisions of this Code.

Notwithstanding the foregoing, the Council may permit a development which does not comply with requirements if it is satisfied that the proposed development meets the Standards of Performance set out on the following page in some other way.

	Standard of Performance	**Means of Achievement (see Parts 2 and 3)**
1.1	Sites shall provide adequately for all space requirements including business operations, storage, staff and visitors parking, manoeuvring service vehicles, loading and unloading, landscaping and building setbacks and not be over-developed.	Minimum area (2.1) Site coverage (2.2) Parking provision (2.4) Building lines (2.3) Access (2.5)

1.2	Developments shall maintain a safe, healthy and pleasant working environment.	Minimum area (2.1) Site coverage (2.2) Building lines (2.3) Access (2.5) Landscaping (3.5) Building appearance (3.4) Utilities (3.2) Emissions (3.3) Fences (3.8)
1.3	Developments shall present an attractive appearance designed to complement their surroundings.	Building lines (2.3) Landscaping (3.4) Building appearance (3.4) Trees (3.6) Advertising (3.7) Fences (3.8)
1.4	Developments shall not prejudice living conditions, amenity or privacy of adjoining properties used for residential or other purposes.	Minimum area (2.1) Building lines (2.3) Landscaping (3.5) Building appearance (3.4) Light industry (3.1) Trees (3.6) Utilities (3.2) Emissions (3.3) Fences (3.8)
1.5	Developments shall not contribute to traffic congestion or hazards in surrounding streets.	Minimum area (2.1) Site coverage (2.2) Parking provision (2.4) Access 2.5)

2. Site Requirements

2.1 **Minimum Area** required to achieve satisfactory standards in relation to building lines, vehicle parking and loading, landscaping and compatibility with surroundings is 750m2 with a minium dimension of 21 metres. (Internal sites and sites in cul-de-sac ends which comply with s472 of the Local Government Act may have a minimum frontage of 6 metres, subject to Ministerial approval.) Small developments may be accommodated by multi-occupancy of sites, where so designed.

2.2 Site Coverage

Site Area (m2)	Max. Site (m2)	Coverage (%)	Parking and (m2)	Access (%)	Min. Landscape (m2)	Area (%)
750	375	50	300	40	75	10
1000	500	50	400	40	100	10
1500	825	55	525	35	150	10
2000	1200	60	600	30	200	10
5000+	3250	65	1250	25	500	10

2.3 **Building Lines** - no building should be erected in front of any Building Line set out in the Building Line Policy Code:

Industrial Zone   6 m frontage setback
General Commercial Zone

Side and rear boundary setbacks in accordance with the Building Regulations, and subject to the Daylight and Sunlight Policy Code where development adjoins existing housing.

2.4 **Parking Provision** - shall be in accordance with the Off Street Parking Policy Code:

General, Light, Service   1 space per 100m2 gross floor area, or 1 space per
Industry   2 employees, whichever is greater.

Store   1 space per 150m2 gross floor area, or 1 space per
                             2 employees, whichever is greater.

Warehouse   1 space per 100m2 gross floor area.

The standard size for spaces is 2.5m x 5.5m, with 6.7m clear for entry.

Up to 50% of parking spaces may be provided without separate access, i.e. double banked.

All spaces shall be behind the Building Line and screened by buildings, fences or dense planting.

2.5 **Access on to Sites** - shall be:

(i)   by vehicular crossing of between 4m and 7m, as approved by the City Engineer;

(ii)   located so that turning traffic is clearly visible to traffic in the street;

(iii) designed to allow vehicles of a size normally used by the industry to enter and leave the site in a forward direction;

(iv)   opened from the street with the lowest traffic volume, where there is more than one frontage;

(v)   not closer than 6m to an intersection;

(vi)   subject to the approval of the Department of Main Roads on Limited Access Highways.

Loading and unloading shall be in bays designed for that purpose, vehicles not being required to stop for checking or otherwise until they are wholly within the site.

3. Environment

3.1 General Commercial Zone - Light Industry

All developments in this zone must achieve the performance standards of the General Commercial Zone Policy Code relating to noise, emissions, transport and appearance, and all industries in this zone must comply with the definition of Light Industry in the Scheme :

Light Industry means an industry -

(a) in which the buildings or works occupied, the processes carried on, the materials and machinery used or stored and the transportation of materials, goods and commodities to and from the premises will not cause injury to or prejudicially affect the amenity of the locality by reason of the appearance of such buildings, works or materials, or by reason of the emission of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste-paper, waste products, grit, oil, or the presence of vermin or by electrical interference or otherwise; and

(b) the establishment of which will not or the conduct of which does not impose an undue load on any existing or projected service for the supply or provision of water, gas, electricity, sewerage facilities, or any other like service;

(c) the conduct of which complies with any performance standards which from time to time may be adopted by Council under Clause 6.3.

3.2 Utility Services

The services of sewerage and drainage, water reticulation and electricity shall be provided in accordance with the City Engineer's Public Utilities Information Manual and the relevant legislation.

Areas for the parking of motor vehicles shall be drained through an adequate and effective oil separator pit, which shall be maintained in effective working order at all times, before being disposed of into Council's stormwater system to the approval of the City Engineer.

3.3 Emissions - Effluents and Wastes

Premises will be so conducted that there are no adverse discharges of gas, dust or other material to the atmosphere and no emission of smells or odours. No sewerage, sullage or trade effluents shall be permitted to flow into Council's stormwater system, or any waterway and arrangements satisfactory to the Council shall be made for the collection and disposal of all trade effluents.

3.4 Buildings - Appearance

The front elevation of buildings and return walls for a minimum distance of 4.5m (15ft) shall be constructed in brick, masonry or other materials approved by Council. Metal walls and fascias are required to be Colourbond or similar or painted to the approval of the City Architect and Building Surveyor, and metal rooves also where they are extensive or prominent or in areas where they are considered to affect townscape values.

3.5   Landscaping

Developers are required to submit a landscaping plan of the whole site in accordance with the requirements of the Building Line Policy Code generally, by providing and maintaining in front of the Building Line an adequately defined and protected area planted with shrubs and trees to the approval of the Director of Parks and Recreation. Sufficient detail must be shown to enable assessment as to the substantiality of the proposed development.

3.6   Trees

Any existing trees which it is considered necessary to remove or lop should be marked on the landscape plan submitted, along with a request for approval as appropriate; trees to be retained in close proximity to buildings or works must be adequately protected at the responsibility of the developer.

3.7   Advertising

No advertising sign shall be erected without the approval of the City Architect and Building Surveyor. Signs complying with the Advertising Signs By-Law shall be integrated with the building or landscape design and limited to one per site, except where there are two frontages or other unusual circumstances.

3.8   Fences

Developers should consider whether a security fence is essential across the frontage and, if it is, arrange for it to be erected at the rear of the landscaped area. Parking areas and open storage areas shall be screened from public view by adequately protected dense planting or adequate screen fences.

City of Launceston Daylight and Sunlight Policy Code

Adopted pursuant to clause 6.3 of the City of Launceston Town Planning Scheme 1973 for the purpose of implementing the Scheme.

Daylight

Objective: All dwellings shall be capable of attaining a reasonable standard of internal light natural light.

Standard: All new industrial and commercial premises adjoining dwellings shall be setback from boundaries in accordance with the following formula unless in the opinion of the Council, after taking into account the views of the owners and occupiers of the adjoining properties affected, a lesser distance should be allowed:

$$S = 2 \text{ metres} + H/2$$

Where S is the distance from boundaries and H is the average height of the building above natural ground level.

Sunlight

Objective: All dwellings including their appurtenant yard area, shall be capable of attaining a reasonable standard of direct sunshine throughout the year.

Standard: All new buildings shall not be erected with a greater height than a plane extending northward over the site at a gradient of 1 in 2 commencing from all points 4 metres south of the site, provided that the Council, after taking into account the views of the owners and occupiers of adjoining properties affected, may allow a greater height.
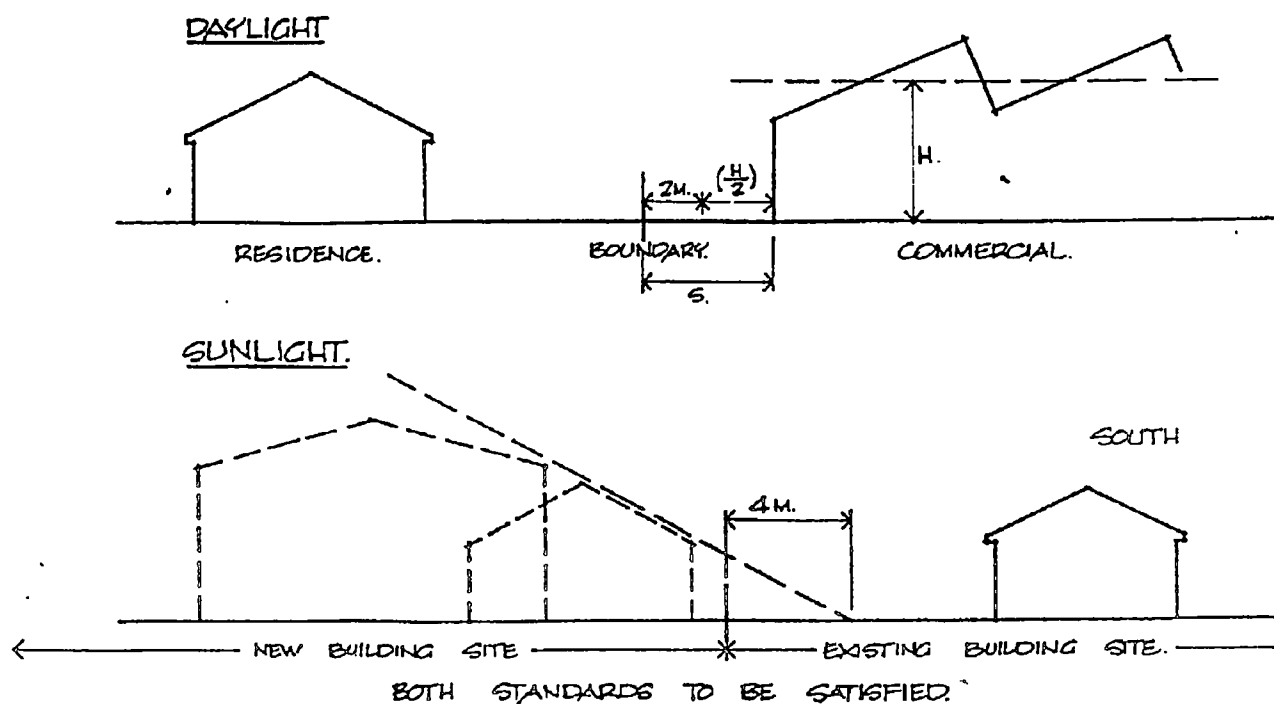
City of Launceston Multiple Residential Policy Code

Adopted pursuant to clause 6.3 of the City of Launceston Town Planning Scheme 1973 for the purpose of implementing the Scheme.

1. Application of Code

1.1 Applications for multiple-residential developments which require the Council's issue of a planning permit, will be expected to conform with the provisions of this Code.

1.2 Applications shall be in writing and include on a plan or plans - site location, site plan, site dimensions, easements, contours, existing buildings on adjoining properties, including approximate wall height, floor plan of typical unit, sketch elevations and the requirements specified below.

1.3 Notwithstanding anything in the foregoing, the Council may permit a development which does not comply with the requirements herein provided it is satisfied the proposed development meets the Standards of Performance required by this Code. In submitting a proposal for the Council's consideration under this Clause, the developer shall accept the onus of demonstrating his proposal so meets the requirements of the Statement of Objectives.

Standard of Performance	Means of Achievement
2.1 All dwellings on both the subject site and on adjoining properties shall be capable of attaining within them, reasonable standards of daylighting and sunlighting.	Setback of walls from boundaries Landscaping and pedestrian spaces Specified minimum frontage
2.2 Buildings shall be designed to ensure the privacy of the occupants both of the site and of the adjoining properties, whether indoors or outdoors, is preserved from overlooking and overhearing.	Setback of walls from boundaries Distance of windows from boundaries Screen fencing of boundaries and yards Landscaping and pedestrian spaces Specified minimum frontage
2.3 Occupants of dwelling shall have the opportunity of enjoying an outdoors area (whether at ground level or some other level) either appurtenant to the dwelling or upon some accessible location on the site.	Provision of attached private yards Landscaping and pedestrian spaces

2.4 Every dwelling unit shall be provided with access for pedestrians from a public footpath and with access by motor vehicles from a public carriageway such that pedestrian paths are not unduly restricted by conflict with motor vehicles and that vehicle carriageways are designed to restrict the speed of vehicles to walking pace.

Separation of pedestrian and vehicular access
Specified width of driveways
Provision of vehicle turning space
Specified size of car spaces and clear access thereto

2.5 Provision shall be made on the site of every dwelling development for the parking and/or garaging of motor vehicles up to the maximum number and dimensions of spaces likely to be required by reasonable use of each unit.

Car parking and vehicular access provision

2.6 Density - The intensity of development of any site shall not exceed a density consistent with the health, privacy, well-being and safety of residents and a high standard of environmental amenity.

Setback of walls from boundaries
Landscaping and pedestrian spaces
Building lines
Maximum plot ratio
Minimum floor area of units

2.7 The maximum intensity of use of residential land shall further be governed by:

(a) the capacity of public utility services and the reasonable practice of public utility authorities,

(b) the availability of reasonably convenient transportation, recreation, shopping and other community facilities,

(c) the conservation of established trees,

(d) the composition and needs of the area's present and future population.

3. Schedule of Dimensions and Conditions

The following is a checklist of specific requirements used to assess developments:

3.1 Density of Development

Maximum plot ratio (the ratio of total floor area, excluding garages, to site area):

Low Density Zone	0.20
Closed Residential Zone	0.33
Other Zones	1.00

3.2 Minimum Floor Area of Units

(including outside walls but excluding garages, verandahs and balconies)

Studio/bachelor/bed-sitter units	46.5m2
One bedroom units	56 m2
Two bedroom units	65m2
Three bedroom units	74m2

3.3 Minimum Average Width of Site

Low Density and Closed Residential Zones	20m
Other Zones	18m

3.4 Minimum Building Setbacks

	Distance of Walls, Balconies and Verandahs from Street Boundary	Distance from Side and Rear Boundaries (subject to 3.5 below)
Low Density Residential Zone	10.5m	*5m
Closed Residential Zone	7.5m	*3m
Other Zones	5m	*3m

(*1.5m for each additional storey)

Note: Open-sided car ports may be built on side and rear boundaries in accordance with the Building Regulations.

3.5 Privacy

(a) *Windows* of living, dining, or family rooms, bedrooms or kitchens shall not face a side or rear boundary unless:

    (i) 6m or more distant from the boundary in a Low Density or Closed Residential Zone;

    (ii) 5m or more distant from the boundary in other zones, or

    (iii) set at an angle of not less than 30° to the boundary (see diagram)

(b) *Dwelling units opposite one another* across a court or driveway shall not be closer than 6m for single storey buildings, plus an additional 3m setback for each additional storey.

(c) *Screening* - private yards attached to units shall each be screened by walls, fences, hedge or dense vegetation to a height of not less than 1.5m.

(d) *Boundary fences* - all side and rear boundaries behind the building line shall be provided with a timber screen fence or equivalent means of screening to a height no less than 1.8m.

(e)   No pedestrian path or driveway giving access to another dwelling unit shall be closer than 1m to a window with a sill height of less than 2m.

3.6   **Minimum Landscaped Area** in respect of each dwelling unit shall be 50m2 and shall be in addition to land occupied by car parking spaces and access driveways. A balcony, verandah or roof garden may be taken into account.

3.7   **A Private Yard,** garden area or patio shall be provided adjoining each ground level unit for the use of the occupant, not less than 25m2 in area, with a minimum dimension of 5m and enclosed by screen walls, fences or planting.

3.8   **Landscape Plan:** Building Permit approval for any development will not be granted until a landscape plan has been submitted to and approved by the Director of Parks and Recreation.

3.9   **Existing Trees and Shrubs** over 3m in height should be marked on the landscape plan and those to be removed necessarily indicated as "to be removed". Those to be retained should be protected during construction.

3.10   **Legal Agreement:** A standard legal agreement in respect of landscaping and car parking works to be carried out and maintained by the developer must be signed prior to Building Permit Approvals.

3.11   **Car Parking Provision**

Studio/bachelor/ bedsitter units	1.00 space per unit
One bedroom units	1.25 spaces per unit
Two or more bedrooms	1.50 spaces per unit

The minimum dimensions of a car space shall be 2.75m x 5.5m. Individual accessibility to all spaces and provision for turning vehicles within the site to avoid reversing into the street are essential. Parked cars shall be screened so as not to be visible from the street.

3.12   **Driveways**

| **Minimum Width** | **Number of Units Served** | |
	2-4	**5 or more**
Where adjoining 90° angled spaces	6.7m	6.7m
With passing bays provided	3m	4m
Without passing bays provided	4m	5m

Driveway and parking areas:

•   shall be drained and surfaced to the satisfaction of the City Engineer;

•   shall incorporate protective measures to prevent damage to fences adjoining;

•   shall incorporate measures to restrict the speed of vehicles to walking pace - such as humps, bottlenecks, sharp bends, surface variations, bollards, rails and planters, but nothing to obstruct the driver's view of children and pedestrians;

•   may include any form of paving with appropriate foundation such as tarmac, stone cobbles, wood setts, brick, tile or concrete, and in the case of visitor spaces may be surfaced in 'concrete lawn' or similar.

3.13　General Provisions

Satisfactory provision shall be made for clothes drying facilities, garbage containers storage, lighting of common drives and for adequate mail and newspaper receptacles.

An area shall be set aside for the placement of garbage containers. Such area shall be suitably screened or constructed to prevent foraging by dogs, and may incorporate provisions for mail and newspaper receptacles.

In buildings of two or more storeys, all pipes, ducts and vents servicing the building shall be concealed from the view of other residents and users of the street, and a common TV antenna shall be provided in lieu of individual antennae for each unit.

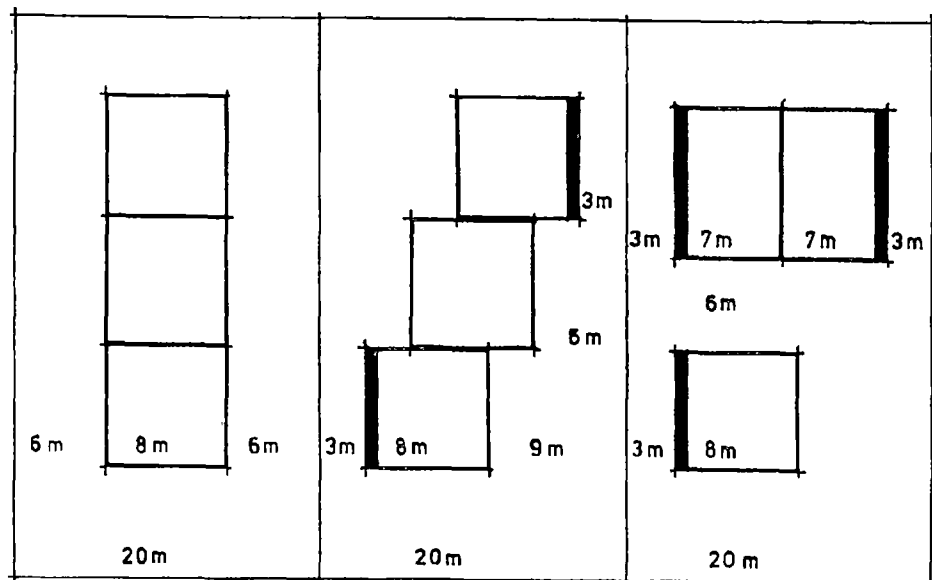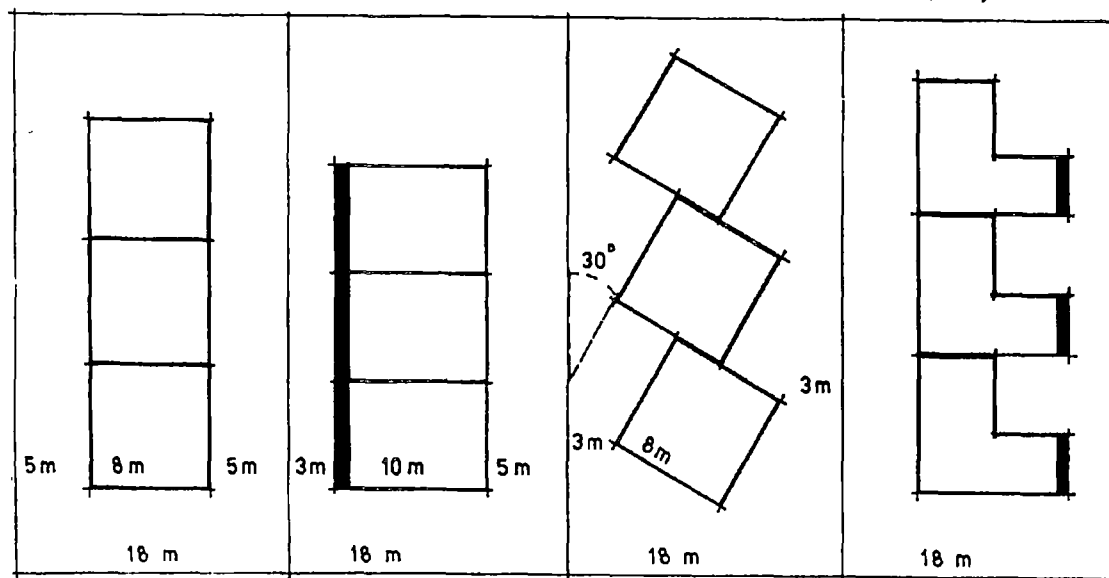Diagram to Paragraph 3·5 :

Windows facing side boundaries –

Typical arrangements

—— Indicates all windows permitted.

▬▬ Indicates only Toilet, Bathroom & Laundry windows permitted.

◀ CLOSED RESIDENTIAL & LOW DENSITY RESIDENTIAL

◀ OTHER ZONES

Extract from Schedule 2 - Table of Uses,
City of Launceston Area 1 Planning Scheme, 1983

	Urban Residential	Business	General Commercial
Residential Group			
Single Dwelling	P	X	X
Flat	P	D	D
Residential Building	P	D	X
Institutional Home	D	X	D
Cluster House	D	X	D
Tourist Facility	D	D	D
Caravan Park	X	X	D
Caretakers Dwelling	X	D	D
Motel	D	D	D
Retail Group			
Local Shop	D	P	P
Service Premises	X	P	X
Shop	X	P	X
Supermarket	X	P	X
Takeaway food shop	X	P	D
Furniture & Appliance Sales	X	P	D
Licensed Establishment	D	P	P
Restaurant	D	P	P
Restricted Premises	X	D	X
Amusement Machine Centre	X	D	D
Service Industry	X	D	P
Service Station	X	D	D
Car Sales	X	D	D
Plant Nursery	X	X	D
Office Group			
Consulting Rooms/Health Centre	D	P	P
Professional Offices	D	P	P
Veterinary Establishment	X	D	D
Funeral Parlour	X	P	D
General Office	X	P	D
Public Purposes & Assembly Group			
Church	P	D	D
Hospital	D	X	X
Educational Establishment	D	D	D
Place of Assembly	D	D	D
Civic Building	X	P	D
Indoor Sports Centre	X	D	P
Institutional Building	X	X	X
Public Utilities	D	D	P

Storage Group

Car Park	D	D	D
Warehouse	X	D	P
Transport Depot	X	D	P
Woodyard	X	X	P
Store	X	X	P
Contractors Depot	X	X	X
Fuel Depot	X	X	X
Scrapyard	X	X	X

Industry Group

Agriculture	X	X	X
Home Occupation	P	X	X
Light Industry	X	X	P
General Industry	X	X	X
Special Industry	X	X	X
Mechanical Repair Garage	X	X	D
Panel Beating Establishment	X	X	D
Timber Mill	X	X	X

Open Space Group

Public Recreation	P	P	P
Private Recreation	X	X	D
Recreation Grounds	X	X	D

"P" - Principal Use permitted as of right (Council Permit Required)
"D" - Discretionary Use (Council Permit Required)
"X" - Prohibited Use

The Policies for the City of Adelaide shall be:

Environmental Management Policies

1.
The planning development and conservation of the City's environment shall be managed in accordance with the City District and Precinct structure defined by Concept Diagrams 1 and 2, and shall be guided and governed by the Objectives, Policies, Concept Diagrams an Statements of Desired Future Character of Precincts contained in this Plan.

2.
The Core District shall generally be characterised by closely-linked activities at higher densities and in buildings of greater height than any other District of the City. Within the Core District, the ease and comfort of movement on foot shall be given priority over other modes of movement.

3.
The Frame District shall be characterised by a wider diversity of uses at lower densities, and generally in buildings of lesser height, than the Core District, in accordance with the statement of desired future character for each Precinct.

4.
The Residential District shall be characterised by predominantly residential uses and a diversity of other development compatible with residential amenity, and in particular, by uses and activities which serve the needs of the City's residents.

5.
The Parklands District shall be conserved and enhanced exclusively for the relaxation, enjoyment and recreation of the metropolitan population, and the City's workforce, residents and visitors.

6.
The Districts shall comprise the following Precincts:

A.   Th Core District

Precinct C1:   The Hindley-Rundle Precinct
Precinct C2:   The Core Exchange Precinct
Precinct C3:   The Victoria Square Precinct

B.   The Frame District

Precinct F1:   The East Exchange Precinct (Inner Frame)
Precinct F2:   The East End Precinct
Precinct F3:   The Wakefield Street Precinct
Precinct F4:   The King William Street South Precinct
Precinct F5:   The Central Market Precinct

Precinct F6: The West Exchange Precinct (Inner Frame)
Precinct F7: The Western Service Precinct
Precinct F8: The West End Precinct
Precinct F9: The North Terrace Precinct

B.   The Residential District

Precinct R1: The Upper North Adelaide Precinct
Precinct R2: The North Adelaide Village Precinct
Precinct R3: The Cathedral Precinct
Precinct R4: The Lower North Adelaide Precinct
Precinct R5: The Melbourne Street Precinct
Precinct R6: The East Terrace Precinct
Precinct R7: The Hutt Street Precinct
Precinct R8: The Hurtle Square Precinct
Precinct R9: The Whitmore Square Precinct

D.   The Parklands District

The North Parklands
The Torrens Valley
The East Parklands
The South Parklands
The West Parklands

Activity Systems Policies

Economic Base

7.
The permissible intensity of development in different parts of the City should be
controlled in terms of ratio of the floor area to the site area, hereinafter referred to as
plot ration. Concept Diagram 3 defines the area where high, medium and lot plot
rations should apply.

8.
Basic, bonus and absolute maximum plot ratios should be fixed for each part of each
Precinct. Basic plot ration should be permissible as of right, provided all the
performance standards of a development are satisfactory. Limited amounts of bonus
plot ratio may be awarded by the development control authority, in respect of
development which provides specific uses of facilities approved or required for the
benefit of the City in particular Precincts. Such uses and facilities may include:

A.
Residential uses:

B.
an approved diversity of entertainment or tourist uses such as cinema, hotel, licensed
club, restaurant or tavern, motel, theatre;

C.
approved or required public facilities, such as plazas, terraces, through-site pedestrian
links, direct pedestrian links to public transport stations, pedestrian links under or over

streets, child care centres, community centres, public toilets, public telephones and the like.

9.
Bonus plot ratio should also be awarded for the conservation and maintenance of places of environmental significance, by permitting the transfer of plot ration from the site areas of such places to other sites within the City. /...

19.
The provision of a residential component in new development should be actively encouraged in the Core District, the inner Frame District, and in the West End, North Terrace, East End, Wakefield Street, King William Street South, Whitmore Square, Hutt Street, Hurtle Square, North Adelaide Village Centre and Melbourne Street Precincts. /...

21.
the West End Precinct, as well as the Hindley-Rundle and Central Market Precincts, should be developed as mixed retail and entertainment areas. Rundle Street east of Pulteney Street should be strengthened as an area of lower-rent retailing in a street-market atmosphere.

22.
Small local retain centres should be encouraged in the Hutt Street and North Adelaide Village Precincts, and in the eastern end of the Melbourne Street Precinct predominantly to serve future growth of the residential population in the surrounding residential precincts.

23.
Industrial, automotive and other uses and developments which have low environmental performance standards but which are nevertheless necessary to service or support the City's other activities, should be concentrated in the Western Service Precinct.

Concept Diagram 1
The City District Structure

Core
Frame (Inner)
Frame (Outer)
Residential
Parklands
Metres
0   1000

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